

IFAD's support for land and natural resource tenure security



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This report has been prepared by the IFAD Policy and Technical Advisory Division to provide information about IFAD's engagement in land and natural resource governance issues in its projects and programmes. This document is part of a series of reports: five regional reports and one synthesis report, available at www.ifad.org/web/knowledge/publications.

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List of acronyms

AIAB	Associazione italiana per l'agricoltura biologica
ESA	East and Southern Africa
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
GDWGL	Global Donor Working Group on Land
GEF	Global Environment Facility
GIS	geographic information system
GLII	Global Land Indicators Initiative
GLTN	Global Land Tools Network
GRIPS	Grants and Investment Projects System
HIV/AIDS	Human immunodeficiency virus infection and acquired immune deficiency syndrome
IIED	International Institute for Environment and Development
ILC	International Land Coalition
IPAF	Indigenous Peoples Assistance Facility
LAC	Latin America and the Caribbean
LGAF	Land Governance Assessment Framework
LPI	Land Policy Initiative
LTIAF	Regional Land Tenure Initiative in the Asia-Pacific
NEN	Near East, Europe, North Africa and Central Asia
NRM	natural resources management
OFID	OPEC Fund for International Development
SDGs	Sustainable Development Goals
UNECA	United Nations Economic Commission for Africa
UNDP	United Nations Development Programme
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



Introduction

The following synthesis report presents the findings of a stock-taking exercise, undertaken in late 2015 and updated in 2017, on the support that IFAD has provided over the previous five years in strengthening tenure security measures, and on projections for the support expected to be provided over the next five years. The stock-take was based on a review of 240 IFAD-supported projects, ongoing since 2010. This includes projects that may have started more than five years ago and were completed before 2016, as well as those that may have started more recently and may be complete only in more than five years' time. The stock-take mainly involved a documentary review with subsequent validation of the information by IFAD country teams.

IFAD recognizes the importance of secure tenure of land and natural resources for inclusive rural development and poverty eradication. It is a founding member of the International Land Coalition (ILC) and hosts the Secretariat of the ILC. In 2008, IFAD's Executive Board approved the Policy on Improving Access to Land and Tenure Security. IFAD was an early and is an ongoing supporter of the development and implementation of the Framework and Guidelines for Land Policies in Africa and subsequently the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGTs).

IFAD's support in addressing access to land and natural resources is intrinsically tailored to national contexts, recognizing the many models and systems of governance. Going back thousands of years and across all regions, tenure systems evolved as a response to agroecological zones. Arid and semi-arid areas, usually characterized by grazing activities, are generally held and managed under communal or group-based tenure systems by nomadic and semi-nomadic pastoralists. Also held under communal or group tenure rights are forest areas, while arable lands are typically parcelled out and owned by families and individuals for crop production or intensive livestock farming. These have impacted how IFAD has worked on land issues.

Competition for land and natural resources is becoming increasingly challenging for many of IFAD's target groups. The pressure on land is increasing as a result of several factors, including in particular a rising world population, urbanization, land degradation, climate change, higher energy demand (biofuels) and increased demand for land from large domestic and foreign investors. When people have more secure tenure rights, they can commit to activities with a longer time frame. They are more likely to invest in their land, plant trees and use environmentally sustainable agricultural methods. Lack of secure tenure exacerbates poverty and has contributed to social instability and conflict in many parts of the world.

In this context, national policy reforms and institutional support have been developed by many countries in recent decades, strengthening regional and global initiatives addressing responsible land and natural resource governance. While some opted for market-based economies resulting in widespread land reforms, redistribution and privatization of land ownership, others decentralized collective rights to communities or attempted agrarian reforms whereby access to land was facilitated.

IFAD's support for land and natural resource tenure security is typically integrated into broader agricultural and rural development projects and programmes,¹ rather than being an investment in "stand-alone" projects. This offers opportunities for maximizing the impacts of tenure security measures on project outcomes and more generally on higher level poverty eradication and inclusive development outcomes. It also creates opportunities for strengthening the engagement of other government ministries/agencies which may have an interest in improved land and natural resource governance but may not be directly responsible for land policy implementation.

Concurrently, the integration of land-related support into broader IFAD programmes presents challenges for IFAD in identifying and estimating the amount of investment devoted to tenure security measures, as they are often part of other activities or broader components or subcomponents and not always clearly distinguishable. In addition, it can also present challenges in attributing and measuring the impact of tenure security measures on project outcomes.

The report first presents an overview of global trends affecting the tenure security of IFAD's target groups. Then, it presents an analysis of the following: the amount that has been invested in tenure security measures and projections of future investment; the regional and country spread of the investment; the type of broader project investments with which the support for tenure security is typically associated; the type of tenure security measures that are typically supported; and the specific target groups that are expected to benefit from these measures. Finally, the report presents a few concluding remarks and a proposed way forward, building on the findings of the review.

Separate full regional reports with the details on each project reviewed by country have also been produced and form the basis for the synthesis report.

1. Hereafter referred to as projects.

Methodology

The stock-take was executed as a desk study and was primarily a review of documents pertaining to all projects that were ongoing at some point from 2012, and projects that are currently under design. In total, 134 projects were identified as implementing tenure security activities. A further 11 projects under design were identified that also intend to invest in tenure security measures.² In addition, the analysis included cost estimates for tenure security activities, which are based on the information found in the project documents; all financial information was obtained from the Grants and Investments Projects System (GRIPS). Summaries of the project under review were shared with country teams for the validation of the activities listed and the cost attributed to them. More details on the methodology can be found in annex I.

2. Since these projects have not yet entered into force, it is possible that they may not go ahead, or that timing or activities could be adjusted. BASIC in Tanzania is a case in point. For this reason, they were considered separately.

Global trends: opportunities and challenges in the different regions

Rising world population, land scarcity and urbanization

A rising world population is putting increasing pressure on land, but this will be more evident in some regions than in others. Africa's population is expected to grow from 1 billion to 4 billion by 2100, with most of this growth happening in West Africa, where the population is expected to grow from 0.5 billion to more than 2 billion people. In East and Southern Africa (ESA), it is expected to grow from almost 0.5 billion to close to 1.5 billion by the turn of the century. In contrast, Asia's population is expected to grow from 4 billion to 5 billion, while the population is expected to remain at its current size in all other regions of the world.³ This implies that, while the pressure on land through population growth has mainly been experienced in certain parts of Asia, Africa will be facing a significant increase in pressure on land in the future.

Land tenure insecurity is also prevalent in the context of the HIV/AIDS pandemic. Sub-Saharan Africa has the largest concentration of HIV infection in the world, with the epidemic at its most severe in Southern Africa. HIV/AIDS-affected widows and/or orphans are displaced and their lands are often seized following the loss of their land rights, which had been held by the husband/father.

Land scarcity, in particular of arable land, and especially when combined with rapid population growth, has led to increasing conflicts and migration, particularly in semi-arid areas, with the expansion of crop production. This is the case in the Sahel and in certain parts of East Africa and the Horn of Africa, where 70 per cent of the land is classified as arid and 30 per cent as semi-arid. Africa has been identified as the continent with the greatest potential for the expansion of farming areas, followed by the Latin America and the Caribbean region (LAC). At the same time, much of the land currently used for agriculture (both crop and livestock) in Africa is considered underutilized, largely due to a lack of capital investment but also in part due to a lack of tenure security.

All regions are expected to continue to urbanize over the coming decades, with Asia and Africa urbanizing at a faster pace, which is likely to result in an eventual decline in the absolute rural population. However, in the short term, rural areas adjacent to urban areas, including small towns in many countries, are expected to experience growing pressure on land with the associated risk of loss of land and natural resource rights by poor rural people. Meanwhile, their proximity to urban markets can provide new opportunities for commercialization and improved income, which can contribute to more secure land and natural resource rights.

3. United Nations, *World Population Prospects, Volume I: Comprehensive Tables, 2015 Revision*, ST/ESA/SER.A/379 (New York: United Nations, 2015).

Agroecological zones and evolving tenure systems

Much of the land and natural resources in the developing world is held and managed under diverse tenure systems, many of which are defined by local practice or custom, that have developed over a long period of time and have often only relatively recently been integrated into more formal national state systems. Across all regions, tenure systems have by and large been shaped by the prevalent agroecological conditions. Arid and semi-arid areas, for example across the Sahel, East Africa, the Horn of Africa and Central Asia, are usually used for grazing and are more likely to be held and managed under communal or group-based tenure systems by nomadic and semi-nomadic pastoralists. Forest areas, especially in the tropics, for example in the Amazon basin and other parts of Latin America, in the Congo basin and across South-East Asia, may similarly often be held under communal or group tenure. Most arable lands in all regions (including most of Eastern Europe) are mainly used for crop production or intensive livestock farming, and are typically parcelled out and owned by families or individuals.

Most customary or local tenure systems tend to balance both community and group rights with familial and individual rights, and tend to recognize “bundles” of overlapping rights. In general, customary or local tenure systems are highly adaptive and have evolved over time, often through the influence of external forces. While these systems have traditionally protected the rights of more vulnerable members in the community, women’s rights are typically weaker and young adults are usually dependent on their elders to access land. The rapid changes brought about by colonialism and the integration of developing countries into global markets has put pressure on customary and local tenure systems, often at the expense of poorer and more vulnerable groups.

Colonial dispossession and post-colonialism

In many developing countries across the world, colonialism has had a significant impact on land access and the associated tenure systems. In most parts of Asia, pre-colonial systems were largely feudal; colonialism in these societies often reinforced these feudal systems, which were then entrenched in the post-independence era. However, communist regimes in China and Central Asian countries such as Kyrgyzstan, Mongolia, Tajikistan and Uzbekistan, and subsequently certain South-East Asian countries such as Cambodia, Laos and Viet Nam, as well as countries in Eastern Europe, introduced state ownership and collective land management. For a while, this system overlaid or suppressed earlier tenure systems. Colonialism had a similar impact on pre-existing tenure systems in the Near East and North Africa, as well as parts of West and East Africa. These systems had often combined traditional customary systems and Islamic law. In LAC and Southern Africa, but also to a lesser extent in other regions, large amounts of arable land were acquired by settlers, usually by forced dispossession and the territorial confinement of indigenous peoples, resulting in very high inequality in land ownership. Early post-independence reforms in Africa in general attempted to introduce statutory rights, as either private or collective rights, often with limited recognition or understanding of existing customary systems. In Latin America, several attempts at supporting land redistribution had mixed results, often being resisted by powerful elites.

Foreign and domestic large-scale land acquisition

The past several decades have seen increasing investment by large-scale foreign investors in land and agriculture in many developing countries, which has accelerated in the past decade or two, especially in certain parts of Africa, Latin America and Central Asia. This has led to growing concerns and negative publicity around a new wave of land dispossession. However, much of the early reporting seems to have overestimated the extent of large-scale land acquisition and many of the reported deals have failed to materialize. Estimates on the actual land acquired and utilized over the past decade vary considerably, but the area could be around 45 to 80 million hectares. While this is a relatively small proportion of the global land currently used or available for agricultural expansion, the acquisition is often localized in areas of high demand where it has sometimes had a significant impact on land availability. At the same time, there appears to be growing awareness among many large-scale investors regarding this potential negative impact, and increasing interest in entering into more sustainable and inclusive relationships with small-scale farmers and rural communities at large. This has resulted in a growing number of guidelines and other initiatives aimed at promoting inclusive business agreements, with an increasing number of such arrangements bringing positive benefits to rural communities, including in securing their land and natural resource rights.

Recent policy developments

Many countries in the developing world have made progress in recent decades to address tenure issues through national policy reforms and institutional support, although certain countries and regions have made more progress than others. Moreover, regional and global initiatives have been made to guide the strengthening of tenure rights, and good land and natural resource governance.

In the 1990s, most post-Soviet countries of Eastern Europe and Central Asia shifted to market-based economies, resulting in widespread land reforms, redistribution and privatization of land ownership. Countries in Eastern Europe have often made significant progress in developing modernized land information management and cadastral systems, with lessons being disseminated throughout the world. The privatization of land in Central Asia has at times been more problematic, especially in relation to pasture land. However, some countries, notably Kyrgyzstan, have developed good practice pasture laws aimed at recognizing the customary rights and practices of herders, including the granting of rights to herder groups.

Experience in other parts of Asia is diverse, with the focus in China being on decentralizing collective rights to communities, whereas in India significant efforts have been made to reduce land tenure insecurity and to render access to land more equitable, often while undermining customary land rights of tribal people. Similar challenges have been experienced in Pakistan and Bangladesh, but sometimes with more positive experiences in securing rights stemming from the provision of Islamic law. In other countries such as Thailand, good progress has been made in large-scale titling of land, whereas in others, such as Viet Nam and the Philippines, good progress has been made in granting group rights to forests and recognizing the rights of indigenous peoples, although there have been challenges in implementation. Some countries such as Cambodia, Indonesia and Laos have experienced challenges with large-scale land acquisitions, including a high level of associated corruption and land dispossession.

Despite ongoing attempts at land reform in Latin America, the region is perhaps facing some of the bigger challenges. In Latin America, land administration projects are focusing primarily on facilitating a land market. Several countries in the Caribbean are implementing

or preparing land administration plans, including national coast management acts. However, the policy framework in the region is highly fragmented and the significant number of different laws and jurisdictions generates a lack of harmony in the region's regulatory practices.

In Haiti, one of the countries suffering the most from a succession of natural disasters, the need for accurate and reliable information is critical, but obtaining this information is challenging in a context where land is mostly held under the principles of customary law. Attempts to implement a land reform programme, initiated in the 1990s by the National Institute of Agrarian Reform, triggered complaints while achieving some results. In the 2007 National Strategy Paper for Growth and Poverty Reduction, the promotion of agriculture and rural development is identified as one of the three pillars; however, land tenure issues are not explicitly addressed. In Brazil, numerous programmes were adopted to facilitate access to land while pursuing an agrarian reform. Despite those efforts, issues remain, particularly for landless peasants.

Land rights in the Middle East and North Africa region are affected by violent conflicts. In most countries of the region, there is significant progress in modernizing land administration, often not accompanied by land policy reforms or improvements in normative frameworks. Where land tenure regimes are multifaceted, combining a range of Islamic land approaches and customary practices, the implementation of new land policies must adapt to the diverse realities on the ground. Modernized land administration and title registration systems were introduced in Jordan, the United Arab Emirates and Lebanon. In Egypt, recent land registration reforms have clarified land rights, while facilitating land market development.

To a large extent, countries in Africa have made the greatest progress in formulating new policies and laws that recognize and incorporate diverse customary tenure systems into statutory law. However, there are often challenges in developing capacity for implementation, especially by decentralized state- and community-level institutions, and in developing modernized land information management and cadastral systems. Nonetheless, certain countries such as Ethiopia, Rwanda and Ghana have made significant progress in systematically registering land using affordable remote-sensing technologies, open-source software and community-based participatory processes.

In Africa, the Land Policy Initiative (LPI) plays a key role in the region in supporting African Union Member States and other stakeholders in harmonizing their efforts for building capacity and expertise in country-level land policy implementation. The endorsement of the Framework and Guidelines for Land Policy in Africa in June 2009 and the VGGTs in May 2012 reflects a consensus on land issues and serves as a foundation for governments' commitments to land policy formulation and implementation. In West Africa, a subregional land charter was adopted and, in Central Africa, two subregional guidelines were created regarding the sustainable use of non-timber forest products, and the participation of local and indigenous populations in the management of forests. In Asia, political coordination mechanisms and regional forums have been created and various assessment mechanisms have been developed to assess tenure security and land governance. Despite the considerable governance challenges in the land sector, in the Asia and Pacific Region (APR) there is a growing interest in supporting a regional dialogue process to develop a regional framework – a regionalization of the VGGTs – drawing on the experience of LPI. The Land Governance Assessment Framework (LGAF), the Regional Land Tenure Initiative in the Asia-Pacific (LTIAP) and the Land Reform Monitoring Framework also provide a framework for guidance and assessment, offering an opportunity for significant governance improvements at the country level.

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 investment in the different 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 on tenure security of 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 commitment		Tenure security	
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 closed in the past five years, 49 will close between 2017 and 2021, and 14 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 come into force yet, 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 projected 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 projects which are already ongoing and will close after 2016.⁴ This implies that these figures are 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	
2012-2016	IFAD	1 286 572 326	48%	77 602 042	54%
	Governments	426 654 569	16%	21 741 245	15%
	Others	994 341 899	37%	45 200 364	31%
	Total	2 707 568 793	100%	144 543 652	100%

Table 4. Estimated expenditure in US\$ 2017-2021					
	Financiers	Total commitment		Tenure security	
2017-2021	IFAD	916 396 549	47%	46 899 154	58%
	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%

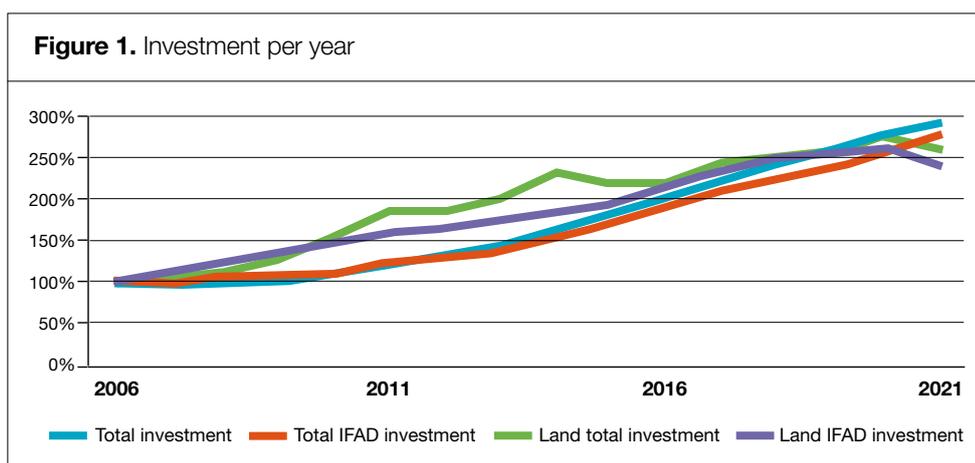
Table 5. Estimated budget in US\$ for projects under design/before entry into force					
	Financiers	Total commitment		Tenure security	
Pipeline	IFAD	574 057 283	50%	25 308 777	48%
	Governments	259 907 957	23%	9 102 926	17%
	Others	320 841 751	28%	18 868 602	35%
	Total	1 154 806 991	100%	53 280 304	100%

4. This refers to the 49 projects closing between 2017 and 2021, and the 16 projects thereafter.

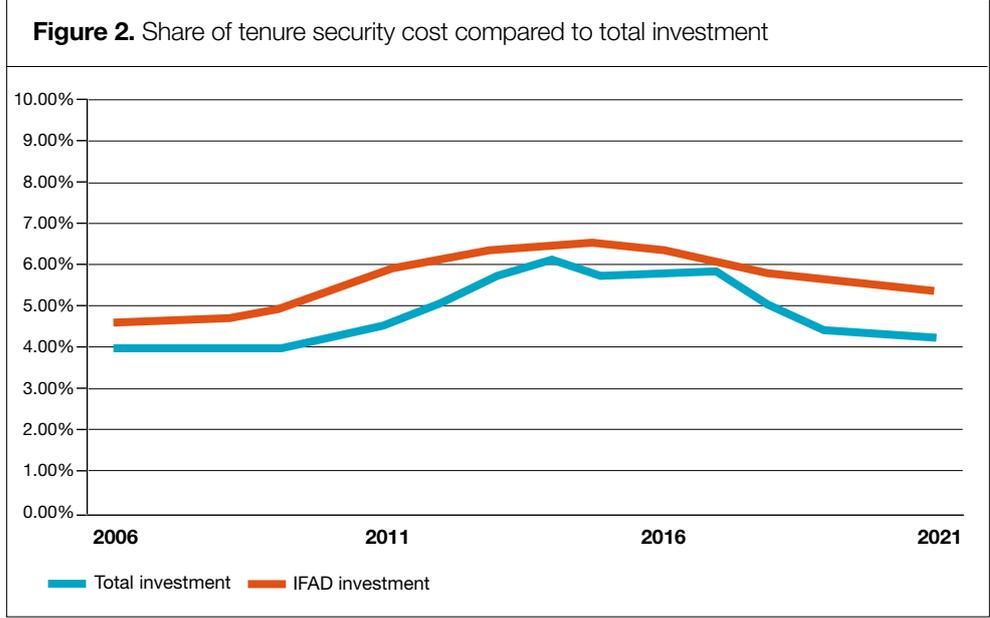
While tables 3 and 4 above show the total expenditure in ongoing projects, figures 1 and 2 below give more details about the investment in tenure security in IFAD-supported projects over time.

Figure 1 shows that the average total investment per project has more or less doubled since 2006 (from US\$4.4 million per project in 2006 to US\$8.8 million per project in 2016),⁵ and is projected to nearly triple by 2021 (US\$12.8 million per project). Total IFAD investment is following this trend. This increase may be attributed to a general trend to invest bigger amounts in fewer projects, but also to inflation. The increase in the investment in tenure security measures has been similar overall to the general trend (US\$175,000 per project in 2006, US\$390,000 per project in 2016 and US\$454,000 per project expected in 2021). However, it is noteworthy that the investment in tenure security measures from 2006 to 2016 increased at a higher pace than the total investment in projects.⁶

Figure 2 below takes a closer look at the investment in tenure security measures compared with the total project cost. The share of total investment in tenure security activities compared with the total project spiked in 2014 at 6.4 per cent. In the projects already ongoing, average expenditure in tenure security activities compared with total project cost for the next five years is lower than in the five years before. Further investigation is needed to identify the reasons for this decline. Possibilities are the implementation of less cost-intensive activities and greater financial focus on the projects in different activities, etc. Nevertheless, these figures might change as new projects are designed and approved. What is noteworthy, however, is that IFAD's investment in tenure security activities compared with its total investment in the projects is constantly higher than the total commitment of the project to these activities, and, while IFAD's average investment compared with total investment is also declining, the decline is not as steep. This suggests that IFAD is a driving force in tenure security activities in the projects it supports.



5. Data for the years before 2012 are based on the projects that came into force before and were ongoing until after 2012 (a typical IFAD project has a lifespan of six to eight years).
6. The decline of investment in tenure security measures in 2021 is only due to the closure of several projects with big land components in 2020; the figures are likely to change, with new projects entering into force in the coming years.



Investment across regions

The following section will give more detail about the investment across regions. Of the 134 projects analysed that have supported tenure security measures, nine projects are global, interregional or regional, and are all grant funded and aimed mainly at lesson-sharing, policy dialogue and partnership-building. These include the 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 (ILC), the 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 3 shows that, of the 125 projects implemented at the country or regional level, the biggest proportion is in ESA, followed by West and Central Africa (WCA) and APR, the Near East, North Africa, Europe and Central Asia (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,⁷ followed by APR (20 per cent), NEN (13 per cent) and LAC (8 per cent). 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. Table 6 gives a detailed overview of the countries in which projects are supporting tenure security activities. This also highlights that tenure security is more of a priority in some countries than it is in others.

7. Note that, for WCA, 16 per cent of investment can be attributed to one single project in Niger.

As stated before, the share of commitment in tenure security activities compared with the total project cost across all regions is around 5 per cent. As figure 4 shows, the share of investment in tenure security in WCA is almost 6 per cent above average, while the investment in LAC is only around 3.6 per cent of total project cost. The reason for this variation across regions is again subject to further investigation; the share of investment could depend on the nature of activities or on the focus of projects in the regions.

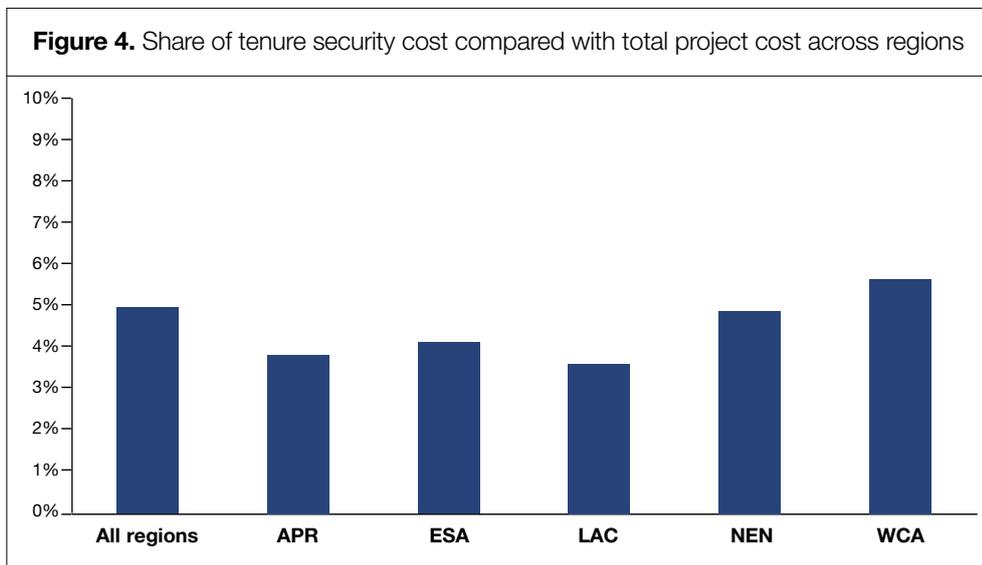
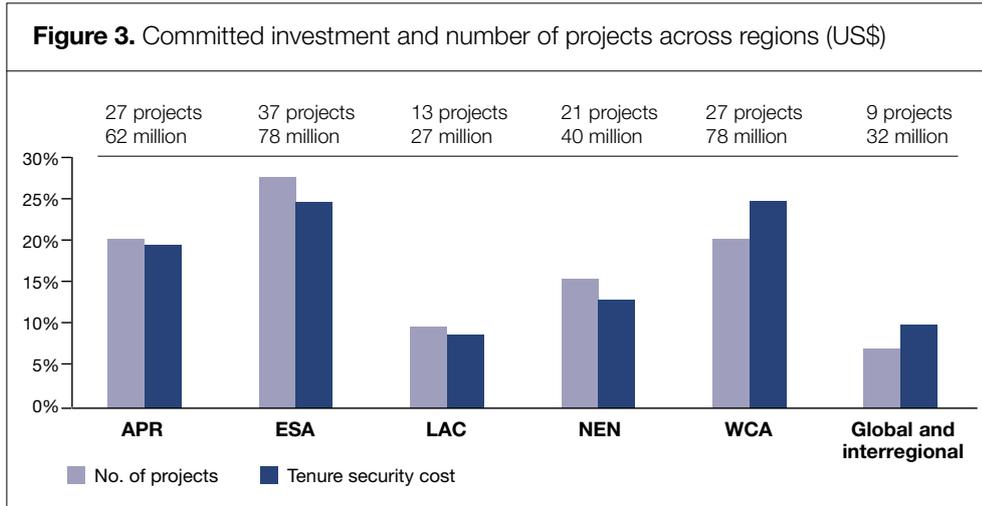
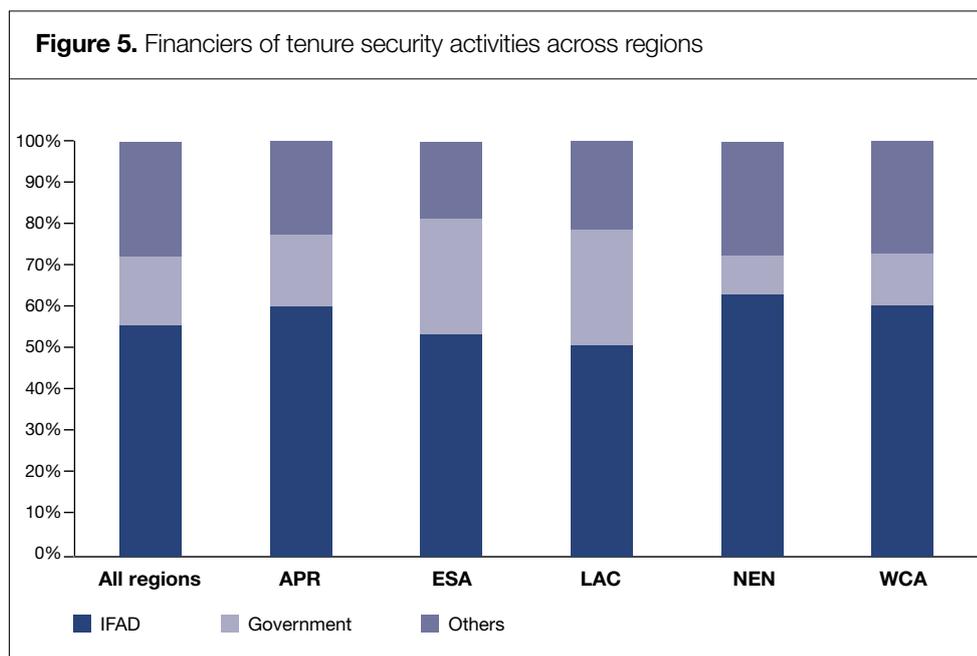


Table 6. Number of projects by country and region									
APR (13 countries)		ESA (14 countries)		LAC (9 countries)		NEN (9 countries)		WCA (14 countries)	
Afghanistan	1	Botswana	1	Bolivia	1	Eritrea	2	Benin	1
Bangladesh	3	Burundi	3	Brazil	2	Jordan	1	Burkina Faso	2
Cambodia	1	Comoros	1	Colombia	1	Kyrgyzstan	3	Cameroon	1
China	1	Ethiopia	4	Ecuador	1	Morocco	2	Chad	1
India	6	Kenya	4	El Salvador	1	Sudan	5	Côte d'Ivoire	1
Indonesia	1	Lesotho	1	Guatemala	1	Syria	1	Gambia	2
Laos	3	Madagascar	5	Haiti	2	Tajikistan	2	Guinea	1
Mongolia	1	Malawi	2	Mexico	1	Tunisia	3	Liberia	1
Nepal	2	Mozambique	3	Peru	3	Yemen	2	Mali	4
Pakistan	2	Rwanda	3					Mauritania	1
Philippines	1	Swaziland	2					Niger	5
Sri Lanka	3	Tanzania	3					Sierra Leone	2
Viet Nam	2	Uganda	2					São Tomé and Príncipe	1
		Zambia	1					Senegal	3
		Regional	2					Regional	1
No. of projects 27		37		13		21		27	

Cofinanciers

Figure 5 breaks down the investment in tenure security activities by financier. This analysis shows that, in relative terms, IFAD's contribution in APR, NEN and WCA is around 60 per cent, slightly above the global average of 56 per cent, while it is as low as 51 per cent in LAC. Also noteworthy is that, in ESA, the engagement of other cofinanciers is lowest compared with the other regions, meaning that the government contribution for tenure security activities is at almost 30 per cent. A broad variety of cofinanciers has contributed to the financing of the 134 projects analysed. The donors involved in most IFAD-supported projects implementing tenure security activities are the OPEC Fund for International Development (OFID) and the Global Environment Facility (GEF). In around a third of projects, bilateral donors were involved, with the Netherlands, Switzerland and Belgium in particular supporting tenure security measures. Other important financing partners are other United Nations organizations such as FAO and the United Nations Development Programme (UNDP), the European Union (EU), the World Bank Group and domestic financial institutions.



Type of investment and activities

Figures 6 to 8 illustrate the broader scope of projects which implement tenure security activities (Figure 6), as well as specific actions (Figure 7) and target groups (Figure 8). 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 6 illustrates the broader scope of projects which implement tenure security activities. This analysis was undertaken by assessing the area of intervention of project components. On a global average, more than 50 per cent of projects addressing land and natural resource tenure security are active in natural resource management. Another 40 per cent are implementing activities with regard to livestock, and other important categories include crops, irrigation, forestry, markets and value chains, and rural finance.

Many patterns can be seen in this figure, which often also reflect the emerging issues in the region or IFAD's regional focus. For example, it is notable that projects in LAC and NEN are more likely to be investing in natural resource management (NRM), while in NEN more than 90 per cent are addressing issues related to livestock. One of the reasons therefore is that, in NEN (many countries in North Africa and the Near East are arid or semi-arid), tenure security issues are often linked to rangeland management and pastoralists (see also target groups below).

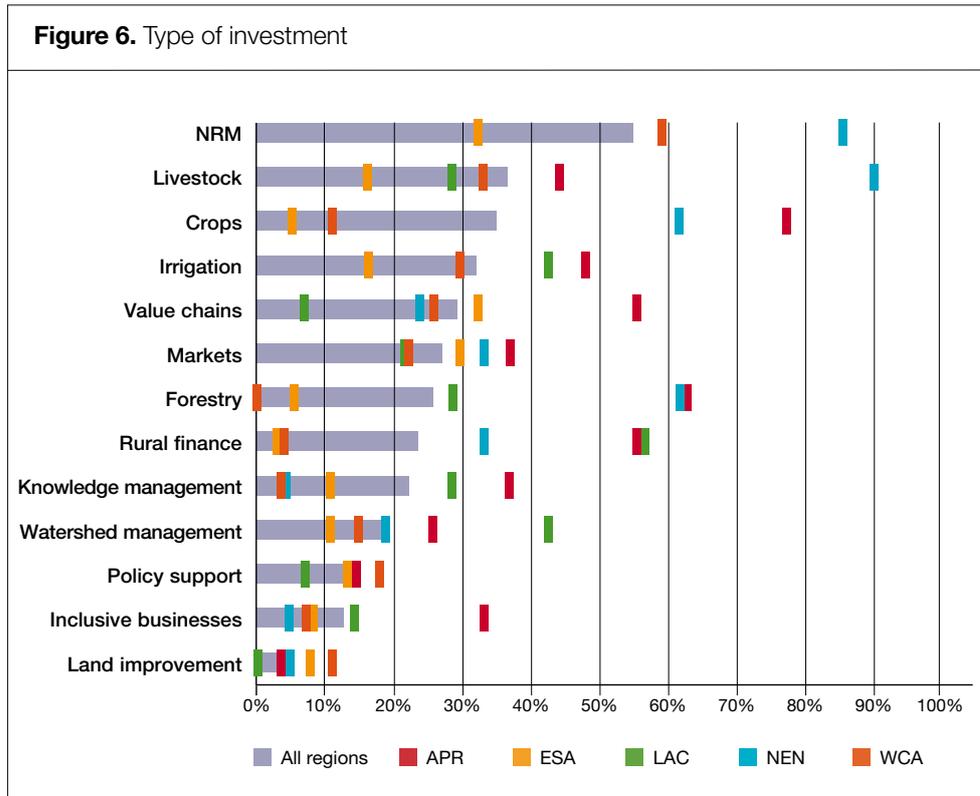
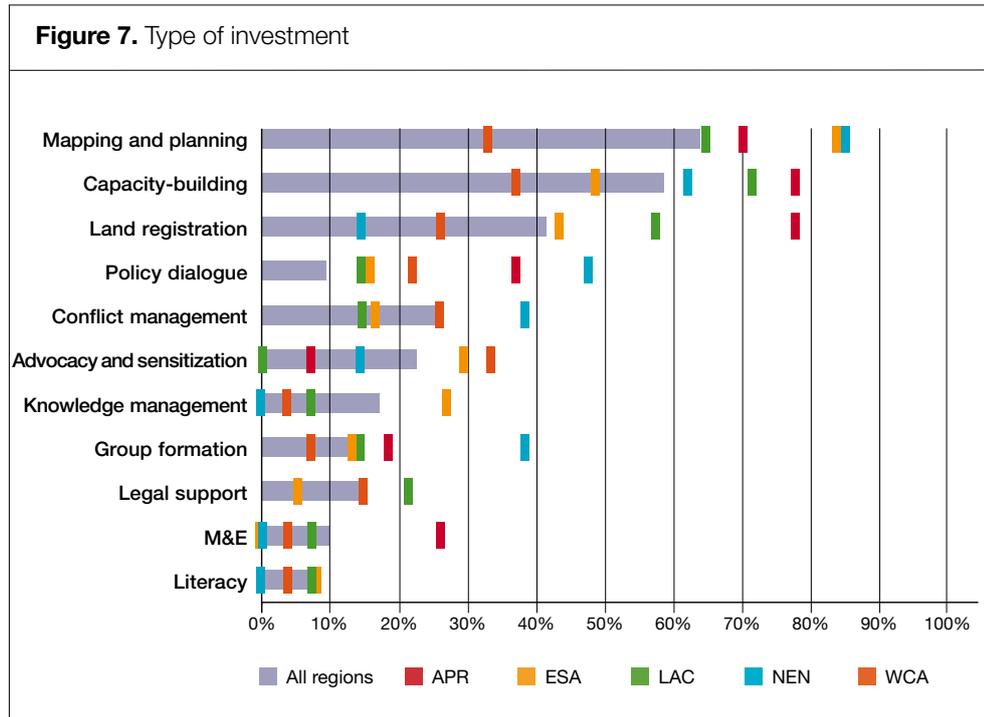


Figure 7 shows what the specific tenure security activities are. Mapping and planning (including participatory land-use planning and the use of geographic information systems) are the most prevalent activities on a global average, followed by capacity-building activities (including training of staff, training of watershed management groups, NRM user groups, etc.), land registration and policy dialogue.

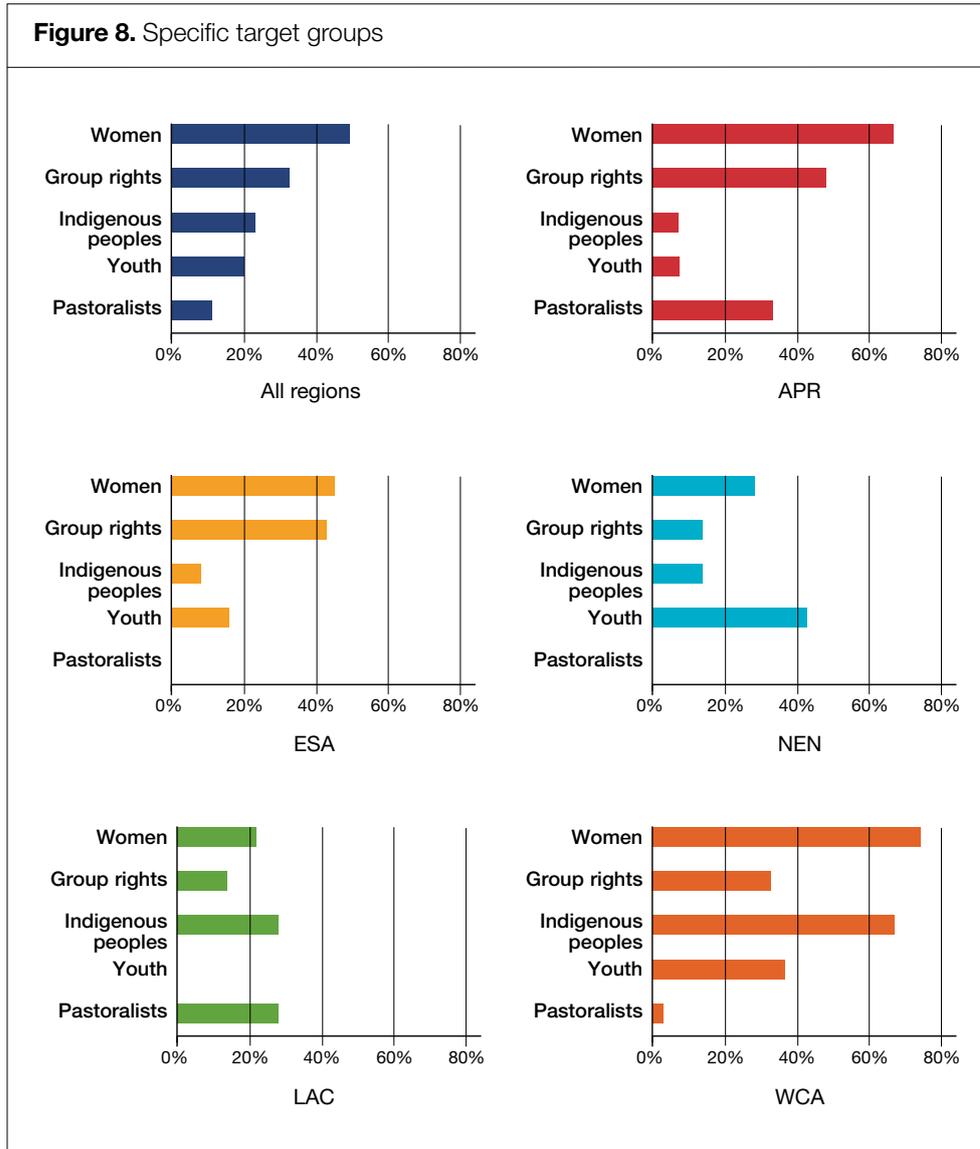
A few facts stand out. In APR, the most prevalent activity is land registration, reflecting the fact that many of the projects in APR support the recognition and registration of community land. In ESA, mapping and planning exercises are important because of the many projects that are, for example, undertaking participatory land-use planning. In LAC, capacity-building and land registration are the most frequent activities, and in WCA capacity-building and advocacy work. The figures for NEN again reflect the importance of pastoralists and rangeland management, as many groups are being formed to manage communal rangeland, undertaking participatory land-use planning.



Specific target groups

Overall, IFAD targets the rural poor. Within this general group, IFAD often explicitly focuses on specific groups, namely women and groups such as forest dwellers, fishery communities, young people, pastoralists and indigenous peoples. Across all regions, more than half of the projects support tenure security for women, followed by the securing of group rights, access to land for youth and pastoralists, and support for indigenous peoples. Figure 8, like figures 6 and 7 above, reflects IFAD's focus and general important issues in the regions. For example, in APR and LAC, indigenous peoples are being significantly more supported than in the other regions, which reflects the fact that most indigenous peoples live in APR and LAC. In NEN, pastoralists are the most important target group, while the focus on women and youth in WCA also reflects IFAD's recognition that, especially in this region, support for young people is crucial for economic development.

Figure 8. Specific target groups



Lessons learned and way forward

While investment in tenure security measures is relatively modest, it would seem, from the various reports reviewed, feedback provided by country teams and project staff, and various supervision and implementation support missions performed by the Land Tenure desk, that this support has often had a positive impact on project outcomes. However, sometimes it seems that it has not had the desired impact. Conversely, in some cases where tenure security measures were not included during design, measures had to be introduced during implementation to address challenges arising from a lack of tenure security. The review did not establish the possible impact in projects that identified tenure security as important but did not include any tenure security measures. On the other hand, some projects that did not include tenure security measures made mention of the positive impact that there had been on people's tenure security, for example, the impact that income-generating activities had on people's ability to buy land.

It would seem that, through the projects it supports and the associated knowledge management and policy dialogue activities, IFAD can play an important role in improving tenure security for rural communities and in strengthening the involvement of ministries that may not be directly involved in land policy implementation. This is especially so when ministries realize that tenure security measures have a positive impact on project outcomes. Often, the support provided can lead to innovative solutions, especially where land policy implementation is delayed. The emphasis on cofinancing also provides opportunities for strengthening partnerships with other donors and development partners. By mobilizing and empowering communities, the projects IFAD supports can stimulate demand for improved tenure security from beneficiaries, and create entry points for government ministries responsible for land policy implementation and development partners providing support for land policy implementation. Conversely, IFAD's efforts can be significantly strengthened if it strengthens these partnerships.

Expand the review: The Land Tenure desk proposes to expand and deepen the stock-take to cover more investments that may have been missed, for example "stand-alone",⁸ GEF-financed projects and projects financed by the Indigenous Peoples Assistance Facility (IPAF). Following the advice of some country teams, we may also review some of the projects that included tenure security measures and closed before 2010. The desk would also like to deepen its cross-regional and thematic analysis, for example, targeting impacts on youth, women and indigenous peoples, the interface between land and water governance, public-private-producer partnerships (4Ps) and tenure security, etc.

8. The review of IPAF-financed projects is already under way.

Improve effectiveness of impact: The Land Tenure desk recognizes that one of the key activities for the future must be not necessarily increasing the investment per project in tenure security measures, but making those measures more effective. The desk is striving to support projects in improving this impact. However, to do so better, instruments to monitor this impact must be in place.

Improve our impact assessments: The desk proposes supporting, in collaboration with regional and other divisions, a process for strengthening IFAD's ability to anticipate and assess the impact that tenure security measures can have on project outcomes and more generally on higher level development outcomes under the Sustainable Development Goals (SDGs). Assessing impacts has been identified as a key issue in the land sector and is as relevant for most if not all other development partners. A grouping of a range of development partners collaborating under the auspices of the Global Land Indicators Initiative has been effective in developing an indicator for measuring tenure security into the SDG framework.⁹ The work has included the development of a results framework for measuring inputs, outputs, outcomes and results, as well as identifying methods for the collection of metadata. More work needs to be done in particular in assessing the impacts on higher level goals. By strengthening impact assessments, IFAD could not only contribute to the process but also increase its profile in showcasing the support it provides on tenure security measures. A proposed grant to the GLTN addresses exactly these issues and aims at developing a framework for assessing, measuring and reporting the indicators of tenure security measures and their impact in IFAD-supported and other projects and programmes.

Strengthen capacity and partnerships: Based on the demand that already exists, the Land Tenure desk proposes to continue strengthening the integration of tenure security measures into IFAD-supported projects during design and implementation, and to continue strengthening the engagement of our country teams and partners in policy dialogue and lesson-sharing by developing partnerships through our membership in the ILC and the Global Donor Working Group on Land, and collaboration with various partners. The above-mentioned grant also aims at improving the knowledge and awareness of IFAD partners, IFAD-supported projects, GLTN partners and other partners on the framework for measuring impacts of tenure security.

Increase in investment: In terms of investment, it is important to emphasize that a modest investment in tenure security measures can substantially contribute to positive project outcomes. A suggested increase in investment does thus not necessarily refer to a higher level of investment by IFAD per project, but to supporting a higher number of projects. Further, through strengthened partnerships, more co-funders could be involved in supporting tenure security measures.

9. Much of the work has been coordinated by the Secretariat of the GLTN.

Annex I.

Methodology

The methodology of this desk-based study has been a work in progress, with refinements and adjustments in the data collection methods in the early stages. The study aimed at assessing the activities and related cost for all projects that dealt with land tenure issues and were active at any point since 2010, or were under design or before entry into force. An in-depth documentary review of each of these projects was undertaken. Documents used were Project Design Reports, President's Reports, Mid-term Review Reports, Supervision Reports, Project Completion Reports and working papers. An effort was made to cross-check information across different stages of the projects' life cycles to ensure that the most up-to-date and most detailed data were used. The collected quantitative data, such as the cost of the projects, were inserted in an Excel spreadsheet, while the qualitative information was captured in a summary, written for each project, listing the activities related to land and natural resource tenure, as well as the general context under which these activities were undertaken.

Cost estimation

Cost estimates related to tenure activities were extracted from the cost tabs if there were specific budget lines for tenure security activities. More often than not, tenure security activities are integrated into larger components and subcomponents and, as such, the cost of single activities is sometimes not specified or broken down into detail. In these cases, the cost was estimated by confronting the available cost breakdown with all activities listed under the relevant component. This means that, if, for a component or subcomponent, only one figure was given that summarized all activities, it was aimed at giving a cost estimate of the relevant activity by estimating the cost share that this activity has had, based on previous experiences, or on the reporting of other projects in the same country. For example, if a similar component was implemented under another project in the country and its documents specified that the tenure security activity under question amounted to a certain percentage of the component cost, a similar estimate for the project that was lacking detailed figures would be given. If this comparison across projects was not possible and all activities under the component/subcomponent appeared to have equal weight, an equal share of the cost was attributed to all activities. If not specified otherwise, the financial information on total project cost and tenure security cost by (sub)component and financier was extracted from GRIPS. The estimation of expenditure in the past and next five years is based on the average expenditure per year.

Validation of collected data

The draft summaries of each project were shared with Country Directors, Country Programme Managers and Country Programme Officers for their validation. As of May 2016, the Land Tenure desk had received valuable feedback for around 30 per cent of the projects reviewed. In most instances, country teams confirmed that information accurately represented what the projects have done or are doing in supporting tenure security measures.

In some instances, minor corrections were made. In a few cases, additional projects ongoing since 2010 were suggested for review, and these were then included in the database, and in some cases it was suggested to review projects that had closed before 2010, which might be included during a more extensive analysis.

Challenges

Among the main challenges encountered during the process of data collection was the diversity in quantity and quality of information available on tenure security measures. In some cases, this is because the measures cut across several components or subcomponents, sometimes as small interventions with modest financing. In other cases, it is because addressing tenure rights is considered politically or socially sensitive, and best dealt with in a less visible manner. Linked to this, another challenge is the asymmetry of financial information on the cost of components, subcomponents and single activities across different types of documents and in GRIPS.



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