LAND AND NATURAL RESOURCES TENURE SECURITY LEARNING INITIATIVE FOR EAST AND SOUTHERN AFRICA (TSLI-ESA) – PHASE 1

Achievements, Lessons Learned and Way Forward

SECURING LAND AND PROPERTY RIGHTS FOR ALL

UN@HABITAT
FOR A BETTER URBAN FUTURE

IFAD
Enabling poor rural people
to overcome poverty

GLTN
GLOBAL LAND TOOL NETWORK

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CONTENTS

ACRONYMS/ABBREVIATIONS

AD2M	Project to Support Development in the Menabe and Melaky Regions
ASDP-L	Agricultural Sector Development Programme – Livestock: Support for Pastoral and Agro-Pastoral Development
ASSP	Agricultural Services Support Programme
AU	African Union
AUC	African Union Commission
CAADP	Comprehensive African Agricultural Development Programme
CBINReMP	Community-Based Integrated Natural Resources Management Project
COMESA	Common Market for Eastern and Southern Africa
COSOP	Country Strategic Opportunities Programme
ESA	East and Southern Africa
FAO	Food and Agriculture Organization of the United Nations
FDI	Foreign direct investment
FDP	Fisheries Development Project
GDP	Gross domestic product
GEC	Gender Evaluation Criteria
GIS	Geographic Information System
GLTN	Global Land Tool Network
GNSS	Global Navigational Satellite System
GPS	Global Positioning Systems
IFAD	International Fund for Agricultural Development
ILC	International Land Coalition
IRLADP	Irrigation, Rural Livelihoods and Agricultural Development Project
iTC	Iniciativa das Terra Comunitárias
KM	Knowledge management
KWAMP	Kirehe Watershed Management Project
LACOSREP	Upper East Region Land Conservation and Smallholder Rehabilitation Project
LADEP	Lowland Agricultural Development Programme
LGAF	Land Governance Assessment Framework
LPI	Land Policy Initiative
LUSIP	Lower Usuthu Smallholder Irrigation Project
MCC	Millennium Challenge Corporation
MKEPP	Mount Kenya East Pilot Project
NAP	National Agriculture Project

NPA	Nairobi Plan of Action
NR	Natural resources
PASIDP	Participatory Small-Scale Irrigation Development Programme
PPILDA	Project for the Promotion of Local Initiative for Development
PPRR	Rural Income Promotion Programme
PRODIRPA	Securing Artisanal Fishers' Resource Rights Project
PROMER	Rural Markets Promotion Programme
ProParcerias	Community Investor Partnerships Project
ProPESCA	Artisanal Fisheries Promotion Project
PROSUL	Pro-Poor Value Chain Development in the Maputo and Limpopo Corridors
PTRPC	Transitional Programme of Post-Conflict Reconstruction
RCMRD	Regional Centre for Mapping Resources for Development
RISD	Rwanda Initiative for Sustainable Development
SADC	Southern Africa Development Community
SADP	Smallholder Agricultural Development Project
SANRMP	Sustainable Agriculture and Natural Resource Management Programme
SNCDP	Southern Nyanza Community Development Project
SRMP	Sustainable Rangeland Management Project
SWADE	Swaziland Agriculture and Development Enterprise agency
TSLI-ESA	Tenure Security Learning Initiative for East and Southern Africa Project
UNECA	United Nations Economic Commission for 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
VODP	Vegetable Oil Development Project
WB	World Bank
WCA	West and Central Africa
WUAs	Water Users' Associations

EXECUTIVE SUMMARY

This report provides an overview of the achievements and learning from the Phase 1 of the Tenure Security Learning Initiative - East & Southern Africa (TSLI-ESA) Project. It also looks ahead to strategies for scaling up initiatives, and to the second phase of the TSLI-ESA project.

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. The project has adopted a focus on five thematic areas, namely: mapping, land and water rights, group rights, women's access and inclusive business.

Developing countries throughout the world are currently experiencing unprecedented pressures on land and natural resources. Most national land policy reforms undertaken in the last decade recognise the legitimacy of customary land rights. Gender equality is also now high on the policy agenda. In addition to the increasing recognition of land tenure security, 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. All these institutional and policy responses form an important part of the backdrop to the activities of the TSLI-ESA project and help to define its strategic approach. The key contribution of the TSLI-ESA project in this context can be defined as follows: the identification of innovative solutions, tools and approaches that can provide the basis for active exchanges of experience across countries and enable IFAD-supported programmes to have an impact on broader land governance policies and programmes.

The ways in which the TSLI-ESA project can work with different initiatives include:

> ❛ *Developing countries throughout the world are currently experiencing unprecedented pressures on land and natural resources.*

- Supporting the implementation of the Land Policy Initiative's 2011 – 2016 implementation Strategy.
- Supporting the harmonization of implementation of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security with the Framework and Guidelines for Land Policy in Africa.
- Supporting the application of the Land Governance Assessment Framework.
- Supporting the implementation of the Global Land Tool Network (GLTN) Phase 2 Programme.
- Supporting the various programmes and initiatives being implemented by the ILC Secretariat/Africa Node and other members and partners of GLTN.

Aside from the existing tools and approaches by both IFAD and GLTN 1which can be applied, adopted and/ or implemented at country level, the TSLI-ESA project general approach has been to identify approaches and strategies across a range of thematic issues being dealt with within IFAD-supported projects and programmes and GLTN partners. The Project has sought to highlight those that represent good practices that could be a complementary basis for developing new tools or enhancing existing tools and generate learning materials that can be shared and used in a range of contexts.

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1   GLTN is a global network of civil society organisations, training and research institutions, professional bodies, bi-lateral and multi-lateral organizations, including the International Fund for Agricultural Development (IFAD), whose Secretariat is hosted by the United Nations Human Settlements Programme ("UN-Habitat") in Nairobi.

The Phase 1 of TSLI-ESA project has allowed IFAD and GLTN to build up a more detailed picture of the kinds of tools and strategies that various IFAD-supported projects and programmes are using to address issues in the five thematic areas. The project also enabled GLTN and IFAD to identify what specific tools and approaches within their own initiatives may be needed that can potentially assist the various projects and programmes.

Phase 1 of the TSLI-ESA project managed a number of achievements, including:

- identifying potential uses of tools and approaches in particular countries and contexts;
- identifying and sharing existing tools and good practices within the thematic areas;
- establishing links between specific projects working on common issues and thematic areas;
- identifying and prioritising issues and associated learning and resource materials;
- identifying land and resource tenure issues requiring advocacy interventions at national and regional levels;
- identifying capacity development needs and requirements around land and natural resources tenure issues and potential tools and approaches;
- identifying global and regional partners and building partnerships around secure land and property rights for all particularly in Africa.

Phase 2 of TSLI is currently in the pipeline and will be building on the learning and experiences of the initial phase. It is expected to 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.

In this context, TSLI-ESA Phase 2 project can provide tested tools and strategies that assist to secure tenure over land and natural resources. The UN-Habitat/GLTN and IFAD partnership in the TSLI-ESA project is well-positioned to capitalize on a number of synergies with other regional land-related initiatives; they can ensure that the TSLI-ESA project works within the context of the VGs, and is harmonized with the implementation Strategy for the FGLPA. Phase 2 will also inform the GLTN programme in its objective to implement tools at country level and expand its capacity development initiatives.

The Phase 2 project will have, however, to be realistic regarding its limitations. The widespread and fundamental reform required for significantly scaling up land and natural resource tenure security requires the efforts of a range of partners and necessitates a range of initiatives. Phase 2 of TSLI-ESA project, however, can contribute to the process by building on the combined comparative advantages of UN-Habitat/GLTN and IFAD in (i) strengthening linkages between land and natural resource tenure security and poverty reduction in both rural and urban areas, (ii) in working with government ministries which have keen interest in tenure security and not necessarily ministries directly involved in land management and (iii) in working with other global and regional initiatives (i.e. African Land Policy Initiative) and partner-organisations (i.e. ILC, WB, UNECA, FAO). It will also draw on GLTN's and other partners' expertise and experience in pro-poor and gender appropriate tools development and knowledge management. By ensuring that there are synergies with other global and regional land-related initiatives, the partners in the TSLI-ESA project can maximise the impact of the tools and strategies that may emerge.

INTRODUCTION

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. The TSLI-ESA project has focused on five thematic areas that are considered to be of particular relevance to the various projects and partners. These themes are as follows:

– MAPPING: Using technically advanced geographic information technologies, such as remote sensing technology (i.e. satellite imagery), Global Navigational Satellite Systems (i.e. GPS) and Geographic Information Systems (GIS) for mapping land and natural resource rights, use and management.
– LAND & WATER RIGHTS: Recognizing and documenting small-scale farmers' land and water rights particularly in irrigation schemes.
– GROUP RIGHTS: Recognizing and documenting group rights, focusing on range/grazing lands, forests and artisanal fishing communities.
– WOMEN'S ACCESS: Strengthening women's access to land.
– INCLUSIVE BUSINESS: Documenting best practices in securing land and natural resource rights through business partnerships between small-scale farmers and outside investors.

Strengthening women's access to land and tenure security is one of the focus areas of TSLI-ESA project. Photo ©IFAD.

STRUCTURE OF THIS REPORT

UN-Habitat, through the Global Land Tool Network (GLTN) and IFAD, has entered into a partnership to implement the Land and Natural Resources Tenure Security Learning Initiative for Eastern and Southern Africa (TSLI-ESA). The initiative aims to improve knowledge management strategies and approaches for strengthening pro-poor and gender-sensitive land and natural resource tenure rights in selected Eastern and Southern African countries.

A Regional Learning Workshop on Land and Natural R This report provides a comprehensive summary of the achievements, learning and way forward of the TSLI-ESA Project. The report is divided into different sections as follows:

- Section 1 provides a situational analysis of the context within which the TSLI-ESA project is operating.
- Section 2 looks at the IFAD-GLTN partnership on TSLI-ESA project
- Section 3 then provides an overview of the outputs, activities, reports and other products that have been produced during the first phase of the TSLI-ESA project.
- Section 4 presents detailed information about land issues within the various IFAD supported programmes/projects and is structured around the five thematic themes. This section also identifies some of the emerging tools for future development and sharing.
- Section 5 looks at the implications for Phase 2 of TSLI-ESA project and strategies for scaling up.
- Section 6 looks at the overall approach for the second phase of the TSLI-ESA project.

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.

Most national land policy reforms undertaken in the last decade recognize the legitimacy of customary land rights. Gender equality is also now high on the policy agenda. In addition to the increasing recognition of land tenure security, there are a number of global and regional frameworks that seek to provide high-level guidance to the nature and content of land policy processes and tenure security initiatives. All these institutional and policy responses form an important part of the backdrop to the activities of the TSLI-ESA project and help to define its strategic approach. The scaling up of tenure security is a key concern for these institutional and policy responses. The key contribution of the TSLI-ESA project in this context can be defined as follows: the identification of innovative solutions, tools and approaches that can provide the basis for active exchanges of experience across countries and enable IFAD-supported programmes/projects to have an impact on broader land governance policies and programmes.

LAND ISSUES IN THE REGION

The quality of land, and its inherent productivity, varies across differing agro-ecological zones, within and between countries and regions. Africa is particularly heterogeneous in this regard, containing fewer of the vast expanses of irrigable river plains that characterize many Asian countries.

Land resources throughout Africa, in both urban and rural settings, are now facing unprecedented pressures and demands, for example population growth and demographic changes, high food prices, and the impact of climate change. They threaten the land and tenure security – and hence the food security and livelihoods – of millions of poor rural people whose access to land was not previously under threat. This in turn raises the risks of environmental degradation and social conflict. In other words, Africa is changing from a continent of land abundance to one of land scarcity. Small-scale farmers' land rights are being squeezed and women's land rights are particularly vulnerable.

INSTITUTIONAL AND POLICY RESPONSES TO AFRICAN LAND ISSUES

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. 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.

Most national land policy reforms undertaken in the last decade recognize 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. Policymaking has sought to balance,

in different ways, imperatives for social justice and sustainable livelihoods, with the stimulation of rapid economic growth. The new policies differ, however, in the instruments and arrangements adopted to interface customary and formal tenure, in particular concerning the extent to which they seek the registration of rights to land, and the empowerment of decentralized institutions in the management of land rights at the local level.
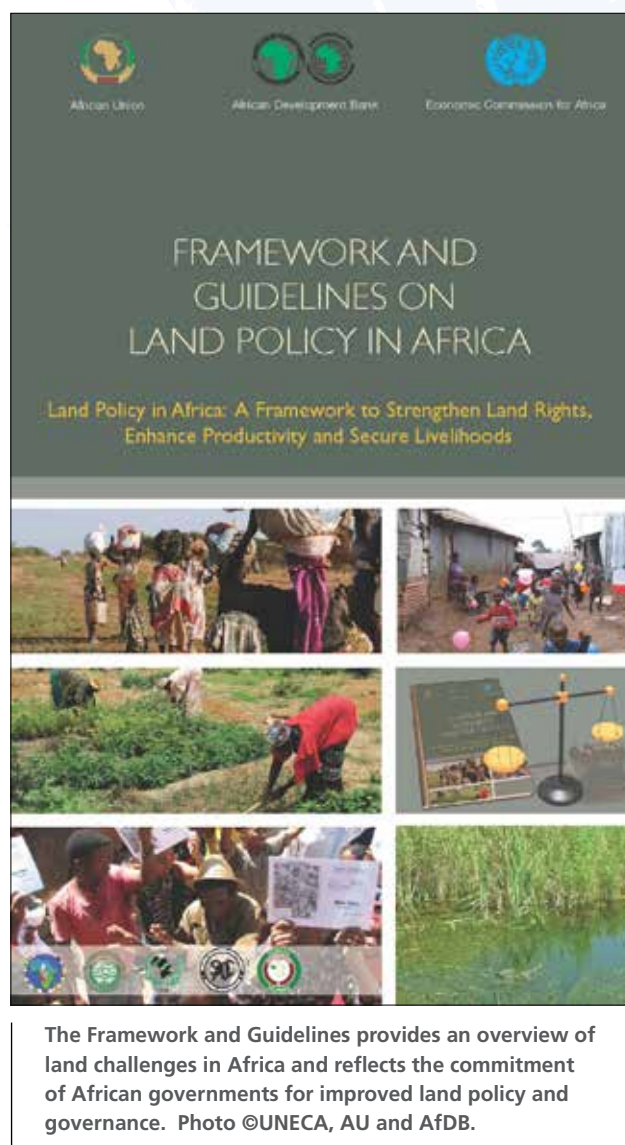
In addition to the increasing recognition of land tenure security and some moves towards more appropriate national land policies in the region, there are a number of global and regional frameworks and initiatives developed recently that seek to provide high-level guidance to the nature and content of land policy processes. Finally, there is the growing set of tools and data collection initiatives that seek to benchmark countries and regions against the principles contained within these frameworks.2

All these institutional and policy responses form an important part of the backdrop to the activities of the TSLI-ESA project and help to define the strategic approach necessary to ensure that it can have the most impact, at project, country and regional level.

AFRICAN UNION: THE FRAMEWORK AND GUIDELINES FOR LAND POLICY IN AFRICA

The Africa Union (AU) Framework and Guidelines report was approved and adopted by the formal decision-making processes of the AU in July 2009, and launched at a meeting of SADC ministers in Malawi in October 2010. The significance of the event lies in the fact that, for the first time in Africa, governments and development partners have mutually agreed on signposts to which references can be made for best practice in land policy reforms. It also provides a basis for engaging development partners for the purposes of mobilizing resources in favour of building capacities for transformative land policy reforms. The Framework and Guidelines for Land Policy in Africa (FGLPA) call on AU members to prioritize, initiate

The Framework and Guidelines provides an overview of land challenges in Africa and reflects the commitment of African governments for improved land policy and governance. Photo ©UNECA, AU and AfDB.

and lead multi-stakeholder land policy development and implementation processes, to support the development of appropriate institutional frameworks and to allocate the budgets required to do this. With regard to institutional arrangements, the FGLPA underlines the importance of broad stakeholder and civil society involvement in policy development and in the design of implementation arrangements. It warns against taking "narrow sectoral paths" without coordination with policies in other sectors. It argues for the detailed financial appraisal of plans for land policy implementation. The document underlines the importance of realistically taking into account the financial and human resources likely to be available for implementation, and to plan accordingly. It stresses the importance of preparing an action plan, assessing financial and technological needs along with the required capacity building and mobilization of resources for the short, medium and long-term implementation of key components of the policy.

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2   These include the World Bank's Doing Business survey and Land Governance Assessment Framework (LGAF), Landesa's women's land right indicators, UN-Habitat's tenure security indicators, IFAD's Performance Based Allocation System and MCC's land indicator.

THE LAND POLICY INITIATIVE

A consortium comprised of the African Union Commission (AUC), the African Development Bank (AfDB) and the Economic Commission for Africa (UNECA) has established the Land Policy Initiative (LPI) with a Secretariat based in Addis Ababa. The LPI was initially responsible for encouraging consensus, developing the FGLPA, and building the political will for their adoption. It now comprises an implementation Strategy for the FGLPA, the key elements of which include:

- advocating for inclusion of land in development agendas, strategies and programmes;
- facilitating dialogue and awareness raising on land tenure related issues;
- coordinating and galvanizing the efforts of partners;
- facilitating capacity building at all levels in support of land policy development and implementation in Africa;
- promoting networking and knowledge sharing for evidence based land formulation and implementation;
- building capacity for monitoring and evaluation tools and systems in support of land policy development and implementation;
- providing technical support and advisory services for land policy development and implementation; and,
- facilitating resource mobilization.

The implementation framework places an emphasis on the uniqueness of land issues in Africa, including the spiritual and cultural importance of land. It gives considerable attention to the fact that the majorities of Africans derive their livelihoods from land-based activities and, further, that the majority of African farmers are smallholders, most of whom are women.

Both UN-Habitat/GLTN and IFAD have already been key partners in the LPI process. GLTN has supported the development of the FGLPA and currently, the lead partner to the LPI in its capacity development activities related to land policy development and implementation. IFAD has provided significant financial support and sits on the Steering Committee. The TSLI-ESA project has clear contributions to make to the LPI

agenda, and both partners will be able to feed results and lessons from Phase 2 into the LPI process. This will include engagement with the LPI Secretariat, but also at country level through the building of contacts with the LPI focal points. The comparative advantage of the TSLI-ESA project is that it offers lessons that are clearly rooted within the institutional learning processes of a wide range of African countries and institutions that are grappling with "grassroots" land issues across a range of crucial policy themes. Channelling these lessons into the LPI process, and within the overall context of the FGLPA, offers the TSLI-ESA project the opportunity to make an impact on the further development of regional policy processes and activities.

THE NAIROBI DECLARATION AND PLAN OF ACTION

The October 2011 High-level AU meeting on Foreign Direct Investment (FDI) on land in Africa, leading to the Nairobi Plan of Action (NPA), signalled a desire in the region to rapidly build a capacity to develop policies and strategies and to implement regional guidelines on FDI. The "Nairobi Declaration" calls for responsible investment in agriculture and sustainable partnerships between outside investors and smallholder farmers. The NPA is clearly in line with IFAD's approach, which also emphasizes the importance of mainstreaming land governance issues into broader policy processes, as well as supporting activities within projects that seek to influence land policy based on lessons learned through implementing activities on the ground. One of the key features regarding the TSLI-ESA project is that it is working with staff from government institutions that are often not directly related to land policy implementation, more commonly forming part of agricultural sector institutions.

THE COMPREHENSIVE AFRICA AGRICULTURE DEVELOPMENT PROGRAMME (CAADP) AND RELATED INVESTMENTS

The Comprehensive Africa Agriculture Development Programme (CAADP is a continent-wide agriculture initiative of the New Partnership for Africa's Development (NEPAD). Its goal is to eliminate hunger and reduce poverty through agriculture. To do this, African governments have agreed to increase public investment in agriculture by a minimum of 10 per cent of their national budgets and to raise agricultural productivity by at least 6 per cent per annum. CAADP identifies four key pillars for food security improvement and agricultural investment: (i) Sustainable Land and Water Management; (ii) Market Access; (iii) Food Supply and Hunger; and (iv) Agricultural research.

The CAADP is centred on the definition of national and regional plans ("Compacts" and "Investment Plans") and is a common framework for stimulating and guiding national, regional and continental initiatives on enhanced agriculture productivity and food security, which each region and country can develop and implement as preferred. The endorsement of CAADP by African heads of state has renewed interest in and prioritized the continent's agriculture agenda, as well as having put food security objectives at the fore of national and regional processes.

Linked to this, the **New Alliance for Food Security and Nutrition in Africa**[3] and the Grow Africa[4] partnership, both of which seek to accelerate investments and transformative change in African agriculture, will be important targets for a lobbying and influencing agenda, based on lessons generated through the GLTN/IFAD partnership.

The three themes under discussion by these partners are of clear importance to the agenda of the TSLI-ESA project and are:

- The global context for addressing land governance issues, specifically within CAADP and Grow Africa country investment plans and the importance of land governance for investment in agriculture in Africa and for ensuring inclusive benefits for smallholders;
- Ways that collaborative, innovative and scalable land governance solutions can be identified and incentivised by a range of stakeholders, including donors, multilaterals, host country governments, the private sector and civil society;
- Identification of diagnostic tools and metrics for measuring land governance and how these tools can inform the closing of land governance gaps, especially those that impact on agricultural investment.

The focus of these discussions is relevant for IFAD's broader mission, but particularly important for the collaboration with the LPI and the interest in scaling-up support on land tenure security through the TSLI-ESA partnership with the GLTN. These global, high-level discussions, related to significant investment programmes in agriculture in the region, reinforce the clear incentive for the TSLI-ESA project to ensure that Phase 2 of the initiative is able to provide:

- Learning in respect to the scalability of particular tools and the capacity-building needs that exist in particular country contexts;
- Tools that can assist in analysing, assessing and measuring the impact of tenure security on poverty and in designing appropriate projects or interventions;
- Approaches that help GLTN, IFAD and other partners to channel lessons on land governance into national, regional and international policy processes.

FAO: THE VOLUNTARY GUIDELINES

Both GLTN and IFAD have been working with FAO 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

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3   The New Alliance is a commitment by G8 nations, African countries, and private sector partners to support agricultural development, with the goal of helping lift 50 million people in sub-Saharan Africa out of poverty in the next 10 years.
4   Grow Africa is a partnership platform co-convened by the African Union Commission, NEPAD Agency and the World Economic Forum, who form an executive committee for oversight of activities. A steering committee of high-level cross-sector leaders provides strategic direction. Grow Africa leverages resources among partner organizations and has a small secretariat to catalyse, broker and facilitate the process.

VOLUNTARY GUIDELINES ON THE

Responsible Governance of Tenure

OF LAND, FISHERIES AND FORESTS IN
THE CONTEXT OF NATIONAL FOOD SECURITY

CFS

FAO
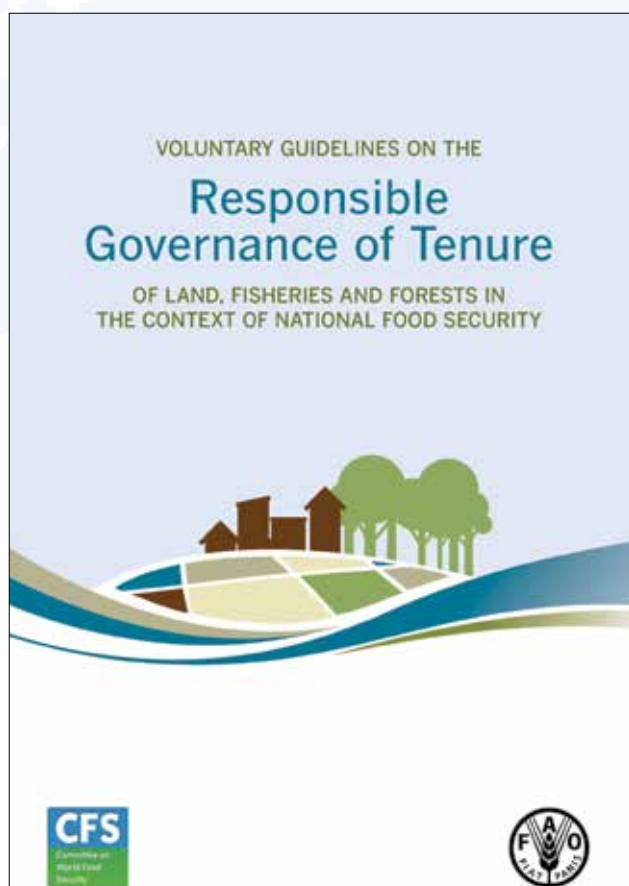
The FAO-led Voluntary Guidelines provides guidance to improve the governance of tenure of land, fisheries and forests in the context of national food security. ©IFAO.

(VGs),[5] particularly during the regional consultations and technical discussions in previous years. The VGs set out principles for attaining and promoting secure tenure rights and equitable access to land, fisheries and forests. They are intended to contribute to the improvement and development of policy, legal and organizational frameworks by establishing benchmarks; they are voluntary and are not intended to replace laws or treaties.

The focus on tenure means that these VGs also form an important part of the institutional context within which the TSLI-ESA project operates. The development of the VGs has been a complementary process to the LPI, which has now entered into a Memorandum of Understanding with the Food & Agriculture Organization (FAO) that aims to build synergies in the African region between the application of the

VGs and the LPI implementation framework. The agreement aims to increase partnership, cooperation and interaction, to promote effective land policies and land governance in Africa and to support country level implementation of the AU Declaration through the use of the FGLPA and the VGs. The agreement means that there is now a clear institutional framework for supporting land governance and tenure issues through the application of various instruments, and there is a clear consensus among global partners of GLTN, IFAD and other partners that the various efforts in Africa should primarily be harmonized with and support the LPI.

WORLD BANK: LAND GOVERNANCE ASSESSMENT FRAMEWORK AND RELATED PROCESSES

As the name suggests, the Land Governance Assessment Framework (LGAF) is a tool for measuring the quality of land governance.[6] The LGAF approaches assessments at country level, through expert assessments of five broad thematic areas and is therefore a diagnostic tool to be implemented in a participatory process that draws systematically on local expertise and existing evidence. GLTN has been supporting the development of the LGAF thematic areas and in the development of indicators including the inclusion of the continuum of land rights approach. With UN-Habitat and GLTN support, LGAF has been implemented in the Democratic Republic of the Congo (DRC) and potentially in other countries.

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5   The VGs, endorsed by the Committee on World Food Security in 2012, are an important international policy document for promoting secure tenure rights and equitable access to land, fisheries and forests, as a means of eradicating hunger and poverty, supporting sustainable development and enhancing the environment.

6   Governance covers such things as: how property rights to land (for groups or individuals) are defined, enforced, can be exchanged, and transformed; the way land is managed, land use plans and regulations are prepared and implemented, and how land is taxed; the nature and quality of property ownership information available to the public and the ease with which it can be accessed or modified; how disputes are resolved and conflict is managed and how state-owned land is managed, acquired and disposed of.

The objective of the TSLI-ESA project is to contribute to the development and integration of pro-poor tools and approaches for securing land and natural resource rights into development programmes in selected countries in East and Southern Africa. It is a partnership between the Global Land Tool Network (GLTN), as facilitated by UN-Habitat, and International Fund for Agricultural Development (IFAD).

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 practise where they arose. These are often successful and strategic interventions.

IFAD'S MID-TERM PLAN 2013-2015

IFAD has committed itself to engage in a major scaling-up effort to ensure that the innovations it introduces have a significant impact on reducing rural poverty. The target is to bring at least 80 million rural people out of poverty in the period 2013-2015, and to provide services through IFAD-financed projects to at least 90 million people. This will require considerably more partnership-building and scaling up success in country programmes and projects.

IFAD's plan therefore includes a much expanded effort to mobilize financial and technical resources from domestic partners (governments, civil society, farmers, and private sector) and other donors. The relevant objective is to raise co-financing of USD 1.6 for each USD 1 of an IFAD loan or grant. At the same time, IFAD funding per person moved out of poverty will go from USD 85 to USD 30.

IFAD will devote more of its work to policy advice, knowledge-sharing (including South-South learning) and seeking scalable innovations to expand on in its projects. IFAD recognizes that its knowledge must become more explicit, it must be more robust, and increasingly it must be oriented to outputs produced not only for partners, but with them (IFAD, 2013b). IFAD will furthermore devote more resources to

> ' *The objective of the TSLI-ESA project is to contribute to the development and integration of pro-poor tools and approaches for securing land and natural resource rights into development programmes in selected countries in East and Southern Africa.*

IFAD aims to bring at least 80 million rural people our of poverty during the 2013-2015 period.©IFAD.

building effective monitoring and evaluation systems, including impact evaluation.

IMPLICATIONS FOR TSLI-ESA PHASE 2 PROJECT

TSLI-ESA project fits well into the development of a more systematic and strategic approach to integrating land issues through its focus on developing tools that can be replicated and shared. Notwithstanding the greater recognition of the importance of land and NR tenure issues, IFAD support is unlikely to involve stand-alone projects focused solely on land and natural resource policies or programmes. It is much more likely to involve a continued focus on specific and targeted activities or components that integrate into broader rural development projects designed to impact on poverty. This places particular responsibilities on the contribution of the TSLI-ESA project, for one reason: It will be through this kind of knowledge management and lesson-sharing intervention that the tools and approaches developed to deal with "nuts and bolts" of land issues can be fed into broader national and regional policy processes and shared with other projects across the region.

TSLI-ESA Phase 2 project contributes to the various key areas of IFAD's MTP 2013-2015: knowledge management, scaling up, policy dialogue, partnership building and impact measurement. It fits well within

the changing paradigm for KM within IFAD. However, the 2nd phase for TSLI-ESA project must ensure that the land and natural resource-oriented tools and strategies are developed with the country partners, and not just for them. This will require developing approaches to ensure: 1) that the identification of the tools, approaches and strategies is firmly rooted in the needs of the project partners; and 2) that there are appropriate incentives for project partners to collaborate and engage in TSLI-ESA project activities, that may be additional to their normal on-going tasks.

There is a strong recognition within IFAD that project/programme design processes need to be cognisant of land and NR tenure issues, and that it is necessary to choose implementation agencies that are able to deal with the probable resistance to change. The TSLI-ESA project can contribute to these aspects of project and programme design through: developing country profiles regarding land and NR tenure issues; engaging, through GLTN and partners, in order to identify institutional champions; developing tools for assessing the impact of land and NR tenure policies and programmes; and, close coordination with other national, regional and international agencies.

Increasing impact on and contributing to land policy dialogue and implementation is a key area for the TSLI-ESA project, which needs to have a strategic approach that helps these project partners to identify the entry points and to channel their experiences and learning into policy processes. This kind of engagement will remain a central element of IFAD's Strategy for supporting and dealing with land issues, and needs to become more explicit in the TSLI-ESA Phase 2 project activities. Concretely this means that the TSLI-ESA project will need to focus on building up and maintaining an accurate profile of each of the countries where it operates, and identifying the people, institutions and processes that can be used to mainstream and share the lessons generated through the initiative.

In terms of an agenda for scaling up, the TSLI-ESA project offers the chance to package, develop and mainstream the tools and innovations that are, or that can be, developed within the projects that IFAD supports. One of the key challenges for IFAD is to get

core government partners and other development partners to adopt activities that address land issues, which may not initially be seen as central concerns. Hence the need for the TSLI-ESA project to include a focus on highlighting why land tenure security and access are important and developing further the arguments to convince project managers and partners that IFAD investments in these issues are worthwhile and can generate quantifiable economic returns.

Once land activities are integrated into IFAD projects, the TSLI-ESA project will support the piloting and sharing of innovative approaches, generating key lessons and tools at project level and feeding these into national policy agendas. The Strategy of IFAD support is to approach the scaling up agenda from both ends; the support for the CAADP/NAFSIPs will be providing a "top-down" driver for the inclusion of land issues in national programmes, and, therefore, a demand for the tools that the TSLI-ESA project will be developing and implementing.

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. More information on GLTN is available at www.gltn.net.

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.

GLTN AS A PROGRAMME

GLTN Phase 1 (2008-2011) was completed in 2011. Phase 2 (2012-2017) aims to achieve the following Expected Accomplishments (or Outcomes):

- Strengthened land-related policy, institutional and technical frameworks and tools and approaches to address the challenges in delivering security of tenure at scale particularly for the urban and rural poor;
- Improved global knowledge and awareness on land-related policies, tools and approaches that are pro-poor, gender appropriate, effective and sustainable towards securing land and property rights for all;
- Strengthened capacity of partners, land actors and targeted countries, cities and municipalities to promote and implement appropriate land policies, tools and approaches that are pro-poor, gender appropriate, effective and sustainable.
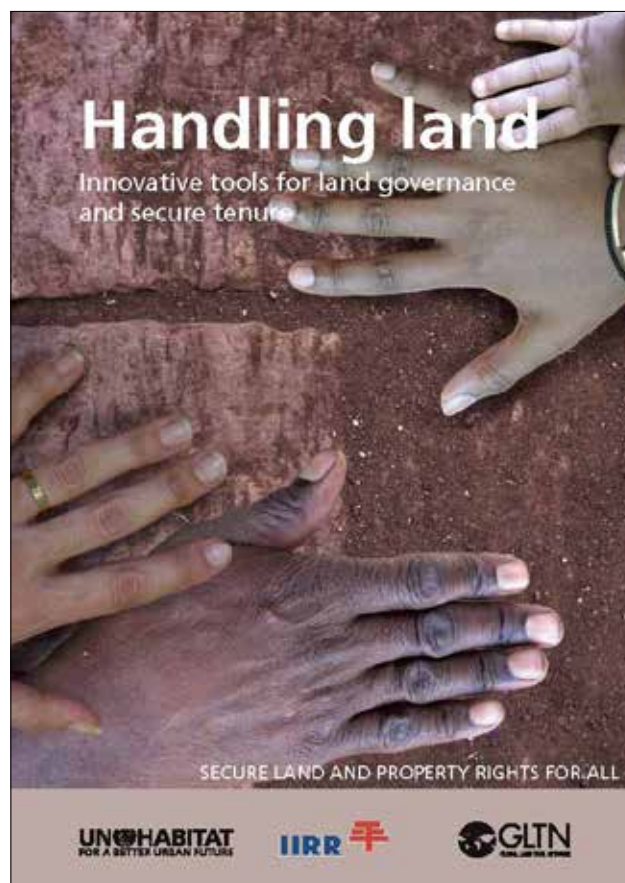
GLTN and its partners are developing pro-poor land tools to secure land and property rights for all at scale. ©UN-Habitat/GLTN.

Output 3 under Expected Accomplishment 3 will provide direct guidance particularly to the GLTN country-level implementation plan: It states: Targeted in-country support for tool implementation: Country-level support and operation will be expanded. Implementation of in-country activities, either at national or local government levels, will also be harmonized with UN-Habitat's priority countries and focus areas and the on-going implementation of its project-based operational framework.

This will also be the defining element of the GLTN engagement in the TSLI-ESA project: the provision of targeted in-country support for tool implementation, with the targets in this case defined in the context of the range of IFAD supported programmes and projects within ESA.

A number of key lessons and experiences of GLTN since its inception in 2006 that are important within the TSLI-ESA project context include the following:

- Global partnerships and inter-agency cooperation are essential.
- Developing the capacity of partners (at global, regional and national levels) is important to strengthen their contributions to land sector programmes.
- Advocating new approaches at a global level needs to be followed by the implementation of reforms at country level - knowledge and tools should be applied.

The GLTN programme is being implemented as a basket wherein donors provide funding in response to GLTN Phase 2 Programme Document (2012-2017) and funding can be earmarked or not. To date, the Programme is being supported by the governments of Sweden, Norway and The Netherlands, Cities Alliance, IFAD and UN-Habitat. The TSLI-ESA Phase 2 project will contribute to the GLTN Programme with specific outcomes and target beneficiaries. The Netherlands is also providing additional funding to GLTN programme through IFAD, and will expand the work of GLTN at country level particularly on tool development and capacity development.

The TSLI-ESA Phase 1 project has undertaken a number of initiatives and activities and produced various relevant reports, materials and reports. To establish an initial programme of learning and knowledge exchange, IFAD and GLTN has collaborated in implementing the first phase of the TSLI-ESA project. The general approach has been to identify approaches and strategies across a range of thematic issues being dealt with in IFAD-supported projects and programmes and to pick out those that represent good practices, amongst others, as a basis for developing tools and learning materials that can be used in a range of contexts.

ACHIEVEMENTS AND SPECIFIC OUTPUTS AND ACTIVITIES

Firstly, dedicated web pages have been created on the websites of both GLTN and IFAD.[7] These are updated regularly and contain the various reports and information materials that have been produced as part of TSLI-ESA Phase 1 project. This allows for a broad dissemination of the outputs and activities of the initiative.

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. Finally, certain TSLI-ESA project reports such as the Country Reports and the Learning Notes have been shared with IFAD country teams for inputs and have been used in the development of IFAD documents

as in the case of the Kenya and Rwanda Country Strategic Opportunities Programmes (COSOPs).

OUTPUT 1: INNOVATIVE APPROACHES FOR STRENGTHENING SECURITY OF LAND AND NATURAL RESOURCE TENURE OF THE POOR DOCUMENTED AND SHARED

A. 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 objective was to deepen the understanding of land and natural resources tenure security issues and to identify opportunities to strengthen land tenure security and land access of the rural poor and marginalized groups in sub-Saharan Africa.

Regional Learning Workshop on "Land and Natural Resources Tenure Security', 29-31 May 2013, Nairobi, Kenya. © UN-Habitat/Danilo Antonio.

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7   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

The workshop was organized into three sessions. Session 1 was to contextualize the workshop and set out the challenges and opportunities. This was followed by a series of presentations of five case studies by representatives from IFAD-supported projects in the region, each representing lessons from one of the five thematic areas. Session 2 looked at tools, approaches and innovations for strengthening land and natural resources tenure. Session 3 focused on the way forward. A joint presentation by all groups identified the key issues and activities that should form part of the future agenda for the initiative, and made specific recommendations for the LPI and the IFAD/GLTN partnership.

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.

B. Country Reports and Country Factsheets

The TSLI-ESA project has produced a series of five Country Reports 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. The IFAD-supported programmes and projects in the country are then reviewed in accordance with the relevant thematic areas, and a description of the strategies and approaches of each project is provided. 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.

The country "Land and Natural Resources" factsheets describe IFAD supported programmes/projects in each country, providing a brief overview of relevant land and natural resource tenure issues and describing each project in respect to their relevance and involvement in the various thematic areas.

C. Learning Missions by GLTN and IFAD staff

Staff from the GLTN Secretariat and IFAD undertook a number of Learning Missions to the various projects and countries under the initiative. These included the following:

- **Swaziland** (10th – 13th October, 2012), carried out by Harold Liversage (IFAD), Steven Jonckheere (IFAD), Clarissa Augustinus (GLTN) and Simon Norfolk (Consultant, GLTN). The team visited the **Lower Usuthu Smallholder Irrigation Project (LUSIP)**, implemented by the **Swaziland Agriculture and Development Enterprise agency (SWADE)**. The key objective was to draw lessons on how LUSIP and partners are addressing land and natural resource tenure and management issues in the context of the development of an irrigation scheme.
- **Mozambique** (15th – 17th October, 2012), carried out by Harold Liversage (IFAD), Steven Jonckheere (IFAD), Clarissa Augustinus (GLTN) and Simon Norfolk (Consultant, GLTN). The team visited the IFAD-supported **ProParcerias (Community Investor Partnerships Project)**, with a focus on the Inclusive Business theme, and the **PRODIRPA (Securing Artisanal Fishers' Resource Rights Project)**, which proposes to support artisanal fishing communities to secure the land and natural resource rights through community-based coastal resource management planning and empowerment processes. The team also visited the **Community Land Fund (Iniciativa das Terra Comunitárias - iTC)**, the **Gender and Natural Resources Rights Land and Gender Project**, the **Land Component of the Millennium Challenge Account Compact** and the **Africa Coastal Program of the CARE – WWF Alliance** in Mozambique.
- **Kenya** (12th – 16th March, 2012) – carried out by Harold Liversage (IFAD), Steven Jonckheere (IFAD) and Clarissa Augustinus (GLTN). The team visited the IFAD supported **Mount Kenya East Pilot Project (MKEPP)**. The purpose of the visit was to draw lessons on how MKEPP has grappled with land and natural resource rights and management issues , what have been some of the challenges and what support might be needed in strengthening land and natural resource

Prof. Jaap Zevenbergen of the University of Twente/ITC-Netherlands joined the IFAD and UN-Habitat/GLTN Team in one of the learning missions in Uganda. © UN-Habitat/Danilo Antonio.

tenure security and land and natural resource management.

- **Uganda** (23rd – 29th September 2012) – carried out by Harold Liversage (IFAD) and Danilo Antonio (GLTN). The team visited the IFAD supported Vegetable Oil Development Project (VODP) and the District Livelihoods Support Project (DLSP). The team also met with the Ministry of Lands, Housing and Urban Settlement (MLHUS) and the Uganda Land Alliance (ULA).
- **Rwanda** (April, 2012), carried out by Simon Norfolk (Consultant, GLTN). He visited the IFAD supported Kirehe Watershed Watershed Management Project (KWMAP). Meetings were also held with the Rwanda Natural Resources Authority (RNRA).

D. Awareness building and advocacy

Contributions to the World Bank Conference on Land and Poverty, Washington, April 2013

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.

Fact Sheet on the TSLI-ESA Project

A two-page Fact Sheet giving an overview of the importance of land tenure issues and explaining the structure and expected achievements of the Phase 1 of the TSLI-ESA project, as well as the overall outline of activities for scaling up the initiative.

Fact Sheets on the five (5) thematic areas within the TSLI-ESA project

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

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. The current stocktaking report would need further updating and some further analysis. These planned improvements will be taken up in the next phase of TSLI-ESA project.

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 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. This Workshop is particularly relevant for the TSLI-ESA project as it has focused on one of the project's

thematic areas, women's access to land, and it has initiated a process for identifying needs and gaps in terms of existing tools at the country level.

Literature review

TSLI-ESA project attempts to initiate a literature review to briefly capture some good practices, trends and developments in the area of land and natural resource tenure rights. The focus is on the five thematic areas of particular relevance to the TSLI-ESA project, and to steer practitioners, GLTN and IFAD project staff towards references, papers and documents that could be of relevance and use to them. It is a work-in-progress and will be further developed during TSLI-ESA Phase 2 project.

Linkages with West and Central Africa and other GLTN Partners

TSLI-ESA project has also made efforts to strengthen the linkages with IFAD-supported programmes/projects in West and Central Africa (WCA). A stocktaking exercise has been carried out on the relevance of WCA projects according to five thematic areas. Furthermore, several WCA projects participated in the Nairobi Regional Land Workshop. Selected projects were also sponsored to participate in the LPI and GLTN training and to participate in the WB Land and Poverty Conference. The project has also made considerable efforts to strengthen the linkages and awareness of other GLTN partners (e.g. ILC, University of Twente, FAO, GRET, FIG, etc.) about the project objectives, activities and themes.

OUTPUT 2: RECOMMENDATIONS AND GUIDELINES PRODUCED AND DISSEMINATED FOR INTEGRATING APPROACHES FOR SECURING LAND AND NATURAL RESOURCE RIGHTS INTO DEVELOPMENT PROGRAMMES

A. 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.

B. Initiative to establish the communities of practice

As a first step towards setting up Communities of Practice (CoPs) on TSLI-ESA project's thematic areas, five thematic mailing lists were set up following the Regional Learning Workshop held in Nairobi in May 2012. Through these mailing lists, documents and information materials pertinent to the five thematic areas were shared. The mailing lists are expected to expand as more partners and individuals are engaged with TSLI-ESA project and its activities. The establishment of CoPs planned for Phase 2 project will build on this initial step.

C. Roster of land and natural resource tenure consultants and organizations

In preparation for Phase 2 of TSLI-ESA project, a call for expression of interest for land and natural resource tenure experts was initiated. More than 120 individuals and organizations expressed their interest to be included in the roster. In the upcoming second phase of the project, the roster will be further updated and will be shared with relevant partners and projects.

OUTPUT 3: OPPORTUNITIES AND MODALITIES FOR SCALING UP LESSON LEARNING AND FOR PILOTING NEW APPROACHES IDENTIFIED

Based on the other outputs and initial learning and experience from Phase 1 of the TSLI-ESA project, GLTN in collaboration with IFAD has developed a Phase 2 proposal for a grant from IFAD in order to continue and implement related activities for the next three years. The overall project budget is for a total of USD 2.37 million and aims to contribute to the development and integration of pro-poor tools and approaches for securing land and natural resource

rights into development programmes in selected countries in East and Southern Africa. The specific objectives are:

- To improve knowledge and awareness on issues and measures for strengthening land and natural resource tenure security of poor women and men.
- To strengthen the capacity for tool development and implementation including for in-country policy dialogue, country Strategy development and project/programme design, implementation and evaluation.
- To strengthen and scale up approaches and tools for securing land and natural resource tenure.

Phase 2 will emphasize the following components:
- Enabling and empowering project/programme implementers to identify and share their experiences;
- Capacity development for project/programme implementers for the implementation of tools and approaches;
- Piloting and integration of new tools and approaches into projects and programmes; and
- Partnership development and strengthening.

The grant will be managed by UN-Habitat through the Global Land Tool Network and will be implemented collaboratively with IFAD-supported programmes and projects, various governments and inter-governmental agencies, civil society organizations, other inter-governmental organizations, other GLTN partners and various donor agencies. The initiative will support in-country and regional lesson learning on land and natural resource tenure security situations and linkages to poverty reduction and sustainable development. It will contribute to the documenting and sharing of innovative approaches for strengthening tenure security of IFAD's target group in East and Southern Africa and beyond. Some of the lessons will also be promoted to overall IFAD and GLTN programmes and to LPI work or even with the Voluntary Guidelines – taking into account that Phase 2, given its limited resources and timing, may not be enough to scale up activities.

This section of the report gives an overview of the IFAD supported programmes/projects falling within the ambit of the TSLI-ESA project and summarizes the different kinds of issues that these projects are dealing with, as well as the strategies and approaches that the projects have developed, based on the learning from the various activities carried out during this phase of the initiative.

OVERALL LESSONS LEARNED DURING 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. 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.

Modest investments on tenure security and integrated into broader programmes can have a significant impact. It is very important that such investments be integrated into other activities aimed at pro-poor rural development and poverty reduction, such as pasture improvement or improved management of community-based land systems. It is equally important to provide the necessary support services to ensure capacity to take advantage of increased land access and tenure security.

Several IFAD-supported project/programmes are supporting innovative approaches to securing land and rights but often have a limited engagement in land policy implementation. In East and Southern Africa, the main demand from IFAD supported projects

> *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.*

and programmes in the area of land and natural resource tenure security has been for "operational" tools, primarily in the area of land tenure and natural resource management. GLTN as a Network on the other hand continues to develop pro-poor and gender responsive tools, strategies and approaches along the continuum of land rights approach and good land governance principles.

The Phase 1 of TSLI-ESA project has allowed GLTN and IFAD to build up a more detailed picture of the kinds of tools and strategies that various IFAD-supported projects are using to address issues in the five thematic areas. The participants at the Regional Learning Workshop, and a number of subsequent activities, have confirmed that the thematic areas are all appropriate and useful. Participants in the process have made suggestions regarding the adoption of additional themes or the adaptation of existing ones (e.g. access to land for young people and links with rural finance).

Phase 1 of TSLI-ESA project has also contributed towards a better understanding of the criteria necessary to focus the choice of where to concentrate the piloting and scaling up of the tools in the future. In addition to the existing operational priorities of particular projects, the choice needs to be informed by the degree of innovation involved, by the presence of capacity, resources and champions for the process, by its potential for change, impact and replicability, by the adaptability of a particular tool or Strategy for a particular context and prioritizing those that can most easily be used by others. Also for consideration is the availability of GLTN, IFAD and other partners to provide support and assistance in the implementation of such tools and strategies.

The TSLI-ESA project has also noted that many of the project staff in a variety of IFAD-supported programmes and projects have been developing strategies and approaches for dealing with land-related issues, including sometimes having to navigate between conservative traditional authorities and the sensitivities of other public sector institutions that have land issues as a core part of their mandate. This is particularly notable in projects that are dealing with gender issues, or the introduction of new business models, or with group rights issues.

THEME 1: MAPPING

Overview – why the Mapping theme?

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. 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, and IFAD-supported projects and programmes are increasingly making use of mapping technologies for mapping land and natural resource rights, use and management.

Participants at the 2012 Regional Learning Workshop confirmed the relevance of this theme to the TSLI-ESA project, and the Workshop also noted the challenges for mapping initiatives within projects. These included: the generalized lack of technical skills; dealing with issues of ownership, tenure and boundaries; the need for information sharing; limited funding; ensuring ownership of mapping data by communities; the absence of cadastral systems; ensuring the sustainability of mapping processes and the difficulties of obtaining useful reference data.

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 and E) and reporting tool: the Rural Income Promotion Programme (PPRR), for example, is using aerial photography/GIS for M and E too.[8]

In **Kenya,** GIS, remote sensing and mapping have been widely used under the **Mount Kenya East Pilot Project (MKEPP)** as tools for natural resource management and for monitoring project activities and progress implementation. This includes interpretation and analysis of natural resource data, for use in the development of the Resource Management Plans (RMPs). Support has been provided by other institutions and projects, such as the Regional Centre for Mapping Resources for Development (RCMRD) and the Centre for Training and Integrated Research in ASAL Development (CETRAD).

The **Kirehe Watershed Management Project (KWAMP) in Rwanda** is assisting with the formulation of comprehensive Watershed Management Plans (WMP) and the establishment of permanent public/private institutions (CLGS) to manage the development of each watershed, including the implementation of soil and water conservation activities. The project has used participatory community mapping techniques, combined with basic survey approaches using GPS, to identify the extent and present land use in the various watersheds, including an inventory of physical, economic and social attributes.

Remote sensing technologies and GIS have also been crucial in the planning and management of the Lower Usuthu Smallholder Irrigation Project (LUSIP) in

Swaziland. The project uses data to inform farmers on the best use of newly irrigated land, and to produce maps pinpointing the households that need special attention, those with very low incomes or those situated on land with especially poor crop yields. The mapping information helps LUSIP staff to give advice to 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.

Other projects that envisage the use of mapping techniques in the future include t**he Securing Artisanal Fishers' Resource Rights Project (PRODIRPA) in Mozambique.** This project envisages the mapping of existing and planned marine and land natural resource use and there has been some mapping of different resource uses of artisanal fishing communities.

Tools and strategies

These tools and strategies can be taken forward in Phase 2 through sharing information between projects, providing information to project staff on good practices, encouraging the development of Communities of Practice, providing projects with access to satellite imagery or assisting them with locating sources for this, providing technical assistance and support in tool application, developing protocols for tool application, providing training and targeted technical assistance, etc. They can be shared through Learning Notes, websites, exchange visits and workshops.

What kinds of mapping tools are important?

Based on the learning from Phase 1 of the TSLI-ESA project, the IFAD supported programmes and projects in ESA are already using or planning to use or at the minimum are interested in the following types of mapping tools and capacity development:
- Tools that assist with the capturing of geo-referenced data, including capacity-building in the use of appropriate GNSS/GPS, GIS and location-based technologies, for example, the GLTN's Social Tenure Domain Model (STDM) tool;

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8   See http://www.capfida.mg/site/spip.php?article590

STDM CONCEPTUAL MODEL
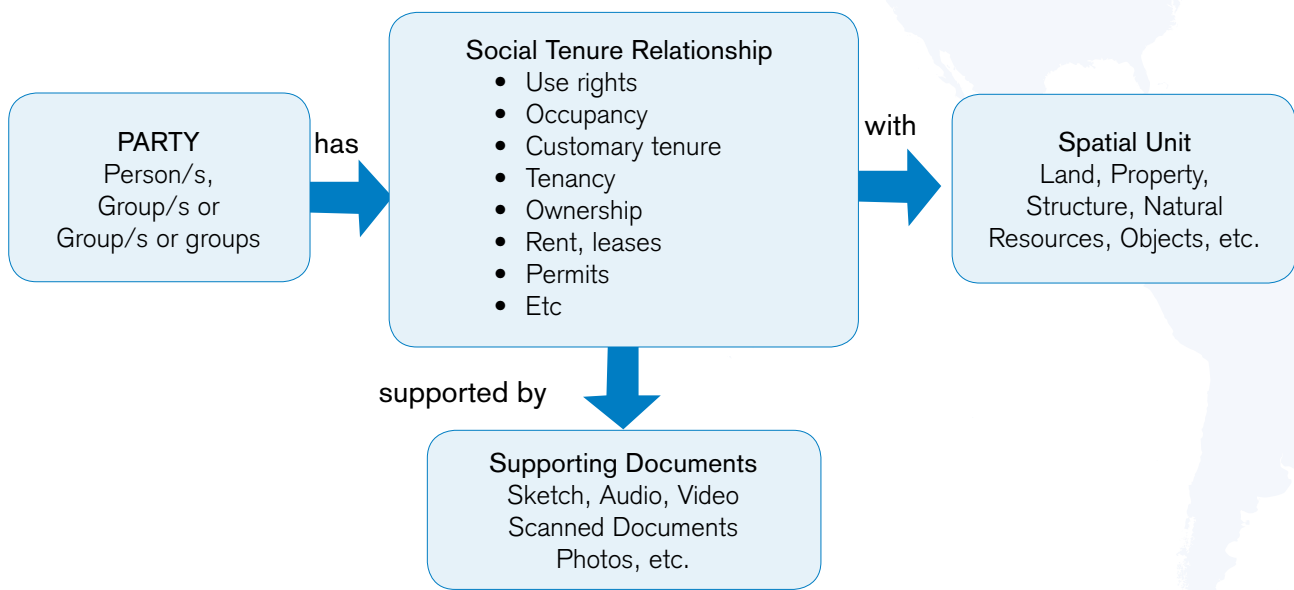
The diagram illustrates the STDM concept/model. STDM tool will support mapping activities of some IFAD-supported projects in the next phase of TSLI-ESA project.© UN-Habitat/GLTN.

- Tools that help project staff to represent geo-referenced data on maps, and to produce printed maps that can be easily understood and used by local groups in participatory processes;
- Tools that are based on the use of affordable mapping technologies, such as Google Earth, internet-based resources, open-source GIS software and applications and hand-held GPS;
- Tools that combine participatory approaches with mapping processes, and that can help to identify and map the interests and rights of different users;
- Capacity-building and mapping tools aimed at identifying, recognizing and accommodating the needs of the poorer and more vulnerable groups;
- Capacity-building for project managers to use maps and GIS as a means of monitoring and evaluating the progress and impact of project activities, and for overall project management and monitoring and evaluation;
- Mapping tools that help project staff to assess the potential positive and/or negative impacts of a development project on existing land uses and land holdings;
- Access to satellite imagery products as the basis for resource use mapping exercises (imagery renders the maps immediately accessible and understandable to communities and resource users at local level).

Scaling up mapping tools and approaches

Aside from direct technical support and intervention, the TSLI-ESA project could help to scale up the use of these tools simply by making projects more aware of where and how they can source them, and through sharing information between projects on their use. This could involve the compilation of a list of regional/ international resources and contacts, the development of questionnaires for projects to feedback on their usefulness and the profiling of more detailed needs and potential uses. Participants at the Regional Learning Workshop highlighted two particular issues: firstly, that mapping processes must be participatory and secondly that tools must be customized to align and fit within country contexts.

The Regional Learning Workshop in Nairobi also proposed the establishment of an IFAD archive of relevant imagery for mapping. Scaling up the use of other tools requires capacity building in their use, such as the development of GIS skills amongst project staff. With respect to some tools, the TSLI-ESA project could support their piloting in different contexts.

The TSLI-ESA project can potentially support the development and adoption of tools and strategies that

are important in the context of the Mapping Theme through:

- Building up a profile of, and developing strategic partnerships with, regional and/or national mapping/cartographic agencies and agencies that can provide training and capacity-building;
- Developing a regional and country-specific resource base of consultants and/or agencies that are able to provide training and capacity building in respect to the use of GIS, GNSS/GPS, map production, etc.

Establishing and maintaining an archive of appropriate and relevant imagery that can be made available to IFAD supported programmes and projects, either in-house within IFAD, or through a partnership(s) with other agencies.

THEME 2: LAND & WATER RIGHTS

Overview – why the Land & Water Rights theme?

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.

Participants at the 2012 Regional Learning Workshop identified the following challenges in respect of land and water rights: the need to ensure frameworks for infrastructure maintenance; ownership of land in the context of implementing new irrigation schemes (customary); establishing integrated land use planning (mixed farming); population growth and the lack of awareness on land and water rights. The Workshop identified some potential solutions to these challenges, including the establishment of institutions for land administration (e.g. boards), the building of capacity for enforcing laws and regulations, the empowerment of institutions for maintenance purposes and the establishment of clear ownership rights in the context of land increasingly becoming an economic resource.

Securing land and water rights in irrigation schemes is key for smallholder farmers. ©IFAD.

Countries and projects dealing with land & water rights

IFAD has provided significant support to projects that are dealing with the land and water rights of smallholder farmers. The **Kirehe Watershed Management Project (KWAMP)** in **Rwanda,** for example, is supporting the development of irrigation schemes on family-owned land. The project is influencing the development of new and innovative irrigation regulations that include provisions for securing smallholder farmers' land rights.

In **Malawi,** with the support of the World Bank and IFAD, the government is rehabilitating public irrigation schemes, through the **Irrigation, Rural Livelihoods and Agricultural Development Project (IRLADP).** The project aims to rehabilitate 1,800 hectares of government-owned schemes, and develop 900 hectares in small-scale irrigation schemes on customary owned land. In the government schemes, Water Users' Associations (WUAs) are taking over ownership and management responsibilities, including the granting of lease titles. 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.

The **Lower Usuthu Smallholder Irrigation Project (LUSIP)** in **Swaziland** aims to irrigate up to 6,000 hectares of land for use by smallholder farmers. Procedures have been developed by the project for land sharing between those whose land is being irrigated and those without access to irrigated land.

Other countries that have projects focused on irrigation, at a variety of scales, include **Eritrea** and the **National Agriculture Project (NAP)** through which land in new irrigation areas will be allocated to poor households, with a particular attention to women-headed households. The **Participatory Small-Scale Irrigation Development Programme (PASIDP)** in **Ethiopia** is engaged with catchment area planning and small-scale irrigation schemes and plans to support the issuing of land title certificates to beneficiaries within the schemes. The **Sustainable Agriculture and Natural Resource Management**

Programme (SANRMP) in **Lesotho** and the **Project to Support Development in the Menabe and Melaky Regions (AD2M)** in **Madagascar** both support small-scale irrigation schemes, with the latter project addressing land tenure security within these schemes through the issuing of a title deed or a recognized tenure certificate.

TOOLS AND STRATEGIES

What kinds of land and water rights tools are important?

In respect of land and water rights, the IFAD-supported programmes and projects in ESA are already using or planning to use (or at the minimum are interested in) the following types of tools and capacity development:

- Tools that assist projects and communities to understand the implications of new or expanded irrigation schemes, in terms of existing and future land and water rights, and to address the inequalities and negative impacts arising from these;
- Tools for undertaking participatory selection processes for the allocation of land to new beneficiaries in new or expanded irrigation schemes;
- Tools which help projects to harmonize existing traditional rules on land and water use with newly-introduced statutory laws;
- Tools that underpin and facilitate transactions and the development of markets in land rights within irrigation schemes;
- Tools for undertaking capacity assessments of newly-established institutions with responsibility for managing land and water rights, such as WUAs;
- Tools that assist decentralized management institutions to undertake the formalization and administration of land/water rights in the context of irrigation schemes.

Scaling up land & water rights tools and approaches

At the Regional Learning Workshop, the participants noted the overlap between the mapping and the land

and water rights themes; projects that are grappling with land and water rights issues state that the use of maps is one of the most important approaches. A key point here will be for the TSLI-ESA projects to develop the right incentives for various project staff to begin more systematic documenting and sharing of their day-to-day learning and experience.

Another area which the TSLI-ESA project should target for scaling up is the development of tools and approaches for capacity building amongst newly-established institutions that are becoming responsible for the administration, at a local level, of land (and related water) rights. These are mainly the WUAs, which will have specific needs for simple tools that assist in managing land and related water use rights. Project staff from across the region have noted that the formalization of land rights should be a priority in this context, which means that the WUAs will need tools for managing data on land holdings and for managing payments, transfers, etc.

The GLTN, in collaboration with partners, is currently developing two tools that could be piloted under Phase 2 of the TSLI-ESA 2: Benefits and Burdens and Pro-poor land recordation system. While the former would help to understand the implications of new or expanded irrigation schemes, in terms of existing and future land and water rights, and to address the inequalities and negative impacts arising from these projects, the latter would assist to undertake the formalization and administration of land and water rights in the context of irrigation schemes. Work on the development of tools towards a participatory land use planning tool has also started.

THEME 3: GROUP RIGHTS

Overview – why the Group Rights theme?

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).[9] Approaching customary tenure systems on a community wide scale can distort the reality of tenure relations, through treating them as either common property or individual property. Often, it is not a case of either/or, because customary systems can exhibit elements of both. Models are needed that nest individual rights securely within community rights, without converting the individual or family rights into something more tenuous than they were at custom (e.g. tenancies) and without blocking the development over time (as is needed in many cases) of stronger individual and household rights over individual and household assets.

There is an important distinction between the kinds of "group rights" that different IFAD-supported programmes/projects are addressing. As the Learning Note on Group Rights notes, the challenges vary according to the different kinds of groups and rights involved:

- Group rights of co-management;
- Group rights of ownership or use, which are based on the definition and recognition of customary rights;
- Group rights of ownership or use, which are based on the voluntary association of people in order to hold ownership or use rights jointly.

Significant areas of work that involve a central focus on group rights include working with pastoralist communities, the management of forests and of coastal resources, and on artisanal fishing.

Participants at the 2012 Regional Learning Workshop also confirmed the relevance of this theme to the TSLI-ESA project. Participants highlighted the need for broad consultations and access to different members of a "group" and the fact that group rights are often established based on common identity. They identified issues and challenges as including group rights being perceived as non-existent, involving a

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9   Adams, M., S. Sibanda & S. Turner (1999). Land tenure reform and rural livelihoods in Southern Africa. Natural resource perspectives, 39. Overseas Development Institute, p.6.

Rural people also need secure collective rights to common pool resources, such as grazing lands, forests and coastal resources. ©IFAD.

level of complexity and a need for clear definitions and involving different layers of rights. They highlighted the fact that conventional land administration systems often do not account for group rights, that there is a need for devolution of power and that capacity within groups is generally low, whilst vulnerability is high. The Workshop identified some potential solutions to these challenges, including a sustained focus on dialogue, empowerment and capacity building, with the formalization of groups lying at the heart of the process.

Countries and projects dealing with group rights

A variety of IFAD-supported projects/programmes has engaged with the recognition, and documenting of group rights, focusing on range/grazing lands, forests and artisanal fishing communities. These include the **Mount Kenya East Pilot Project for Natural Resources Management (MKEPP)** in **Kenya:** in this project, communities living along the margins of the forest reserves are engaged though Water Resource Users' Associations, which jointly manage the river basins, and Community Forestry Associations (CFAs), which assist with managing use rights, grazing rights, charcoal burning and bee keeping. These CFAs are empowered through the development of participatory forest management plans that include initiatives for forest protection, the rehabilitation of degraded areas, the reduction of human-wildlife conflict and alternative income generating activities. The **Lower**

Usuthu Smallholder Irrigation Project (LUSIP) in **Swaziland** also works with groups on planning; the Chiefdom Development Committees are institutions for involving residents in discussions/dialogue in planning for their Chiefdom.

Projects that work with artisanal fishing communities also fall into this category. They include the **Artisanal Fisheries Promotion Project (ProPESCA) in Mozambique,** which will be working with fishing communities through Fisheries Co-management Councils to secure their participation in resource management decisions. The **Fisheries Development Project (FDP)** in **Eritrea** is also promoting coastal territorial management through the development of an Integrated Coastal Area Management Plan. Other projects engage with group rights from a more direct "ownership" perspective, and are grappling with issues with respect to the legal recognition of groups as rights holding entities and the interface between such groups and third parties.

TOOLS AND STRATEGIES

What kinds of "group rights" tools are important?

With respect to group rights, the IFAD supported programmes and projects in ESA are particularly concerned with tools and approaches that will help them to raise the profile of group rights as a policy issue. This theme generated a significant focus on the need for lobbying and advocacy. The tools that will be important for the future include the following:

- Tools and approaches that assist projects to get group rights issues integrated into national and regional policy agendas.
- Tools and approaches that assist projects to get particular group concerns (pastoralists, fisherfolk, etc.) integrated into local resource management plans.
- Tools that assist groups to understand analyse and take collective action around particular land and NR tenure issues.
- Tools that help secure group ownership rights, including approaches towards establishing the legal personality and formalization of groups.
- Tools for capacity building and awareness

creation amongst groups, as part of creating and developing local land tenure governance systems.

- Tools that offer participatory methodologies for resolving conflicts.

Scaling up group rights tools and approaches

Group rights is an issue where the TSLI-ESA project should target national and regional frameworks and institutions, as part of a broad push to ensure that law and policy frameworks are providing sufficient recognition to group rights. A number of IFAD supported programmes and projects are working on group rights, from different perspectives and within different contexts. However, they are commonly working towards ensuring that particular groups are able to secure their rights to use and/or occupy land and related resources, and that the results of these activities are used as inputs to policy dialogue and the modernisation of legal and regulatory frameworks. In common with the land and water theme, the projects dealing with group rights are a) often using maps as a tool to underpin their activities and b) often concerned with the need for capacity building within the groups. Participants at the Regional Learning Workshop suggested that the TSLI-ESA project could assist with training national facilitators in the use of methodologies, including the mapping of internal and external boundaries of land, and the legalisation and formalization of groups.

THEME 4: WOMEN'S ACCESS TO LAND

Overview – why the Women's Access theme?

The last decade has seen a number of African countries adopting policies and laws on land reform that outlaw discrimination, require spousal consent to transactions, provide for co-ownership of land and/or require a minimum level of participation of women on land administration bodies. There have also been amendments to succession and inheritance laws. Legal reform is not the full answer, however, and opposition to these changes is still strong. Few countries have moved beyond the reform of laws, many of which remain "paper tigers". It is also important to appreciate the limits of law in promoting change and advancing discourse in this area. Formal rights are far outweighed by traditional customs and

social pressures. The formal legal system is remote from daily life, particularly in many rural areas. Thus, changing attitudes and awareness must go along with any attempt to enforce formal legal rights.

Importantly, the gender dimension throws up a central dilemma in the move towards increasing recognition of customary tenure rules. The formal discourses contained in the statutory changes mentioned above do not sit easily within these customary practises. Women therefore face a three-way choice:

1. Use the customary systems, individually and collectively, to acquire land and hold on to rights, using pressure groups.
2. Use the state, and international "soft law", to assert human rights based claims to access and tenure security.
3. Use the market, to purchase or rent land, to access land and register title in their own names. This is a tactic that women are increasingly adopting (evidence from Uganda, Tanzania, Kenya and South Africa).

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.

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**

Strengthening women's rights to land and natural resources contributes not only to gender equality but also to poverty reduction.©IFAD.

(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.

Notwithstanding the projects that contain specific interventions on women's access to land and tenure security, the majority of IFAD supported programmes and projects are in fact dealing with gender and land issues. The **Agricultural Services Support Programme (ASSP)** in **Botswana** is encouraging the allocation of under-used land to landless women (and youth) and examining mechanisms to protect women-headed households from losing family land for agriculture. In **Ethiopia**, the **Community-Based Integrated Natural Resources Management Project (CBINReMP)** is ensuring that women will have equal representation in the village land administration and land-use committees. Similarly, in **Mozambique**, the **Pro-Poor Value Chain Development in the Maputo and Limpopo Corridors (PROSUL)** has set a target of 50 per cent for the female beneficiaries for all the project components, including participation in irrigation schemes, access to technical and financial services, and representation in Farmers Organisations and WUAs. More specifically, amongst the beneficiaries of newly allocated irrigated land, at least 50 per cent will be women, with priority accorded to women-headed households. In addition, in **Rwanda**, the **Kirehe Community-based Watershed Management Project (KWAMP)** will ensure that a minimum of 30 per cent of developed marshland will be allocated to women heads of households. One interesting approach is the carrying out of a land tenure assessment, which specifically looks into the issue of women's access to land. This was done in **the Project to Support Development in the Menabe and Melaky Regions (AD2M)** in **Madagascar**, where the number of women that have acquired land tenure security is a specific performance indicator for the project. In **Uganda**, the **District Livelihood Support Programme (DSLP)** has been supporting co-titling of land, with mixed results. Although co-titling is still not very frequent, women feel secure about the fact that the land belongs to the family and therefore also to them.

TOOLS AND STRATEGIES

What kinds of women's access tools are important?

With respect to women rights, there are some IFAD supported programmes and projects in ESA that are particularly concerned with tools and approaches for lobbying and advocacy on gender and women's access issues, and for capacity building and awareness creation in this respect. However, there are also a very large number of IFAD-supported programmes and projects, addressing a wide range of issues, where women's access to land and natural resources is an important component, and which can use other tools, particularly for assessing and monitoring.

A framework of analysis of tools developed for the recent practitioners meeting made an attempt to categorize existing tools, depending on their main areas of interventions. The categories are as follows: recognizing rights; recording rights; defending rights; designing projects and programmes; monitoring and evaluating.

Scaling up women's access tools and approaches

Defending and expanding women's rights requires comprehensive action at a number of different levels: information and capacity building; organizational and empowerment measures; legal assistance and advocacy. The scaling up of tools and approaches needs to encourage projects to increase their use of assessment tools, and to build up access and control profiles. Land tenure issues are inextricably linked to gender relations and thus a gender analysis is critical to design effective targeted actions. The GLTN, in collaboration with partners, has already developed a Gender Evaluation Criteria (GEC) tool that can be used to assess the gender responsiveness of a land project or any land interventions. The tool has been piloted in Ghana, Nepal and Brazil. GLTN has also produced training manuals on this tool. Uganda Land Alliance, an affiliate of the ILC, has also used the tool in assessing land administration services in several districts in Uganda. At present, the International Land Coalition and GLTN have been implementing regional

capacity development initiatives in Latin America and Asia.

The Regional Learning Workshop participants noted the importance of "domesticating" the tools into local contexts. In a follow-up workshop in May 2013, the TSLI-ESA project supported a Practitioners Working Group (PWG) meeting, part of collaboration between the Technical and Advisory Division of IFAD (Gender and Land Desks), the GLTN and the ILC. The PWG meeting aimed to present and have a dialogue on what partners are using in terms of tools and approaches, analyse and identify gaps that still to be filled that are relevant for country-level work. Specifically, the objectives were: deeper knowledge of the existing tools and their applications, especially at the country level, and challenges and identification of actions/tools to be developed. See the Report on Tools, Guidelines and Approaches for Strengthening Women's Access to Land, Practitioners Working Group Meeting, Nairobi, 22-24 May 2013, for further details.

THEME 5: INCLUSIVE BUSINESS

Overview – why the Inclusive Business theme?

The current controversy about large-scale land acquisitions by foreign (and domestic) investors has put land rights issues and responsible agricultural investment more visibly back on the global development agenda. It has also raised questions regarding the world's future development trajectory. In both respects, it 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.

There is thus renewed interest in "inclusive business models" in agriculture, as part of these wider discussions about growing agricultural investment in lower income countries. Joint ventures between companies and local communities have received considerable attention in these debates. Inclusive business models in the agricultural sector are widely seen as a means of providing access to capital, information and markets for smallholders and communities who may otherwise be marginalized from the economic mainstream and are therefore seen by many as an effective means of rural development.

Mutually beneficial partnerships between smallholder farmers and private-sector investors – preferably partnerships that do not require large-scale land acquisitions, can take the form of out-grower schemes, contract farming or joint share equity schemes, with outside investors focusing mainly on providing expertise and other support in agro-processing or improved access to markets. The success of such partnerships and the real benefits

Smallholder farmers involved in oil palm production in Kalangala District in Uganda, part of VDOP project.
©UN-Habitat/ Danilo Antonio.

to smallholder farmers and rural communities more generally, depend on the level of ownership, voice (governance), risk sharing and benefit sharing between partners.

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 fact, any IFAD project that is developing pro-poor value chains can be seen generally as an "inclusive business" project, involved as they are with promoting effective and equitable linkages between poor producers and market opportunities. These include **the Agricultural Services Support Programme (ASSP)** in **Botswana**, that is promoting joint ventures between beneficiaries and investors in agro-processing and marketing a**nd the Smallholder Agricultural Development Project (SADP)** in **Lesotho**, which 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. Some projects, such as the **Pro-Poor Value Chain Development in the Maputo and Limpopo Corridors (PROSUL)** in **Mozambique,** have a particular focus on outgrower schemes. The PROSUL will assist commercial and small farmers to engage in outgrower schemes by facilitating information, providing legal and technical assistance for developing contractual arrangements and organizing study tours for buyer and farmer representatives. Similarly, and also in Mozambique, **the Rural Markets Promotion Programme (PROMER)** will introduce a demand-driven facility to promote commercial partnerships between small farmers and agribusiness companies, and promote development of a network of dealers in agricultural inputs; at least five new partnerships between smallholders and agri-business enterprises are envisaged in this project.

However, there are projects that can contribute specific lessons on land in the context of inclusive business models. These include the **Community Investor Partnership Project** in **Mozambique,** which is promoting the establishment of sustainable community/investor partnerships in rural areas, based on the use of community land as an "equity contribution" into a joint venture.

The **Vegetable Oil Development Project (VODP)** in **Uganda** 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. The Project has had a significant positive impact on the island: in 2001, Kalangala District was ranked 71 of 76 districts, by 2007 it was seventh in terms of wealth. Employment has been created, 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, forest reserves are now clearly demarcated and illegal logging is down.

TOOLS AND STRATEGIES

What kinds of inclusive business tools are important?

There is a particular emphasis within this theme on operational tools to underpin the kind of relationships and partnerships envisaged. These include:
- Tools for establishing groups as "business" entities, with legal personality and corporate governance structures capable of dealing with the outside world.
- Tools for ensuring the rights of poor, women and smallscale farmers are protected, recognized and secured.
- Tools for assessing the value of land or other community contributions as equity within joint ventures.
- Benefit sharing mechanisms at different levels, ensuring appropriate incentives to encourage participation.
- Tools that represent safeguards in the establishment of community/investor partnerships so that the possibilities for elite capture are minimized.

- Approaches for ensuring sustainable and sustained support to inclusive business partners, by a range of service providers (government, civil society, private sector), with compensation for efforts and time.
- Tools for empowering smallholder farmers and rural communities in negotiations with outside investors and for ensuring broad community participation and consultation.
- Tools and approaches for monitoring the implementation of agreements to ensure that the anticipated benefits are realized.

Scaling up Inclusive Business tools and approaches

IFAD already has considerable experience in promoting inclusive business arrangements as part of pro-poor value chain initiatives. However, many projects have not sufficiently taken on board the implications and potential contributions of securing land and other natural resources in the context of partnership arrangements. In some cases, issues in respect to land and natural resource tenure security was not sufficiently considered during the design of initiatives, but became important during implementation.

- Recognizing rights to land, taking into account legitimate occupation versus legal rights, and how to capture the continuum of rights in designing inclusive business models
- Catalytic funds and other financial mechanisms that ensure community growth;
- Developing policy that ensures the participation of local people and regulation of the inclusive business models.
- Taking into account land (leases versus freeholds), local context within which the business operates (e.g. identification of local partners to the business), decision on what business model to adopt, community capacity building to participate efficiently and effectively and government investment in strategic businesses with an intention to divest when business stabilizes.

Within the overall GLTN framework, the Network is designing and tailoring programmes to respond to specific needs for land tools. In addition to the TSLI-ESA project with IFAD, the GLTN is also working with other GLTN partner-organizations. It is also envisaged that global programmes and initiatives such as LGAF and the VGs will cooperate with the GLTN programme to develop and deploy more or specific land tools at country level to implement such initiatives.

Involvement in the TSLI-ESA project also aligns well with the GLTN commitment and mission to support the capacity development of an array of important land stakeholders ("champions"), who may influence the direction and implementation of land-related policies and programmes at both global and national levels. In this case, the "champions" are IFAD-supported project staff in a range of public institutions in the region, which also offers the GLTN an opportunity to tap into a network of well-placed decision-makers and operational staff. It is also fully fit in with the strategic approach of the GLTN, which has adopted a "value-added" approach as a "first and most desirable type of intervention", requiring it to work together with and through partners in selected areas deemed necessary to support the GLTN's objective at country level.

The GLTN has identified five main areas of interventions at country level, namely: knowledge and awareness-building; land policy reform; donor coordination; capacity development and tool development and implementation. Although they are all more or less relevant in the context of the IFAD partnership, the TSLI-ESA project will be most closely focusing on the tool development and capacity development element of this GLTN "menu". It may then feed into policy dialogues through the opportunities that arise; these may be "GLTN" opportunities, or they may be "IFAD" opportunities – the TSLI-ESA projects can use both institutions to maximize the impact of its activities.

> *' Both IFAD and the GLTN explicitly recognize that pro-poor land reform processes require sustained and adequate investments, long-term political commitment, broad and sustained public consultation, and civic education to build and sustain trust and agreement among all social groups.*

The other important element from the existing profile of GLTN interventions is capacity development. The GLTN approach for capacity building within its own programme is defined as a "catalytic and supportive role", where "the actual delivery should most often be by national and local partners" (UN-Habitat, 2012b, p. 22).[10]

Scaling up in the context of land policy development processes

Both IFAD and the GLTN explicitly recognize that pro-poor land reform processes require sustained and adequate investments, long-term political commitment, broad and sustained public consultation, and civic education to build and sustain trust and agreement among all social groups. This is what informs the development of the TSLI-ESA project, as part of a programme to promote long-term support, partnerships and knowledge sharing. It is appropriate, therefore, for the TSLI-ESA project to engage in strategies for supporting the scaling up of land policy implementation throughout the region.

A scaling up agenda needs to take into account the different stages at which various countries are at and be aware of the range of initiatives that governments,

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10   UN-Habitat. (2012b). Draft Revised UN-Habitat/GLTN Country-level Implementation Plan (2012-2017).

CSOs, private sector, multi-laterals and donors may already be supporting. In this context, IFAD has maintained a specific role in mainstreaming support for land governance measures into agricultural development and rural poverty reduction programmes at national level, whilst the GLTN has engaged directly in donor coordination activities around national land policy processes. The establishment of country focal points for the TSLI-ESA project, and the conducting of specific country-level analyses of land and resource tenure issues, are significant contributions towards developing an appropriate scaling up agenda. This will also assist in mainstreaming or further highlighting "land issues" into country programmes; could be used to strengthen linkages and collaboration with other initiatives and assist in country-level sharing of lessons and experiences.

Any scaling up Strategy within a national context will have to take into account the interface between government ministries that are directly responsible for land policy development and implementation and other sector ministries that may play a role in this. This particular dynamic, in which "non-land sector" ministries have sometimes taken on responsibility for dealing with land or natural resource tenure issues because of the poorly developed land administration systems in the region, presents both challenges and opportunities for scaling up:

- Firstly, there are opportunities that arise for the development of appropriate land and natural resource administration and management systems. The engagement of ministries that are closer to the particular management challenges of irrigation schemes, or watercourses, or forest resources, can lead to solutions and tools for tenure issues that are more appropriate, more sustainable and better tailored to resource-user needs than those that come from the ministry responsible for land.
- Secondly, however, there are challenges involved in encouraging these other sector ministries to deal with the ministries responsible for land administration, often because they perceive them to be dysfunctional. An overall scaling up Strategy for the TSLI-ESA project will need to address this particular dynamic in each of the country contexts and encourage, as well as equip, these ministries and project partners to increase their engagements.

In summary, the TSLI-ESA project will need to develop a capacity for identifying the innovations that can be scaled up and for developing strategies that represent the best means for doing so. The Phase 2 of the TSLI-ESA project will focus on scaling up in three distinct but inter-related areas:

1. Lesson sharing and awareness-raising activities: Scaling up knowledge management and research activities including facilitating lesson learning.
2. Capacity development: Undertaking capacity development initiatives for tool development, testing and implementation including in-country support.
3. Tool development and implementation: Developing, testing, implementing and scaling up innovative tools and approaches.

For the TSLI-ESA project, the issue of scaling up relates primarily to how the initiative can increase the level at which it develops and tests tools and strategies for dealing with land issues. The key focus of the TSLI-ESA project will be on the development of operational tools, which assist country and project staff to grapple with key challenges and obstacles thrown up by land and tenure security issues.

The focus on operational tools that help solve real problems means that the TSLI-ESA project must work with existing systems to provide context-specific solutions. It must design activities that help to develop solutions in situ and ensure that the tools and approaches are informed by the highly diversified and complex realities confronting poor rural women and men. The point of departure should be the local land governance system and its economic, political, socio-cultural and ecological context. As noted above, the TSLI-ESA project should maintain a perspective on land issues that is not only normative, but is also driven by an understanding of the concrete realities facing poor rural people in specific and diverse situations and contexts.

Scaling up lesson sharing and awareness-raising

The TSLI-ESA project needs to ensure that it bases the scaling up of sharing lessons and raising awareness of land and NR tenure issues on a clear and up-to-date picture of the local policy and implementation contexts within which IFAD supported programmes

and projects are operating. One of the key priorities therefore will be ensuring the documentation of experiences, tapping into and making explicit the learning that is currently residing in the heads of project staff and partners. A further key priority will be to identify the best ways to share strategies and tools. Thirdly, scaling up in this area will require a focus on building the conceptual understanding of land issues amongst "non-land" project staff. Last, but not least, there is the crucial issue of awareness-raising amongst project and programme beneficiaries, or subsets of these beneficiaries (e.g. women and youth groups), which many projects are already doing, but where support in developing appropriate materials may be an important area of focus.

The TSLI-ESA project is designed to generate, catalyse and broker knowledge amongst a range of "clients". There are three main groups of "clients", who either have a demand for knowledge, or should be targets for lobbying, in the TSLI-ESA project context. These are: IFAD Country programme clients: including Country Programme Managers, Country Programme staff and consultants; Country clients: IFAD Project managers and their teams, government ministries and other partners, such as farmer organizations, WUAs, private sector bodies, stakeholder fora, donors, NGOs, media representatives, rural people; Regional/international clients: AU, LPI, regional economic bodies, donors, NGOs, stakeholder fora, multi-lateral institutions, GLTN partner-organizations;

The activities for supporting and scaling up the sharing of lessons and raising awareness may include the following:
- Establishing institutional/personal focal points for the TSLI-ESA project in a number of key country/ regional settings;
- Compiling and maintaining up-to-date country profiles that highlight national land and natural resource tenure issues and policy;
- Compiling and maintaining up-to-date project profiles that highlight land and natural resource tenure activities and;
- Undertaking comparative research and the analysis of tools and approaches used in thematic areas and specific experiences and practices;
- Presenting the results of country profiles, project profiles and comparative research activities at national events designed to "launch" the TSLI-ESA project at country level and to validate findings;
- Supporting the documentation by project staff themselves, of innovations that are developed at the country level;
- Facilitating the establishment of Communities of Practice (CoPs) in key thematic areas between IFAD-supported projects but also with other partners involved in the practical development of land tenure tools and approaches by building on the already existing thematic mailing lists;
- Establishing knowledge partnerships, at all levels;
- Developing a repository of curated documents and papers, organized according to the thematic areas and made easily accessible to project staff;
- Facilitating regional and country workshops, exchange visits, e-discussions and web conferences;
- Production and dissemination of learning notes and guidelines on various thematic areas on land and natural resources tenure rights;
- Developing awareness raising guidelines and assistance with the design and production of appropriate materials for use within specific IFAD project and programme contexts.

Scaling up capacity development

The TSLI-ESA project must make a commitment to developing and providing capacity-development services that the IFAD-supported projects identify as important and useful, and must avoid influences from external processes/priorities. The initial focus should be on assessing priorities and capacity needs for tool development through a series of consultations with projects and partners and then agreeing on priorities.

The TSLI-ESA project should then design an approach that allows them to implement a calendar of capacity development interventions, including appropriate training programmes and learning events, as well as develop a resource base for capacity building which projects, or indeed IFAD/GLTN, may call upon when the need arises. The work here should recognize that land tenure issues require specific expertise, skills and flexibility and that promoting secure access to land and tenure security is a continuous learning process, and should therefore prioritize the identification of in-country institutional capacities for providing support.

The activities for supporting and scaling up capacity building may include the following:

- Development and maintenance of a needs profile in terms of capacity-building, based on priorities defined by IFAD-supported projects and partners. This could be part of the establishment of an in-country focal point for the TSLI-ESA project, which could be an institution or an individual with formal responsibilities, to liaise with IFAD supported programmes/projects, to disseminate information, to compile capacity profiles, and to help identify the needs of each country project.
- Establishment of a range of capacity building interventions to respond to identified needs and a calendar for implementation. These could include training workshops on the use of simple GIS technologies, participatory mapping techniques, how to design rules and regulations for Water Users' Associations, how to establish and maintain partnership processes, etc. They could also include the provision of partnering/mentorship opportunities for project staff, including placements for public sector staff within private sector service institutions;
- Maintenance and development of a comprehensive resource base of regional technical assistance capacity for providing support for tool development – this relates to both individuals and institutions from the private and public sectors that have relevant skills and experiences to offer to projects, and also requires the establishment of accreditation and monitoring protocols to ensure quality control;
- Tailoring the resource base to identify experience in accordance with the thematic areas and according to skill sets, such as design and implementation support; identifying and documenting existing good practices, tools and needs; developing and disseminating information materials; sourcing other regional/international good practices; testing and implementing tools and approaches.
- Establishment of a mechanism to provide technical assistance on a demand basis - for developing and implementing tools to influence policy dialogue, country Strategy development, and programme/project design, implementation and evaluation.

Scaling up tool development and implementation

As noted above, the TSLI-ESA project priority is assist with developing operational tools that help project staff in different countries and contexts to deal with specific land and natural resource issues. The GLTN understanding of tools is as follows: a practical way to solve a problem in land administration and management. It is a way to put principles, policies and legislation into effect. The term covers a wide range of methods: from a simple checklist to use when conducting a survey, a set of software and accompanying protocols, or a broad set of guidelines and approaches. The emphasis is on practicality: users should be able to take a land tool and apply it (or adapt it) to their own situation.

Land tools may complement each other, or they may offer alternative ways of doing something. For example, one tool may give overall guidance on how to address a land-related issue, while another may give detailed instructions on how to deal with a particular aspect of the same issue, such as checking whether the different needs and situations of women and men are taken into account. For land tools to benefit the poor and disadvantaged, they need to have certain features:

- Pro-poor. They should aim to reduce poverty. That means taking the situation and needs of the poor into account, and giving them a voice in decisions.
- Equitable and gender-responsive. The land tools should seek to treat everyone fairly, with particular attention to inequalities faced by women as compared to men.
- Affordable. They should be cheap enough both for the poor to afford (if they are required to pay user and maintenance fees), as well as for the government or other body that manages them.
- Sustainable. They should be capable of being implemented into the future without large-scale inputs from outside. Where possible, they should be self-financing.
- Subsidiarity. To make sure they are sensitive to local situations and needs, the land tools should be capable of being applied at the lowest appropriate level of authority: by the community or at the lowest level of local government.

> *The emphasis is on practicality: users should be able to take a land tool and apply it (or adapt it) to their own situation.*

- Good Governance. The process of tool development should take into account how decisions are made regarding access to and use of land, how those decisions are implemented, and how conflicting interests in land are reconciled. Key elements of this include decision-making, implementation and conflict resolution, with emphasis on both process and outcomes.
- Systematic and large-scale approach. The land tools should be capable of being used at a large scale like citywide or across a whole country, not just in a one-off, local manner. That means they must be flexible enough to deal with a wide range of situations, and capable of being replicated easily and at little cost.

It is incumbent on the TSLI-ESA project to approach the development of tools from the perspective of building on what project staff are already using and have already identified as important, rather than attempting to introduce different tools from other contexts (although there may be some instances where this is appropriate and useful). The task of identifying those innovations that can be scaled up, and the best means for scaling up, is therefore a nuanced and complex undertaking and care should be taken not to stray from the priorities as defined by individual projects.

The activities for supporting and scaling up tool development may include the following:
- Establishing a capacity and process to identify the demand for knowledge and the innovations and tools that could respond to them – this may involve in-country focal points and specific engagements from TSLI-ESA project staff. Note that whilst a country tenure and policy overview can be done as a desktop exercise, the learning of real lessons regarding projects and their needs requires visits, face to face meetings, and proper conversations;
- Establishing suitable incentives to encourage projects to describe progress and lessons in

respect to tool development. These could include competitions for documenting good practice, with appropriate prizes for the best examples (see above under lesson-sharing), the holding of focused writing workshops with selected project/programme staff working on key thematic issues; and
- Testing, documenting and sharing guidelines, approaches and tools. This could be achieved by using grant funding to pilot and then integrate the tool into project and programme design.

IFAD is giving much emphasis to impact measurement in its MTP; the main reason for needing tools to better monitor impact is to be able to justify to governments why they should invest in tenure security and, beyond this, to show how improved tenure security is contributing to IFAD's mid-term plan (MTP) of lifting 80 million people out of poverty. Thus a particular focus for general tool development under the TSLI-ESA project should be on assisting IFAD-supported programmes and projects to monitor the impact of tenure security measures on the poverty status of beneficiaries. The TSLI-ESA project can provide technical assistance and training to help define and improve ways in which project staff can show the beneficial results of dealing with land access and tenure issues. This could be linked to on-going global initiatives lead by other actors (e.g. World Bank and LPI).

The TSLI-ESA project recognizes that the key level for measuring impact, notwithstanding the current development of a number of regional and global indicators as part of international investment processes, is at the country/project level, where each project needs to be equipped with a set of impact indicators that make sense within their particular context. Whilst there may be a number of more generic indicators (the amount of land that target groups have access to, the rate of land registered and under what type of tenure, levels of disputes and transactions, etc.) there will be other indicators and means for measuring impact that are more specific to project contexts. The TSLI-ESA project can assist with helping to identify these and to develop the tools for measuring them towards a more results-based management system.

Scaling up the delivery of secure tenure

The scaling up of tenure security is a key concern for a number of the institutional and policy responses mentioned above. A key aim of the TSLI-ESA project is to provide insights and learning into what is required in terms of scaling up the use of particular land governance tools and innovations. It should clearly target the development of scaling up strategies, by actors such as the WB, other development partners, or indeed national governments, as appropriate arenas for engagement. In many ways, the TSLI-ESA project aims to develop the "software" for the rollout of the land governance and land tenure "hardware" that is the purview of these actors. IFAD and GLTN in particular can play a role in mainstreaming support for land governance measures into land reform and management, agricultural development and rural poverty reduction programmes and policies at country level, but there are additional regional processes where lessons from the TSLI-ESA project could make a valuable contribution – these include discussions that focus on the development of land and tenure-related indicators for monitoring policy progress. These global, high-level discussions, some of which relate to significant investment programmes in land and agriculture in the region, reinforce the clear incentive for the TSLI-ESA project to ensure that Phase 2 of the initiative is able to potentially provide three key outputs:

- Learning in respect to the scalability of particular tools and the capacity-building needs that exist in particular country contexts;
- Tools that can assist in analysing, assessing and measuring the impact of tenure security on poverty in a specific country context;
- Approaches that help project staff to channel lessons on land governance into national, regional and international policy processes.

Governments have a central role in facilitating multi-stakeholder land policy formulation; implementation and review processes; IFAD and GLTN will continue to support such multi-stakeholder efforts. The GLTN has a particular emphasis on encouraging donor collaboration at country level and enhancing collaboration between global and regional programmes as part of their scaling up Strategy. This also focuses on highlighting innovative approaches and lobbying for increased investment on land and tenure security.

In the ESA region, the Land Policy Initiative has a key role in supporting AU member states and other stakeholders in harmonising efforts for building capacity and expertise in country-level land policy implementation. Again, IFAD and GLTN are and will continue to provide support to this process. Notwithstanding these initiatives, which are noted here as important targets for TSLI-ESA project lessons, the central concern for the TSLI-ESA project is the development and propagation of practical tools that help IFAD project staff, key partners and the communities with whom they work to solve problems and challenges that arise from land and natural resource issues.

The TSLI-ESA project will need to be rooted within the everyday challenges of dealing with land issues at "the coalface". This should not be difficult to achieve, since IFAD-supported projects are grappling with a wide range of land and natural resource access issues. These projects are developing tools and strategies, in situ, to deal with these challenges. The TSLI-ESA project is primarily a response that aims to build on these initiatives, to assist project staff and partners to further develop and document their activities, to share experiences and tools amongst different projects, to identify common problems and issues and to search for and pilot the use of new and innovative strategies.

Through TSLI-ESA, UN-Habitat and IFAD work together to scale up support for land tenure security and equitable access to land. ©UN-Habitat/ Danilo Antonio.

In implementing the next phase of the TSLI-ESA project, both IFAD and GLTN will need to further harness the experience and capacity of both organizations as knowledge management networks/ organizations. The general approach to date has been to identify issues across a range of thematic areas within IFAD-supported projects and programmes, and to pick out the approaches that represent good practice, amongst others, as a basis for developing tools and learning materials that can be used in a range of contexts. Whilst the issues and approaches have been identified and validated through the pilot phase, the development of tools and learning materials and capacity development must be a greater focus within the 2nd phase of the TSLI-ESA project. The project will need to draw on the GLTN's expertise in tools development, including the provision of technical assistance and capacity development, for this to take place.

That said, it is also important that the TSLI-ESA project maintain a level of flexibility and adaptability in respect to the choice of tools and thematic areas. For example, where the focus on women's access to land has been paramount in discussions during the first phase, it is likely that tenure issues for youth and other vulnerable groups will also become a focus in the future. The interests of the youth arise in the context of an increasing shortage of usable and especially arable land, mainly because of high rates of population growth. Members of customary societies are normally eligible to land in their own right from the age of 18. This is raised in some cases where land shortage is acute[11] and lowered in others where arable land lays idle.[12] In countries such as Liberia and Uganda, male youths have been shown to be a major

factor in cutting the patron-client dependence based on traditional kinship.

Based on on-going feedback, other themes may include: the impact of emerging land markets; urban - rural linkages including the establishment of "small" towns and settlements in protected areas; tenure issues in climate change mitigation and adaptation interventions and the influence of tenure security on rural finance access. These themes or topics could either be addressed as sub-thematic areas in the themes already identified or introduced as new themes.

The preparation phase of TSLI-ESA 2 project will consist of selecting learning sites in five countries according to the following criteria: degree of innovation involved; by the presence of capacity, resources and champions for the process, by its potential for change, impact and replicability, by the adaptability of a particular tool or Strategy for a particular context and prioritizing those that can most easily be used by others. Also for consideration is the availability of GLTN, IFAD and other partners to provide support and assistance in the implementation of such tools and strategies. As much as possible, there should also be a regional balance amongst the pilot countries. In ESA there are three sub regions: East

> *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.*

11 Tigray, where the law stipulates that males should be 22 years old and females 16 years old to be eligible for allocations - Tigray Rural Land Law 1997.
12 Botswana, where the Policy Review proposes lowering age eligibility from 21 to 18 years.

Africa, Southern Africa and the Indian Ocean. At the same time, research into existing tools and gaps will start and a repository will be created. Furthermore, a resource base of technical assistance will be established and a TA provision mechanism will be set up.

TSLI-ESA Phase 2 project implementation will start in at least two selected countries for which a country profile, project profiles and needs assessment will be developed. The results from the regional research will also be shared. During the in-country consultation and workshops, agreement will be sought on the experiences that will be documented, the capacity that needs to be built and the tools that will be developed and/or implemented. Flexibility will be key in this process as different countries and projects will have different needs, capacities and resources. The same activities will also take place in the remaining three countries as an "initiation" phase. At this stage, GLTN and IFAD are already looking at Uganda and Kenya for the Eastern ESA region as possible immediate country priorities. Mozambique for the southern ESA region and Madagascar for the Indian Ocean region are also potential priority countries for TSLI-ESA project. The determination of priority countries will be further explored during the first two years of implementation of TSLI-ESA Phase 2 project.

Thematic CoPs will be established and strengthened at regional level, to provide a stimulating and comfortable environment in which people can learn and exchange ideas. After the launch workshop, the project activities (i.e. documentation, capacity building, and tool development) will take place. The project will be able to draw on technical assistance from the resource base established in the pilot phase. At regular intervals, lesson-sharing events will be held at country and regional level. This will allow the sharing of experiences among the various projects and with external partners. Building on the lessons learned, opportunities will be created to influence policy processes at national and regional level. During TSLI-ESA project final phase, learning notes and guidelines will be produced building on the knowledge that has been generated during the implementation phase. The impact of the various interventions will also be assessed.

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.

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.

The UN-Habitat/GLTN and IFAD partnership in the TSLI-ESA project is well-positioned to capitalize on a number of synergies with other global and regional land-related initiatives; they can ensure that the TSLI-ESA project works within the context of the VGs, and is harmonised with the implementation Strategy for

the FGLPA. The TSLI-ESA project can, for example, provide tools for addressing issues and problems that are identified in the application of the LGAF in particular contexts.

The project can add value in the on-going GLTN Phase 2 programme implementation, particularly in its efforts on tool development and capacity development in Africa. The TSLI-ESA Phase 2 project will contribute also to achieving IFAD's overarching goal of enabling poor rural people to improve their food security and nutrition, raise their incomes and strengthen their resilience.

To be successful, implementation of Phase 2 project will require the support and cooperation of a range of partners at global, regional and country levels and will build on comparative advantages of GLTN and IFAD and its growing partnership. It will also draw on other partners' expertise and experience in land reform, tools development, capacity development and knowledge management. By ensuring that there are synergies and cooperation with other global and regional land-related initiatives and frameworks, TSLI-ESA project can maximize the impact of the tools, strategies and approaches that may emerge. Building and strengthening partnership with key international partners and national and local champions will be the driving force of TSLI-ESA Phase 2 project implementation.

FURTHER READING:

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UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME (UN-Habitat)

UN-Habitat helps the urban poor by transforming cities into safer, healthier, greener places with better opportunities where everyone can live in dignity. UN-Habitat works with organizations at every level, including all spheres of government, civil society and the private sector to help build, manage, plan and finance sustainable urban development. Our vision is cities without slums that are livable places for all, which do not pollute the environment or deplete natural resources.

INTERNATIONAL FUND FOR AGRICULTURAL DEVELOPMENT (IFAD)

IFAD is an international financial institution and a specialized United Nations agency dedicated to eradicating poverty and hunger in rural areas of developing countries. Working with poor rural people, governments, donors, non-governmental organizations and many other partners, IFAD focuses on country-specific solutions, which can involve increasing poor rural peoples' access to financial services, markets, technology, land and other natural resources.

THE GLOBAL LAND TOOL NETWORK (GLTN)

GLTN aims to contribute to poverty alleviation and the Millennium Development Goals through land reform, improved land management and security of tenure. The Network has developed a global land partnership. Its members include international civil society organizations, international finance institutions, international research and training institutions, donors and professional bodies. It aims to take a more holistic approach to land issues and improve global land coordination in various ways. For further information and registration visit the GLTN web site at www.gltn.net.

ABOUT THIS PUBLICATION

This report provides an overview of the achievements and learning from the Phase 1 of the Tenure Security Learning Initiative - East & Southern Africa (TSLI-ESA) Project. It also looks ahead to strategies for scaling up the initiatives, and to the second phase of the TSLI-ESA project.

The main objective of the TSLI-ESA Phase 1 Project has been to identify common land and natural resources tenure issues and to enhance lesson sharing and knowledge management on land-related tools and approaches amongst the various projects, country stakeholders and partners. Building from the learning and experience from Phase 1, the goal of the second phase is to contribute to the development and integration of pro-poor land tools and approaches for securing land and natural resource rights into development programmes in the select countries in East and Southern Africa.

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