IFAD's support for land and natural resource tenure security

Near East, Nord Africa Europe and Central Asia





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List of acronyms

4Ps public-private-producer partnership

AFESD Arab Fund for Economic and Social Development

APR Asia and the Pacific Region
ESA East and Southern Africa

FAO Food and Agriculture Organization of the United Nations

GEF Global Environment Facility
GLTN Global Land Tool Network

IIED International Institute for Environment and Development

ILC International Land Coalition

LAC Latin America and the Caribbean

NEN Near East, Europe, North Africa and Central Asia

OFID OPEC Fund for International Development

UNECA United Nations Economic Commission for Africa

VGGTs Voluntary Guidelines on the Responsible Governance of Tenure of Land,

Fisheries and Forests in the Context of National Food Security

WCA West and Central Africa



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Introduction

Tenure security is not only an end in itself, but also a powerful means for enhancing the sustainability of other development efforts and for empowering rural people. Activities that are targeting tenure security are often interlinked, and IFAD's support for land and natural resource tenure security is typically integrated into broader agricultural and rural development projects and programmes, rather than being an investment in "stand-alone" projects. This report presents the findings of a stock-taking exercise on IFAD's support in strengthening tenure security measures provided over the last five years, and projections for the next five. While the original stock-take was undertaken in 2015, all figures were updated in 2017. The stock-take was based on a review of 240 IFAD-supported projects, ongoing since 2010. The following will give an overview of investment and activities in the Near East, North Africa, Europe and Central Asia. To better understand the context in which these activities take place, this report will first give an overview of tenure security issues and policy developments in the region, followed by a summary of the findings for the global IFAD portfolio, and then go more into detail regarding the findings for this region.

^{1.} Hereafter referred to as projects.

Land and natural resource governance in the Near East, North Africa, Europe and Central Asia

The IFAD NEN Division covers four very contrasting regions, extending over a vast geographical area with diverse political and socio-economic systems. Market-oriented reforms have affected the policies of almost all countries in the Near East, Europe and North Africa, but the majority of Central Asia countries have for the most part maintained previous systems based on state ownership of land. Facing a series of internal and external pressures, the region is a source of volatility and geopolitical struggles.²

Prevalent tenure systems

The Near East region consists mainly of arid or semi-arid areas, where rangeland forms the predominant ecosystem. Rangelands are estimated to cover about 31 per cent of the region. Together with low-density forests and savannah woodlands, it accounts for almost half of the land area.³ The complexity of the various customary and statutory land tenure schemes, ranging from community holdings to private ownership, is the result of long historical traditions, heavily influenced by European legislation throughout the twentieth century. In many countries of the region, traditional pastoralism has been replaced by modern mechanized farming.

The arid and semi-arid environment of North Africa hosts a wide biological diversity, and the Sahara Desert covers more than 75 per cent of the surface. Major sources of fertile farming land are located in sheltered valleys in the Atlas Mountains, in the Nile valley and delta, and along the Mediterranean coast. Land tenure legislation has evolved in an environment largely influenced by customary practices, especially in rural areas where tribal culture is predominant. The rangelands fringing the Sahara remain under customary forms of pastoral management, and herders must often cross political borders to find suitable grazing lands. Through the expropriation of large landholders and redistribution reforms, small farmers were allocated parcels of land while the state became the largest landowner in the region.

Europe shows great variation within relatively small areas. The market-driven development of the region prompted countries to privatize large areas of agricultural land. However, in several countries, state ownership of agricultural land remains while small plots of land are leased to family farms. Varying from substantial farm holdings to high land fragmentation, countries in the region face diverse obstacles related to the restitution processes they initiated.

The large and geographically varied region of Central Asia encompasses mountains, vast deserts and treeless, grassy steppes. Much of the land is too dry or too rugged for farming and most people earn a living by herding livestock. The region is characterized mainly by

R.S. Reid, S. Serneels, M. Nyabenge and J. Hanson, "Grasslands of South Africa", in Grasslands of the World (Rome: Food and Agriculture Organization of the United Nations, 2005), 77-120.

^{3.} Food and Agriculture Organization of the United Nations (FAO), Challenges in Adopting an Integrated Approach to Managing Forest and Rangelands in the Near East Region (Cairo: FAO, 2013).

state ownership and centralized land administration and management, as well as rather authoritarian political systems. In Central Asia, collective farming practices still dominate significant proportions of agrarian land. While individual farming has increased in many countries, together with the rapid privatization of former state and collective farms, changes in operational and production practices are slow to be realized.

Main challenges in the region

Scarcity of land and progressive desertification are major constraints of the region. On top of the frequent droughts suffered by the Near East region, the mismanagement of resources, such as overgrazing, contributes to rapid land degradation in fragile ecosystems. Biodiversity in rangelands and the overall productivity of land are also declining. Moreover, previous government policies encouraging feed grain production, overgrazing and mechanization with unsuitable land preparation have adversely affected the land. Rigid rangeland tenure policies as well as poor social organization prevented the effective development of common-property management programmes whereby land would be used and maintained in a sustainable manner.⁴

North Africa also suffers from land and coastal degradation, and desertification. Since land is scarce and limited, population growth requires careful planning and management for sustainable land use. However, major challenges faced by the region include weak institutional and legal frameworks, unproductive cultural practices, and poor governance characterized by centralized systems, lack of transparency and low consultation. Highly inequitable land allocation, frequent discrimination against women, and small and fragmented farm parcels inevitably lead to significant conflicts in the region.

In Eastern Europe, especially where land is more valuable around coastal areas, many historical landowners dispute the privatization and restitution of agricultural land following post-1991 reforms. The region suffers from a lack of transparency, accountability and efficiency in a number of processes. Most countries do not have a complete overview of their public land, and lack experience in specific land-use planning and land management practices, adapted to a market economy and private ownership of land. Ownership is often unclear and most countries lack technical personnel and equipment as well as finances to develop adequate local land-use plans. The lack of land-use control has contributed to sensitive issues related to illegal construction and informal settlement, together with the massive destruction of farmlands, forests and biodiversity.

Central Asia's land reforms have evolved gradually, influenced by difficult economic conditions. The region hosts large rural populations, dependent on land for employment and income. Rural poverty is substantial and populations face limited natural resource availability, especially in land and water. Vulnerable groups including ethnic minorities, smallholders and women are discriminated against in access to land schemes. In addition to the prevalent corruption, human rights are routinely ignored, and economic opportunities are limited.⁶

^{4.} A. Dyaa, "Food and Agricultural Policies in the Near East Region: Situation, Issues and Prospects", in *Agricultural Development Policies in the Near East: Situation, Issues, Institutional Requirements and Approaches* (Rome: Food and Agriculture Organization of the United Nations, 2004).

^{5.} B. Wehrmann, "Governance of Land Tenure in Eastern Europe and Commonwealth of Independent States (CIS)", Land Tenure Working Paper 16 (Rome: Food and Agriculture Organization of the European Union, 2010).

^{6.} P. Shishkin, 2012. Central Asia's Crisis of Governance, Asia Society, 2012.

Policy developments⁷

Considering the divergent history of each region, the policies, legislations and institutions differ considerably across the different countries. Countries in the Near East have made significant progress in reforming their agricultural policies; reforms to support agricultural and rural development are gaining importance.⁸ However, institutions, policies and legislations put in place during the colonial period are in many cases still operative. Moreover, because of the high impact of climate change on the region, integrated approaches to land and natural resources are critically needed.

In North Africa, land policy formulation and management evolved alongside institutional transformations associated with the countries' political independence gained in the 1950s and 1960s. Significant benefits for peasant farmers, landless workers and pastoral nomads were achieved through major land reforms undertaken by North African countries through nationalization and the redistribution of colonial land.

In Europe, the traditions of land administration and land management that existed long before the communist period, coupled with the European Union's influence, offer guidance to countries in the region in their current land reforms. Most of them have initiated processes of privatization and restitution, reintroducing land registry and independent land courts. Progress in digital land registration is considerable, even though data quality, completeness and access to information still need improvement. The overall legal framework is improving globally. However, land use and development are not yet sufficiently regulated.

Land reform in Central Asia is influenced by the region's transition to a market economy, and has been characterized by the privatization of agricultural lands. Since the collapse of the Soviet Union in 1991, most countries have promoted various forms of land ownership and use, restructuring the former state-owned and collective farms into family farms and small farm enterprises. While some progress has been made in farmland privatization and farm restructuring, much remains to be done in order for the legal framework of agricultural land tenure to be conducive to the development of active land markets, and to encourage the remaining collectively managed farms to restructure and to become more productive and efficient.

^{7.} For additional information on country policy developments, we invite you to refer to the following resources: Food and Agriculture Organization of the United Nations, "Tenure", www.fao.org/nr/tenure/en/; International Land Coalition, "Home Page", www.landcoalition.org; Global Land Tool Network, "Home Page", www.gltn.net/; World Bank, "Home Page", www.worldbank.org/; USAID, "Land Tenure", www.usaidlandtenure.net/; Global Donor Working Group on Land, "About Land Governance", www.donorplatform.org/about-land-governance.html.

^{8.} Dyaa, "Food and Agricultural Policies".

IFAD and land tenure security

IFAD uses various tools and approaches to strengthen poor rural people's access and tenure, and their ability to better manage land and natural resources, individually and collectively. These include: (i) recognizing and documenting group rights to rangelands and grazing lands, forests and artisanal fishing waters; (ii) recognizing and documenting smallholder farmers' land and water rights in irrigation schemes; (iii) strengthening women's secure access to land; (iv) using geographic information systems to map land and natural resource rights, use and management; and (v) identifying best practices in securing these rights through business partnerships between smallholder farmers and investors.

The Land Tenure desk's 2015 stock-take was a means to assess the investment in various activities with regard to the above across the regions. In the following section, an overview of the results will be presented.

Investment in tenure security activities

Of the IFAD portfolio between 2012 and 2016, 134 projects have included tenure security measures, featuring 58 countries in the developing world. These 134 projects are made up of 118 loan and 16 grant projects – almost 30 per cent of all IFAD loans in the period under review. The total budget dedicated to tenure security in these projects is about US\$317 million, of which US\$177 million (56 per cent) is IFAD financing, as shown in table 1. Table 2 shows the percentage of the tenure security cost compared with the total commitment.

Table 1. Budget commitment of projects implementing tenure security activities in US\$					
Financiers	Total commitme	ent	Tenure securit	у	
IFAD	3 078 694 348	48%	176 794 817	56%	
Governments	1 132 722 334	18%	52 925 579	17%	
Others	2 203 933 926	34%	86 991 709	27%	
Total	6 415 350 608	100%	316 712 105	100%	

Table 2. Percentage of total committed to tenure security activities				
Financiers	Total commitment (US\$)	Tenure security (US\$)	% of total commitment	
IFAD	3 078 694 348	176 794 817	5.7%	
Governments	1 132 722 334	52 925 579	4.7%	
Others	2 203 933 926	86 991 709	3.9%	
Total	6 415 350 608	316 712 105	4.9%	

Investment over time

Seventy-one of the 134 projects have closed in the past five years, 49 will close between 2017 and 2021, and 14 will close in the years thereafter. Two projects have started in 2017 and will close after 2021. In addition, there are 25 projects under design or which have not yet come into force, which will probably deal with tenure security issues.

Table 3 presents an estimate of actual expenditure in the past five years in the 134 projects that were ongoing at any point in this period. The estimation for the period 2017-2021 for the projects already ongoing is presented in table 4. It is important to emphasize that any future projection is based only on the 65 projects⁹ that are already ongoing and that will close after 2016. This implies that these figures are very likely to change because new projects are being designed and will come into force in the years to come. The estimated budget for the 25 projects currently under design/before entry into force is provided in table 5.

Table 3. Estimated expenditure in US\$ 2012-2016					
	Financiers	Total commitment Tenure security			
2242 2242	IFAD	1 286 572 326	48%	77 602 042	54%
2012-2016	Governments Others	426 654 569 994 341 899	16% 37%	21 741 245 45 200 364	15% 31%
	Total	2 707 568 793	100%	144 543 652	100%

Table 4. Estimated expenditure in US\$ 2017-2021					
	Financiers Total commitment Tenure security				
	IFAD	916 396 549	47%	46 899 154	58%
2017-2021	Governments	425 124 847	22%	15 109 010	19%
	Others	624 523 807	32%	18 163 766	23%
	Total	1 966 045 204	100%	80 171 930	100%

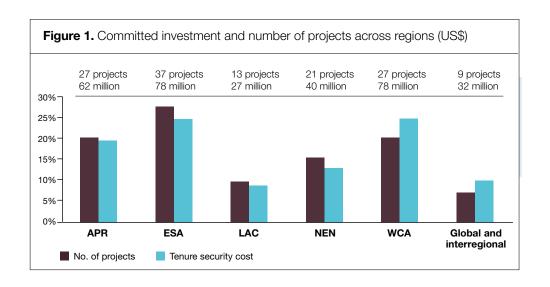
Table 5. Estimated budget in US\$ for projects under design/before entry into force					
	Financiers	Total commitme	ent	Tenure securi	ty
	IFAD	574 057 283	50%	25 308 777	48%
Pipeline	Governments Others	259 907 957 320 841 751	23% 28%	9 102 926 18 868 602	17% 35%
	Total	1 154 806 991	100%	53 280 304	100%

^{9.} This refers to the 49 projects closing between 2017 and 2021, and the 16 projects thereafter.

Investment across regions

The following section will give more detail about investment across regions. Of the 134 projects analysed that have supported tenure security measures, nine projects are global, interregional or regional, of which all are grant funded and mainly aimed at lesson-sharing, policy dialogue and partnership-building. These include the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGTs) formulation (Food and Agriculture Organization of the United Nations [FAO]) and information dissemination (Associazione Italiana per l'Agricoltura Biologica - AIAB), support for pro-poor land governance (International Land Coalition [ILC]), Africa Land Policy Initiative (United Nations Economic Commission for Africa [UNECA]), knowledge management, capacity-building and development of impact assessment methodologies (Global Land Tool Network [GLTN]), and research into land access trends (International Institute for Environment and Development [IIED]).

Figure 1 shows that, of the 125 projects implemented at the country or regional level, the biggest proportion is in East and Southern Africa (ESA), followed by West and Central Africa (WCA) and Asia and the Pacific (APR), NEN and Latin America and the Caribbean (LAC). The spread of committed investment in tenure security activities is similar, with 25 per cent of investment each being allocated to ESA and WCA, 10 followed by APR (20 per cent), NEN (13 per cent) and LAC (8 per cent). This highlights that tenure security is more of a priority in some countries than it is in others. As mentioned, nine projects (7 per cent of all projects) are global or interregional grant projects. Their investment accounts for around 10 per cent of the total investment in tenure security activities.



^{10.} Note that, for WCA, 16 per cent of investment can be attributed to a single project in Niger.

Results for the Near East, North Africa, Europe and Central Asia

IFAD's engagement in the Near East, North Africa, Europe and Central Asia

In 2016, IFAD's investment portfolio was spread across 18 of the 23 countries in this region. The portfolio included 34 ongoing loan projects with a total IFAD investment of around US\$754.2 million.

The Fund's work focused mainly on natural resource management and climate change, agricultural productivity and food security, rural finance and support for entrepreneurs, market access and value chain development, and young people and gender equality.¹¹

Investment in tenure security activities

A total of 21 projects were identified (see annex I for a full list of projects) that implemented tenure security activities in the region between 2012 and 2016, and an additional four projects are still under design or have not yet entered into force. The 21 projects spent around 5.3 per cent on tenure security activities. Ten projects already ongoing will be active at some point in the next five years and will spend around 5.2 per cent of their budget on tenure security measures. It is important to emphasize that any future projection is based only on projects that are already ongoing, implying that these figures are very likely to change, as new projects are being designed and will enter into force in the years to come. There are four projects under design or still to enter into force, allocating almost 2 per cent of their budget to tenure security measures. Tables 6, 7 and 8 give more details about investment by financier.

Table 6. Estimated expenditure in US\$ 2012-2016						
	Financiers	Total commitn	nent	Tenure securi	ty	
	IFAD	164 060 203	53%	10 738 012	66%	
2012-2016	Governments	52 936 959	17%	1 239 862	8%	
	Others	93 297 728	30%	4 390 485	27%	
	Total	310 294 890	100%	16 368 360	100%	

^{11.} IFAD, Annual Report 2016 (Rome: IFAD, 2017).

^{12.} Note that this apparent decline in investment in tenure security measures is due to calculation of the average, which is skewed by the large total investment in three projects, and low investment in a fourth.

Table 7. Estimated expenditure in US\$ 2017-2021						
	Financiers	Total commitm	nent	Tenure securi	ty	
	IFAD	115 080 886	48%	8 023 152	64%	
2017-2021	Governments	37 233 412	15%	1 106 756	9%	
	Others	88 773 707	37%	3 384 635	27%	
	Total	241 088 005	100%	12 514 543	100%	

Table 8. Estimated budget in US\$ for projects under design/before entry into force					
	Financiers	Total commitme	ent	Tenure securi	ty
	IFAD	79 778 083	58%	1 505 099	65%
Pipeline	Governments	16 594 457	12%	162 698	7%
	Others	41 341 751	30%	659 793	28%
	Total	137 714 29	100%	2 327 590	100%

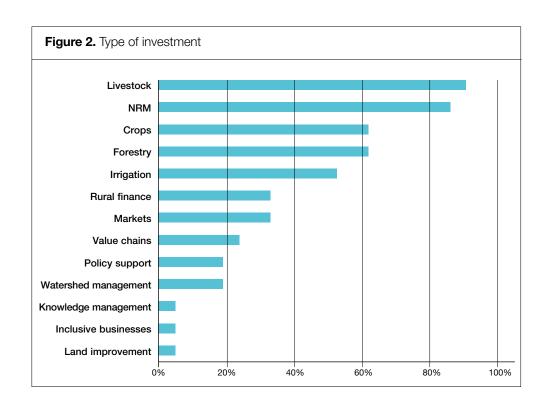
Cofinanciers

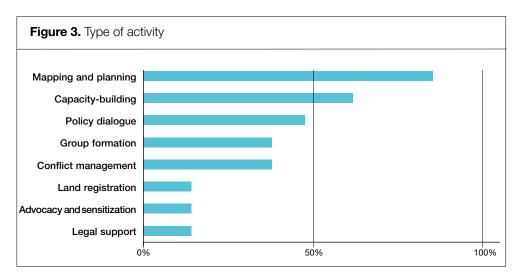
A broad variety of donors have contributed to the financing of the projects analysed. Financiers other than IFAD and national governments that contribute to the projects in this region are domestic financial institutions (six projects), the Global Environment Facility (GEF) (four projects) and the OPEC Fund for International Development (OFID) (three projects). Other cofinanciers are the European Union, the Arab Fund for Economic and Social Development (AFESD), other United Nations organizations, the World Bank Group, and France, Spain and Switzerland.

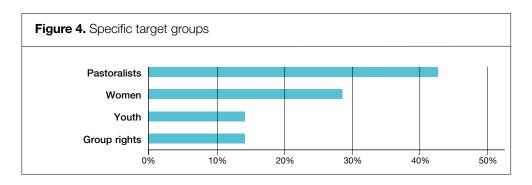
Type of investment

Figures 2 to 4 illustrate the broader scope of projects which implement tenure security activities (figure 2), as well as the specific actions (figure 3) and the target groups (figure 4). Note that categories are not mutually exclusive; typically, projects can cover multiple areas, include a range of tenure security activities and target more than one group.

Type of investment: Figure 2 illustrates the broader scope of projects which implement tenure security activities. This analysis was undertaken by assessing the area of intervention of project components. In this region, 19 projects that deal with tenure security work on livestock interventions, 18 projects on natural resource management and 13 each on crops and on forestry. Irrigation was addressed in 11 projects, and rural finance and market development in seven projects each. Other activities support value chains and watershed management, provide policy support, or work on knowledge management, inclusive businesses (public-private-producer partnerships [4Ps]) and land improvement.







Type of action: Figure 3 displays the specific tenure security activities. Eighteen projects analysed in this region undertook participatory mapping and planning exercises, 15 projects tackle land and natural resource governance issues through capacity-building activities, 10 projects support policy dialogue, and eight projects each support the formation of community groups and conflict resolution. Other activities include legal support, land registration, and advocacy and sensitization.

Specific target groups: Overall, IFAD targets the rural poor. Within this general target group, it often explicitly focuses on specific groups, namely women, forest dwellers, fishery communities, young people, pastoralists and indigenous peoples. Nine projects explicitly targeted tenure security for pastoralists, six for women and three for youth. Further, three projects supported the securing of group rights, as shown in figure 4.

Conclusions and way forward

The results of the stock-take of IFAD's activities in the field of land and natural resource governance activities are a snapshot of the IFAD portfolio of the past five years, rather than a comprehensive analysis of IFAD's engagement with the complex issues regarding tenure security, as highlighted in the first section of this report. However, it has left IFAD with a very important message: we do more than we realize! The activities here are as diverse as the region itself, but they reflect the need for support on tenure issues. More than 90 per cent of the projects in the region implement tenure security activities, with a focus on livestock. The stock-take showed that more than 40 per cent of tenure security activities specifically target pastoralists. This evidence indicates that tenure security issues to a great extent concern pastoralist communities and that there is great demand for support in these projects.

Stories from the field suggest that this modest investment (around 5 per cent of project cost) can have a great impact. However, there is a need to complement this anecdotal evidence with quantitative data, which is why the IFAD Land Tenure desk of the Policy and Technical Advisory Division (PTA), together with regional divisions and in-country partners, is putting effort into developing tools and methodologies to measure this impact.

Sharing knowledge on different levels is key to awareness-raising and capacity-building. For this reason, the IFAD Land Tenure desk, in collaboration with internal and external partners, prepares papers every year about the experiences of IFAD-supported projects and presents them at the annual World Bank Conference on Land and Poverty.

These efforts at knowledge-sharing feed into the aim of strengthening the capacity to respond to tenure activities by building a pool of expertise. As this desk study has shown, tenure issues are relevant in a variety of different project types and, in many projects, the demand for support is notably high. Providing training to IFAD staff and fostering the engagement with IFAD and external consultants will be part of building this pool of expertise.

Annex I. Projects analysed in the Near East, North Africa, Europe and Central Asia

Projects with tenure security activities

Project name	Tenure project cost (US\$)	Tenure security cost (US\$)
Eritrea	70 081 256	575 751
Catchments and Landscapes Management Project (CLMP)/Post- Crisis Rural Recovery and Development (PCRRDP)	43 701 505	224 000
National Agriculture Project (NAP)	26 379 751	351 751
Jordan	41 968 701	850 000
Agricultural Resource Management Project II (ARMP-II)	41 968 701	850 000
Kyrgyzstan	88 804 358	14 623 191
Agricultural Investments and Services Project (AISP)	23 395 000	5 868 000
Livestock and Market Development Programme (LMDP)	25 881 434	3 390 865
Livestock and Market Development Programme II (LMDP II)	39 527 924	5 364 326
Morocco	93 560 753	1 850 000
Rural Development Project in the Eastern Middle Atlas Mountain		
(PDRMO)	44 208 753	1 250 000
Rural Development Project in the Mountain Zones (PDRZM)	49 352 000	600 000
Sudan	262 545 651	9 082 277
Butana Integrated Rural Development Project (BIRDP)	29 854 975	1 500 000
Gash Sustainable Livelihoods Regeneration Project (GASH)	39 033 657	2 000 000
Livestock Marketing and Resilience Programme (LMRP)	119 096 000	2 202 222
Supporting Small-scale Traditional Rainfed Producers in Sinnar State (SUSTAIN – Sinnar)	21 192 956	1 068 914
Western Sudan Resources Management Programme (WSRMP)	53 368 063	2 311 140
Syrian Arab Republic	44 818 431	215 706
Idleb Rural Development Project	44 818 431	215 706
Tajikistan	39 785 852	4 334 506
Livestock and Pasture Development Project – I	15 780 852	1 647 306
Livestock and Pasture Development Project - II	24 005 000	2 687 200
Tunisia	132 752 023	7 773 916
Agropastoral Development and Local Initiatives Promotion Programme for the South-East (PRODESUD-II)	51 955 961	697 330
Agropastoral Value Chains Project in the Governorate of Médenine (PRODEFIL)	36 853 378	4 384 356
Integrated Agricultural Development Project in the Governorate of Siliana – Phase II (Siliana Phase II)	43 942 684	2 692 230
Yemen	46 857 507	1 038 477
Al-Dhala Community Resource Management Project (ADCRMP)	22 793 741	652 481
Total	821 174 532	40 343 824

Projects under design or before entry into force

Project name	Tenure project cost (US\$)	Tenure security cost (US\$)
Armenia	33 410 500	85 000
Sustainable Land Management for Increased Productivity (SLMIP)	33 410 500	85 000
Djibouti	17 047 791	1 019 580
Soil and Water Management Programme (PROGRES)	17 047 791	1 019 580
Egypt	80 489 000	1 020 000
Promoting Resilience in Desert Environments (PRIDE)	80 489 000	1 020 000
West Bank	6 767 000	203 010
Resilient Land and Resource Management Project (RELAP)	6 767 000	203 010
Total	137 714 291	2 327 590





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