

LEGEND

*Land: Enhancing Governance
for Economic Development*



Portfolio overview

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2016 DFID land portfolio overview

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Key messages

- DFID spending on significant, standalone land programmes amounts to around £27 million in 2016/17. This is a £10 million increase from the previous year and can be attributed to the main existing programmes scaling up their activities and disbursing more of their allocated budgets.
- Other programmes that have significant land-related components include those that target the poorest and more vulnerable, and, increasingly, those that work on forest governance. A number of urban land programmes have ended in recent years.
- Several land programmes have successfully rolled out fast-paced land registration exercises that secure women's participation and deliver land titles in their names. However, land administration processes need to ensure households see the benefit of, and are therefore willing to pay for and collect titles and continue to register subsequent land transactions.
- Analysis of land-related activities in a single DFID priority country – Nigeria – suggests opportunities exist for programmes to learn more from each other's approaches, especially on land issues that affect investments supporting commercial agriculture and infrastructure.

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Acronyms

BHHS	Beneficiary Households	LTSP	Land Tenure Support Programme
BVRio	Bolsa Verde do Rio de Janeiro	M&E	monitoring and evaluation
CBO	community-based organisation	MDA	ministries, departments and agencies
CCSI	Columbia Center on Sustainable Investment	MEP	Men Engagement Programme
CFE	community forest enterprises	MFI	Microfinance Institution
CFS	The Committee on World Food Security	MFSP	Multi Stakeholder Forestry Programme (Nepal)
CFS-RAI	The CFS Principles for Responsible Investment in Agriculture and Food Systems	MFP	Multistakeholder Forestry Programme (Indonesia)
CLST	central land support team	MOLA	Mozambique Land Action programme
CofO	certificates of occupancy	MOU	memorandum of understanding
CONCUR	Conciliation in Nigeria through Community-Based Conflict Management and Cooperative Use of Resources	MPUIIP	Madhya Pradesh Urban Infrastructure Investment Project
COPE	Creating Opportunities for Poor and Excluded in Bangladesh	NGO	non-governmental organisation
CSO	civil society organisation	NIAF	Nigeria Infrastructure Advisory Facility
DAI	Development Alternatives Inc.	NRC	Norwegian Refugee Council
DFID	Department for International Development	OPT	Occupied Palestinian Territories
DRC	Democratic Republic of Congo	PACS II	Poorest Area Civil Society programme (II)
EEP	Economic Empowerment of the Poorest	PCR	project completion report
EEU	Economic Empowerment Unit	PPP	public–private partnership
EU	European Union	RIPL	Responsible Investments in Property and Land
FAO	Food and Agriculture Organization of the United Nations	RRI	Rights and Resources Initiative
FCO	Foreign and Commonwealth Office	SAGCOT	Southern Agricultural Growth Corridor of Tanzania
FGMC	Forest Governance, Markets and Climate programme	SDG	Sustainable Development Goal
GEMS3	Growth and Employment in States – Nigeria (Component 3)	SETAPAK	Improving Governance of Land Use, Land Use Change and Forestry in Indonesia
GESI	Gender and Social Inclusion	SHIREE	Stimulating Household Improvements Resulting in Economic Empowerment (Economic Empowerment of the Poorest programme in Bangladesh)
ICF	Investment Climate Facility for Africa	SLLC	second-level land certification
IFSLU	Investments in Forests and Sustainable Land Use	SLTR	systematic land titling and registration
ILLUCBF	Improving Livelihoods and Land Use in the Congo Basin Forests	SMEs	small- and medium-sized enterprises
KADIN	Indonesian Chamber of Commerce and Industry	SOLA	Solutions for Open Land Administration
KUSP	Kolkata Urban Services for the Poor	SRO	senior responsible officer
LAS	Legality Assurance Systems	TA	technical assistance
LEGEND	Land: Enhancing Governance for Economic Development	TAF	The Asia Foundation
LGA	local government authority	UKCCU	UK Climate Change Unit
LIFT	Land Investment for Transformation	USAID	United States Agency for International Development
LPO	Land Portfolio Overview	VGGT	Voluntary Guidelines on the Responsible Governance of Tenure
LRSP	Land Rental Service Provider	VPA	Voluntary Partnership Agreement
LTRSP	Land Tenure Regularisation Support Programme in Rwanda	WfWI	Women for Women International

Executive summary

The aim of the Land Portfolio Overview is to review programmes working on land funded by the UK Department for International Development (DFID), looking specifically at the coverage, approach, effectiveness and coherence of programmes. The first Portfolio Overview was produced in 2015 and provided an overview of DFID's programmes that focus on land governance or have a major land component. This second Land Portfolio Overview provides an update on progress made by programmes over the last year and offers more detail on the main land programmes, their successes and the challenges they face. It also includes a focus on land programmes in Nigeria to explore whether there is a coherent approach to land within a major DFID priority country.

Findings

- DFID's land portfolio remains largely unchanged since the last overview, in 2015. One new programme with a land component that aims to secure land for women and poor households has been launched – Grassroots Empowerment Tanzania – but nine programmes with land components have ended. Available data suggests that spending on DFID's main land programmes has risen over recent years to reach £26.9 million in 2016/17 and the amount spent on land programmes is expected to continue rising in the near future.
- In some of the land registration and administration-strengthening programmes, there have been notable successes in rolling out land registration at a fast pace, and ensuring both the participation of women and the registration of land in their names. Programmes have achieved this by adopting targets focused specifically on gender, and by setting up teams whose focus is to ensure activities are implemented in a way that benefits women. It will be important to ensure that successful approaches are highlighted and shared; this could be a focus of future analysis by the Land: Enhancing Governance for Economic Development (LEGEND) programme or through internal cross-programme learning with DFID.
- An issue of concern in several land registration programmes is the low proportion of householders who collect their certificates. The reasons for this do not appear to be well understood, but are likely closely related to the high cost or time burden associated with collecting the title, in comparison to the perceived level of insecurity householders face. This is an area that requires further analysis to inform both needed course corrections of current programmes and the design of future programmes.
- There continue to be important challenges in building capacity in land administrations to ensure they can effectively manage higher numbers of formal land certificates that emerge from land registration programmes. As reforms to land administration require governments to dedicate more resources in the long term, building more capacity can be challenging to achieve in a context of shrinking government budgets (e.g. in Nigeria) or broader civil service reforms that limit the number of new staff that can be recruited to the programme (e.g. in Rwanda). Improving the level of service that land administration offices provide is critical, considering that a substantial proportion of households with land titles are not registering their transactions.
- Building collateral-based lending through land registration activities continues to be a difficult objective to achieve in practice, and several programmes have revised their thinking on this. There is a need for programmes to carry out in-depth research into rural credit markets and proactively address constraints; land registration programmes alone do not stimulate credit markets.
- Challenges identified in the 2015 Land Portfolio Overview continue to cause delays for some programmes. These include delays to implementation caused by political events or inertia when it comes to pursuing land reforms within government. For land programmes, slower-than-expected start-up phases have also been caused by competing suppliers contesting the award of contracts, and by capacity issues. Delays in programme start-up in Tanzania and Mozambique have resulted in limited progress in these two countries.
- Elsewhere in the portfolio, a growing part of DFID's work on land is implemented through forest sector programmes that aim to improve land governance and to recognise community rights in forests as a means to reduce deforestation and land-use change. Clarifying rights and responsibilities of degraded land to assist reforestation efforts is also an important goal of these efforts. The programmes tend to work on legislative and policy issues, but they also include work on shaping and regulating private sector investment in land. Therefore, there are potentially important crossovers with other parts of the portfolio that DFID and its Core Land Support Team can explore further.
- A review of activities on land in Nigeria suggests activity is spread across a small number of programmes working on economic development and conflict resolution. While these programmes appear to be successful in their own right, there are limited linkages made on land issues between programmes despite apparent opportunities. The main programme working on land – Growth and Employment in States, Component 3 (GEMS3) – has started important work addressing issues around land investment and has made efforts to integrate international principles on land and investment into government approaches to regulating investment in

land. There are opportunities to integrate these approaches into DFID's broader work promoting investment in infrastructure.

- There are therefore opportunities for DFID Nigeria to address land-related challenges to inclusive economic

development. These could be addressed and pursued both within a broader country office strategy, as recommended by a recent independent review, and in the design of new programmes that focus on economic development and investments in infrastructure.

Introduction

Box 1. Reader's guide

The Land Portfolio Overviews (LPOs) aim to inform readers about the approaches and progress of the UK Department for International Development's (DFID's) land programmes. The LPOs primarily target **DFID and programme staff** including suppliers and delivery partners working on land issues or in adjacent sectors, and those who commission work on land through standalone programmes or as activities that contribute to higher-level outcomes. The reports seek to highlight successful experiences and practices to inspire changes in direction of ongoing programmes, and to inform the design of future ones.

- The **Introduction** provides more detail on the Land Portfolio Overview and discusses where land features in the UK government's overall development strategy.
- **Section 1** of this report provides a bird's-eye view of DFID's land programmes, updating information from the 2015 LPO. It provides readers with summary statistics of the different types of programmes, and it highlights key developments for each programme over the last year. Readers seeking a broad understanding of how and where DFID works on land should read this section.
- **Section 2** reviews the progress of and lessons from the different programmes. It begins by discussing land registration and administrative-strengthening programmes in greater depth. Readers seeking more in-depth information on DFID's major programmes that focus on land rights and improving land administration should read this section. Subsequent subsections discuss other types of programmes in the forest and urban sector, and programmes that seek to improve livelihoods for the poorest and most vulnerable.
- **Section 3** takes a different approach by looking at work on land within a DFID focus country – Nigeria – and by exploring how programmes that work on land contribute to priorities in Nigeria's country strategy and work together in a coherent manner.
- **Section 4** concludes and provides recommendations for ongoing and future work on land.

Background to LEGEND Land Portfolio Overview

Good land governance occupies an important place within the UK Government's approach to development. While secure tenure contributes to several areas that DFID programmes work on (as discussed in this LPO), the strongest links are with DFID's objectives and workstream for economic development.

Work on land governance contributes to four of five pillars of the economic development workstream, namely:

- improving international rules for shared prosperity
- supporting the enabling environment for private sector growth
- engaging with businesses to help their investments contribute to development
- ensuring growth is inclusive, benefiting girls and women (DFID, 2015a).

However, beyond the economic development agenda, good land governance underlies other DFID policy priorities. The 2015 UK Aid Strategy (DFID, 2015a) promotes equal access to land as part of efforts to prioritise the rights of women and girls; and reports in recent years from advisory institutions within government – including the International Development Committee and the Independent Commission for Aid Impact – have included recommendations for DFID to carry out more work on land as part of its efforts to end hunger. While 2016 saw a new government, the overall emphasis of economic development, and the role of property rights within this, has remained (DFID, 2016).

Land governance also features in DFID's recently launched new agricultural strategy. DFID's Conceptual Framework on Agriculture, published in November 2015, recognises that '*weak land governance and transparency also increases the risks from private sector investment, particularly around land transactions*' and that '*effective land governance and land tenure security are also essential for both investments in and transitions out of agriculture*' (DFID, 2015b).

Land governance continues to capture global policy attention, and several changes in global development policy have taken place over 2016 that are relevant to the land sector and to DFID land programmes.

Several goals and targets on land rights feature in the Sustainable Development Goals (SDGs) global indicator framework, contributing to the goals of reducing poverty, ending hunger, and achieving gender equality and empowering women and girls (see Table 1 below).¹

1 This was developed by the Inter-agency Expert Group on SDG Indicators, and agreed to by the UN Statistical Commission in March 2016.

Table 1. SDGs, targets and indicators that reference land

Goal	Target	Indicator
1. End poverty in all its forms everywhere	1.4 By 2030, ensure that all men and women, particularly the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership, and control over land and other forms of property, inheritance , natural resources, appropriate new technology, and financial services including microfinance.	1.4.2 Proportion of total adult population with secure tenure rights to land, with legally recognised documentation and who perceive their rights to land as secure, by sex and by type of tenure
2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture	2.3 By 2030 double the agricultural productivity and the incomes of small-scale food producers, particularly women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment	N/A
5. Achieve gender equality and empower all women and girls	5.a. Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance, and natural resources, in accordance with national laws	5.a.1 (a) Proportion of total agricultural population with ownership or secure rights over agricultural land, by sex; and (b) share of women among owners or rights-bearers of agricultural land, by type of tenure. 5.a.2 Proportion of countries where the legal framework (including customary law) guarantees women's equal rights to land ownership and/or control

Going forward, countries are expected to report regularly on progress against these indicators, which existing and new DFID programmes could potentially support.

In June 2016, the Committee on World Food Security's (CFS) Open-Ended Working Group compiled reports from governments, regional initiatives and companies on progress made in implementing the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGTs). In a number of countries, governments and other stakeholders have begun implementing the VGGTs through establishing inclusive multi-stakeholder platforms that are linked to processes to reform policies, laws and systems (Palmer et al., 2016). The 43rd session of the CFS in October 2016 called for the application of VGGTs to be

monitored on a regular basis and for countries to standardise the use of quantitative indicators to allow for future quantitative analysis.

The World Bank and other donor agencies have produced several publications as part of their ongoing programme evaluation and learning initiatives. These provide insights for DFID advisers overseeing land programmes. Highlights include the US Agency for International Development's (USAID) review of its ongoing evaluations, and the World Bank's review (World Bank, 2016) of its recent land administration programmes summarising what has worked in different contexts. Several development agencies are also initiating comprehensive reviews of their land portfolios, including the theories of change that underpin their land interventions.

1. Overview of DFID's work on land

1.1 Status of the Portfolio

At present, there are 17 active programmes working on land governance.² How much is spent on land-related activities cannot be calculated easily since programmes do not report this. However, budget information for four of the five main land programmes suggests that the overall level of spending on land programmes has risen consistently since 2014/15 and this trend is expected to continue in the near future.³

Figure 1 shows that the annual budget for these programmes rose from £7.2 million in 2014/15 to £16.6 million in 2015/16 and is expected to reach £26.9 million in 2016/17.

The total value of the main programmes over their lifetime is ca. £112 million.⁴ The value of the land components of other programmes is not readily available, but it is likely to be substantial given the size of land components in some of the forest sector programmes (Figure 2).⁵

Land programmes are active in 22 countries. This includes six Asian countries (India, Nepal, Bangladesh, Myanmar, Laos and China) and 16 African countries (see Figure 3).

Programmes can be classified into one of six categories based on their rationale for working on land:

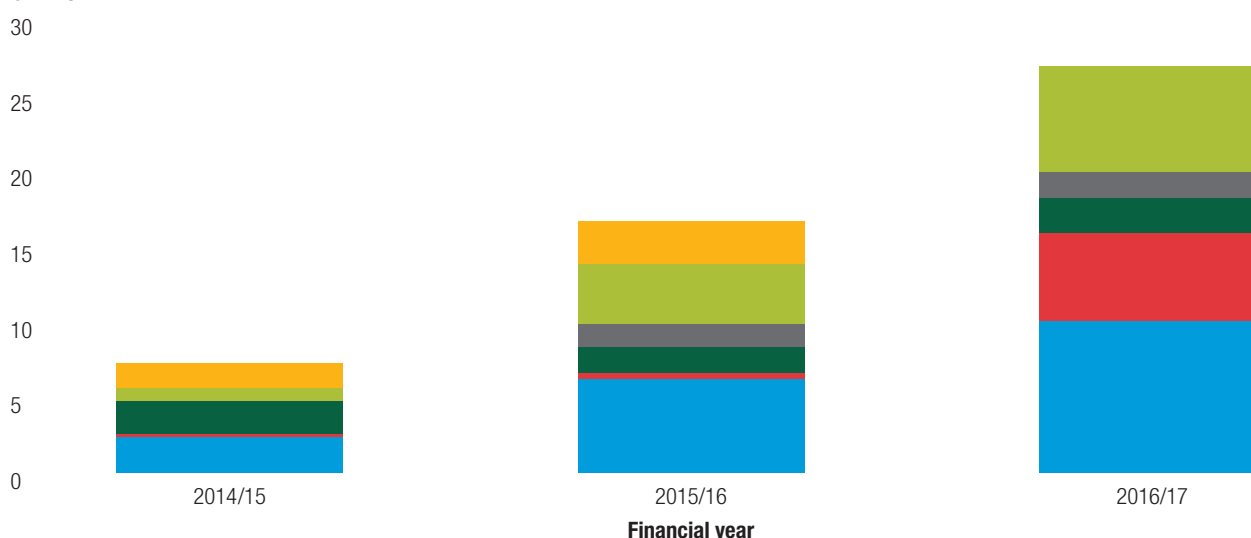
1. **Land registration and administration-strengthening programmes.** These programmes target improvements in land governance across a region or country through processes of regularisation and formal registration of tenure (generally involving mapping and adjudication of land rights, and issuing of documentation) and strengthening of national land administration institutions.

2. **Forest programmes that include a focus on land tenure issues.** This category includes forest programmes that work on land tenure issues as part of a strategy to reduce deforestation and carbon emissions, alongside promoting economic development.

Figure 1. Spending on DFID's main land programmes (2014/15–2016/17)

KEY: ● LIFT Ethiopia ● Tanzania LTSP ● Rwanda LTRSP ● Mozambique MOLA ● LEGEND ● Support to FAO for VGGTs

£ million



Source: Budget allocation figures from the DevTracker website

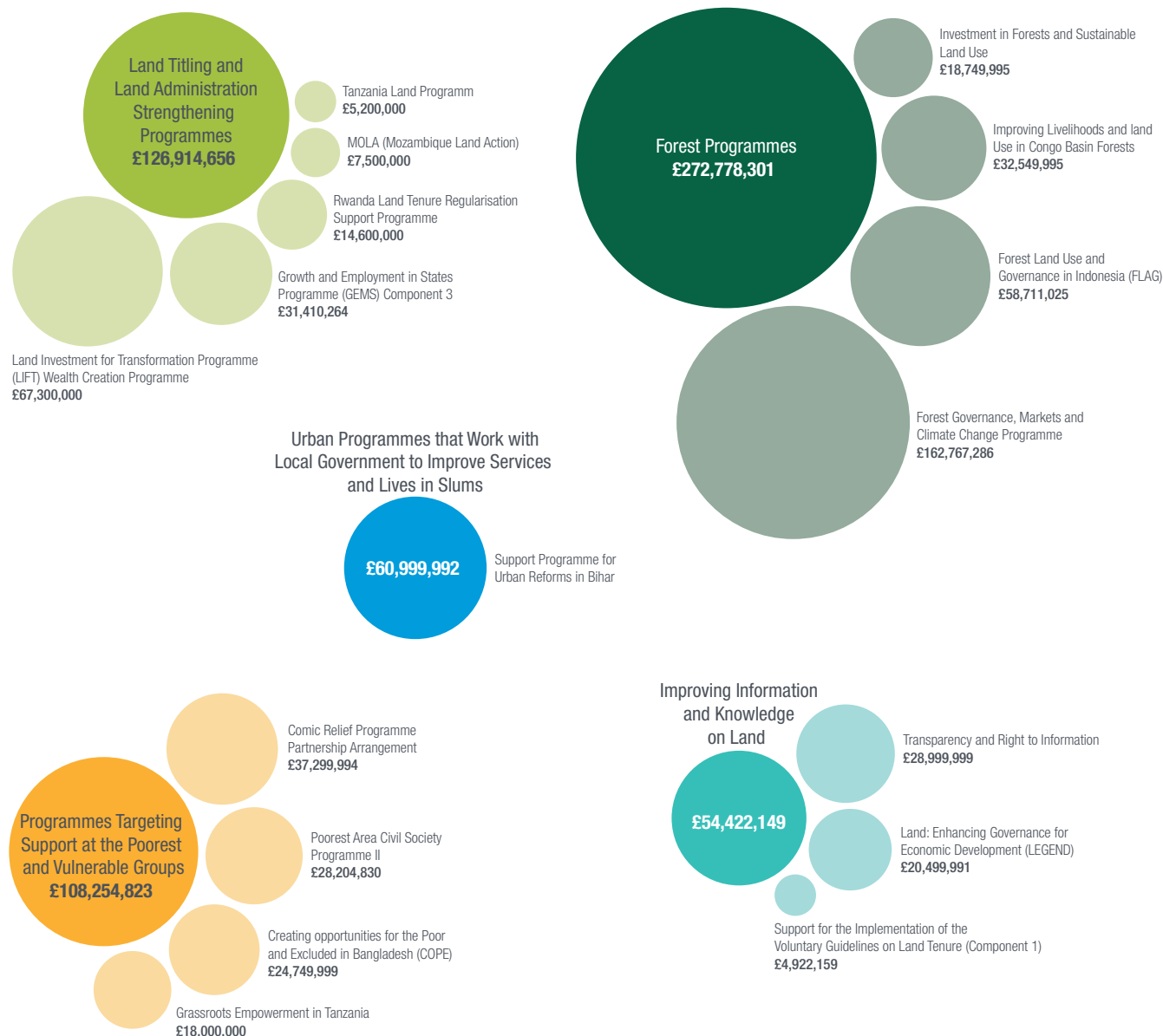
2 While we have attempted to identify all DFID programmes working on land, there may be some we have not captured in this review.

3 This includes the main land registration and administration-strengthening programmes in Ethiopia, Rwanda, Mozambique, Tanzania and two other programmes that focus on land: LEGEND and Support for the Implementation of the Voluntary Guidelines on Land Tenure. Information for GEMS3' yearly spending on land is not available and not included in the sum.

4 This does not include GEMS3 as data on the value of land programmes is not available.

5 Programmes with land components do not provide details of how much they spend on these components.

Figure 2. Budgets of DFID programmes with land components



Source: DevTracker website. Figures displayed are the total value of the programme and not the portion spent on land activities

3. Programmes that target land as part of broader reforms to improve the business climate. These programmes aim to tackle aspects of land governance and administration primarily because they inhibit an enabling investment environment. Improving land governance is expected to improve the ‘doing business’ environment and facilitate more investment by local and often also international investors.

4. Urban programmes that work with local government to improve services and lives in slums. These programmes – clustered in South Asia – work with local government to provide better access to basic services for slum-dwellers. Almost all aim to improve access to water and sanitation and try to strengthen tenure security as a means to achieve this; some also aim to improve tenure security in their own right.

5. Programmes targeting support at the poorest and most vulnerable groups. The priority of these programmes is to empower the poor and vulnerable within a society, including women. As lack of access to land is both a cause and

symptom of deprivation, these programmes aim to help vulnerable groups assert their rights, and gain better access, to land as a means of empowerment.

6. Programmes that improve information and knowledge on land. A sixth category includes programmes that promote understanding of good land governance practices, trial new approaches to regulating land and investment, and generate knowledge and learning around these issues.

1.2 Changes since the last Land Portfolio Overview

The number of programmes in DFID’s portfolio that work on land has shrunk since the last LPO in 2015: nine programmes closed between 2015 and 2016, and DFID has launched only one new programme with a land component.

The nine programmes that ended in the last year are all programmes in which land was a component (rather than

Figure 3. Map of DFID's land programmes



the primary focus of the programme). Two programmes in Africa closed: the DRC programme on improving livelihoods and access to land for women and the multi-country Investment Climate Facility; otherwise all the programmes that closed were in South and Southeast Asia. The category that has seen the largest fall over the last few years is urban programmes with land components.⁶

One new programme – GET – that focuses on empowering women and vulnerable groups has started in Tanzania, and includes a commitment to help 500,000 people (including 60% women) receive land titles. This programme will be delivered through support to civil society organisations (CSOs) that provide legal empowerment.

The main change over the course of the year has been the progress made within existing programmes. Several large programmes that had just started in 2015 are now up and running, including: the umbrella LEGEND programme; the Forest Governance, Market and Climate programme (FGMC); the Ethiopia Land Investment for Transformation (LIFT) programme and, latterly, the Tanzania LTSP programme. The Nigeria GEMS3 has also made substantial progress working in new areas under its new strategy.

1.3 Programme performance and risks

Scores

Analysis of annual reviews suggest most programmes' outputs are on track (see Annex 2). Across all programmes, the most frequent programme score is A (11 programmes), followed by A+ (8 programmes). Three programmes scored

a B (Ethiopia LIFT, the Nepal Multi Stakeholder Forestry Programme (MSFP) and the now-completed Investment Climate Facility for Africa (ICF), and one programme scored a C (Tanzania LTSP).

Several programmes have improved their scores since the last LPO. These include the FGMC (from A to A+), Improving Governance of Land Use, Land-Use Change and Forestry in Indonesia (scoring an A+ in its project completion report (PCR) compared to a previous A) and the Madhya Pradesh Urban Infrastructure Project (scoring an A in its PCR compared to a previous B). One programme – Ethiopia LIFT – has seen its score fall from an A to B in the latest annual review (2015) as implementation of a number of activities fell behind schedule.

DFID annual reviews also provide scores for individual outputs within programmes. Looking at outputs that included land activities (see Annex 2), most of these are on track: 21 land-related outputs scored an A. In most cases, the score of land-related outputs was consistent with the overall programme score; for programmes where land is one of several components, the land-related component generally achieved the same score as the programme as a whole.⁷ This finding is reassuring given concerns expressed by the last LPO that land components may be dropped if they lag behind other programme components.

Risks

Most programmes are judged to have a 'moderate' risk rating, and there has been little change in risk ratings since the last LPO. Five programmes have a high/major risk

⁶ This finding needs to be confirmed through more in-depth analysis of DFID's current funding to urban programmes, including through the new generation of urban resilience programmes.

⁷ Exceptions included the Economic Empowerment of the Poorest programme, where the land-related output scored an A compared to an overall programme score of A+, and the FGMC programme, where Output 2 indicator 2.4 scored an A compared to an overall programme score of A+.

score including two core land programmes (Ethiopia's LIFT and Rwanda's Land Tenure Regularisation Support Programme (LTRSP) and three programmes with land components.⁸ The majority of programmes (16) are rated medium/moderate risk. The only programme rated low risk is the Support for the Implementation of the Voluntary Guidelines programme.⁹

The risk for the Rwanda LTRSP programme rose from medium to high in the last available annual review (2015). Otherwise, programmes have retained their risk ratings from previous years.

Categories of risks commonly faced by programmes remain the same as those identified in the last LPO.

- Political-related risks are frequently highlighted across programmes and are a major cause of delays to programmes. These include both disturbances during elections, and changes in levels of engagement with and support from governments as officials and political priorities shift. Recent annual reviews from several programmes highlight how programmes have been unable to meet targets to reform institutions or redistribute land due to a lack of political will.
- For those that reconfigure rights on the ground – through support to agricultural investment or through land-use planning and registration activities – risks of extinguishing or diminishing rights of vulnerable households are also prominent.
- As a number of programmes attempt to open up space for dialogue on land through support to civil society partners, risks associated with failure to engage government and establish space for dialogue also feature prominently.
- Finally, as programmes work through a wide range of partners with differing levels of establishment and capacity, operational risks related to staff turnover and performance feature across a number of programmes.

The 2015 LPO included recommendations for DFID staff overseeing current programmes and designing new ones.

For the design of new programmes, the LPO recommended that results frameworks should be based upon realistic expectations and avoid leaps of faith in theories of change (e.g. in terms of income gains and/or household engagement with formal land institutions). To do so they should look to local or nearby analogous contexts for guidance when setting milestones. It also suggested that programmes should aim to capture achievements in social and economic empowerment as well as increased incomes. New programmes should also integrate women-specific approaches and targets in their results frameworks.

Only one new programme that includes activities on land (GET Tanzania) has been launched. A review of the business case suggests that although the programme has a strong focus on improving land rights for women, it does not identify links to previous and ongoing activities aiming to strengthen tenure security for women in Tanzania. As the discussion in Section 2 on programmes in Nigeria suggests, there is also a need for ongoing programmes to learn from parallel work on land being undertaken in the same country.

The 2015 LPO also included recommendations for how DFID can better monitor land-related risks when it supports investment facilities that invest in commercial agriculture and infrastructure. While this LPO has not reviewed progress on the same programmes, the review of the DFID Nigeria investment facility (NIAF) in this LPO suggests that this is likely to be an area where sustained attention is needed.

The 2015 LPO suggested DFID should consider producing additional guidance to help staff design land programmes in a way that is politically smart and can help tackle corruption. While analysis for this report did not specifically look into the need for more guidance, an examination of annual reviews and interviews revealed that there continues to be a need for broader guidance on how to design land programmes and land administration reform activities, to ensure salient issues are well understood before implementation begins. There are opportunities to provide more guidance through products commissioned under the LEGEND programme, but it is important that this guidance reaches DFID programme delivery teams.

8 Comprehensive Programme on Spatial Planning on Low Carbon Development in Papua, Improving Livelihoods and Land Use in the Congo Basin Forests, and the Nepal Multi Stakeholder Forestry Programme.

9 The full name of this programme is Support for the Implementation of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security. This has been shortened to 'Support for the Implementation of the Voluntary Guidelines' in this report.

2. Progress within programme categories

This section reviews progress of programmes using the typology of programmes introduced in Section 1. Section 2.1 discusses land registration and administrative-strengthening programmes. These programmes are analysed in more detail.

Programmes with land components are discussed thereafter. These include forest programmes (Section 2.2), business climate improvement programmes (Section 2.3), programmes supporting the poorest and most vulnerable (Section 2.4), programmes providing better information and knowledge of land governance (Section 2.5) and urban programmes (Section 2.6).

2.1 Land registration and administration-strengthening programmes

There are five active programmes in this category, as shown in Table 2.1; those reviewed in the 2015 LPO remain active, and no new programmes have started within the last year. However, within the group there are both programmes at an early stage, which have only started implementing activities, and programmes that are more advanced.¹⁰ The two programmes that have seen the most activity over the last year are the longer-standing Nigeria GEMS3 programme and the

Table 2.1. Ongoing land registration and administration strengthening programmes

Programme name	Length	Description
Growth and Employment in States Programme Component 3 (GEMS3) – Nigeria	Sep 2010- July 2017	The programme focuses on improving the land, tax and investment promotion systems in selected states of Nigeria. GEMS3 adopts an approach with a strong focus on land markets, piloting interventions which improve the inclusiveness of the land market, e.g. land titling in selected states, regulatory assessments to ensure more effective implementation of the land act. The programme widened its focus in 2014 and for the past two years has successfully expanded the land registration work and supported interventions on land issues in agricultural investment.
Land Investment for Transformation - Wealth Creation Programme (LIFT) – Ethiopia	2014-2020	The programme supports the Government of Ethiopia by providing map-based land certificates to farmers and by building capacity of land administration in four regions. In parallel, targeted interventions in rural land, credit and agricultural markets are designed to help farmers fully benefit from land certificates and translate these into economic gains. The programme aims to contribute to a 20% increase in incomes for over 500,000 households. It will also secure land ownership for 6.1 million households, of which around 70% will be headed by females or joint-registered.
Land Tenure Regularisation Support Programme (LTRSP) – Rwanda	2009-2018	Previous phases of the programme provided financial and technical support to the Government of Rwanda to demarcate, adjudicate and issue title deeds for approximately 10m plots of land across the country and strengthen the land administration system. The design promoted women's ownership of land, and participatory processes for land adjudication and disputes resolution. The current phase focuses on strengthening the land administration capacity.
Land Tenure Support Programme (LTSP) – Tanzania	2014-2017	The programme supports the Government of Tanzania to demarcate and register village and household land in two districts and strengthen village land governance institutions. It also helps to establish a multi-stakeholder group to support government to address policy issues surrounding land and investment and broader issues in land policy.
Mozambique Land Action (MOLA) Programme	2015-2021	The programme extends previous DFID-supported programming on promoting land tenure security for Mozambicans so that the government, investors and communities can share the benefits of Mozambique's natural resources. The programme has a dual focus on i) improving the economic resilience of rural-based livelihoods and ii) increasing public demand for better land administration at local level. It does this through continuing support to the Community Land Use Fund to formalise land rights, and will pilot an innovative Local Level Challenge Fund to target local authorities to develop open and transparent cadastral services.

¹⁰ The more mature programmes include the Rwanda LTRSP and the Nigeria GEMS3 programme, which have carried out the lion's share of their planned programme activities. For LTRSP, an extended phase to consolidate the gains of an earlier successful phase and raise capacity of the land administration is under way and, following a further extension, is expected to end in March 2018.

more recent Ethiopia LIFT programme. The Rwanda LTRSP programme has made some progress under a one-year extension during which DFID and implementing partners identified a new set of activities and results framework for future years.

Although programmes adopt different designs and approaches, they incorporate core activities of building the capacity of lower levels of government (usually in rural areas) to govern land by registering land rights of individuals and communities and building capacity in formal land administration so they can execute their statutory administrative functions.

This remainder of this section synthesises the main areas where programmes have made progress over the last year and the challenges they face. Three programmes receiving closer attention in this year's LPO – Ethiopia LIFT, Rwanda LTRSP and Nigeria GEMS3 – are explored in more detail, with further details available in the Annexes.

Nigeria GEMS3

Objectives and activities

Component 3 of Nigeria's Growth and Employment in States (GEMS3) focuses on improving the land, tax and investment promotion systems in selected states of Nigeria (Kogi, Jigawa, Kaduna and Kano). Running since September 2010 and due to finish at the end of June 2017, GEMS3 is one of DFID's longest-standing land programmes in the portfolio. The programme's approach has evolved substantially since its original conception; it has moved away from a singular focus on land-tenure regularisation and now has a broader aim to effect positive change across Nigeria's entire land system. Interventions now cover policy and regulation, valuation, sporadic registration¹¹ and the use of land data for development and to attract investment. Each of these interventions works as a pillar that supports an effective and transparent land-administration system. Its current set of interventions has been designed to be aligned with the Voluntary Guidelines on the Governance of Tenure.

The aim of GEMS3 is to improve Nigeria's business environment to create sustainable growth and to improve employment opportunities for poor people. GEMS3 focuses on delivering both medium- and long-term solutions designed to address long-standing constraints that exist in Nigeria's land system. These constraints – as identified in programme documentation – include:

- poorly trained and overstretched staff
- insufficient technical and human resources
- over-centralisation
- inadequate village registries, inaccessible and un-integrated central land registries and databases
- complex and high-cost formalisation of land titling, which allows elite capture of benefits at all levels
- a lack of transparency with few checks and balances to prevent corruption.

The emphasis on, and approach to, land registration has changed throughout the course of the project. Although

GEMS3 was initially focused on systematic land titling and registration (SLTR), this became less of a priority when the overall GEMS programme was redesigned in 2011. It was pursued again in 2013 through a collaboration with the President's Technical Committee on Land Reform in Ondo and Kano states, and scaled up to other states thereafter, by responding to states' demands to support titling and build capacity at the local government authority level. SLTR was expected to provide multiple benefits, including:

- security of tenure or owners through a streamlined low-cost registration process
- access to finance
- socioeconomic improvements in SLTR neighbourhoods that benefited from a formalised land market
- simplified processes within land ministries and better local land governance
- more state revenue from property registration and administration fees
- a better business environment, in which land transactions would become easier.

The initial programme design anticipated that through the provision of certificates of occupancy (CofOs) to beneficiaries, access to finance would improve, in particular for entrepreneurs. It was also hoped that through simplified access to finance, women and vulnerable groups would be able to participate in the formal finance sector. Better land administration would bring about attendant improvements which would ensure fair payment and reduce vulnerability to eviction or displacement by the elites. Work on SLTR started in two pilot states – Kano and Ondo – and was later introduced in Cross River, Kogi, Kaduna and Jigawa.

From 2013, however, it became apparent that it would not be feasible to embed sustainable land administration reform in Nigeria by relying on the programme's work on SLTR alone (see challenges section below), and the programme started to broaden its work into other areas.

In 2014, the programme broadened its collaboration in Jigawa State and started to use the SLTR process as a channel for collecting information on household characteristics and occupations to feed into local town planning exercises and monitor economic growth trends. The collection of this information created a basis for sound land-use planning, which the programme is now promoting through SLTR. The process has also been used to identify opportunities for interventions to promote women's economic empowerment.

GEMS3 has also expanded its work supporting major investments in several states, by introducing transparency standards and environmental and social safeguard systems. In Jigawa State, the programme has supported InvestJigawa – the state investment promotion agency – by carrying out land mapping to inform agricultural investment promotion and is exploring other linkages (e.g. using land data for improved tax administration). The programme introduced land mapping to help minimise the likelihood that the land that surrounding communities use for food production is identified as available for investors. It has also helped shape

¹¹ Sporadic registration refers to registering individual or small numbers of land parcels, usually on demand. Systematic registration refers to an approach in which all parcels in a designated area are targeted for registration. Because of economies of scale, the unit cost of systematic registration is usually lower; however, it requires broad agreement to participate by households in the designated area, which can be difficult to reach.

the investment promotion procedures so that these embed the Principles for Responsible Agricultural Investment.

In Kogi State, the programme has supported the state government as it established a Staple Crop Processing Zone. This activity involved both supporting partnerships with potential investors, and latterly supporting a Safeguards Framework to ensure investments comply with international social and environmental standards. As part of these efforts, GEMS3 has also taken on the role of the leading partner implementing the Land Transparency Initiative in Nigeria, which seeks to improve legal, administrative and management functions of government and lead to more transparent transactions and better commercial strategies for land. These improvements are hoped to result in further investment and growth.

Progress

SLTR

GEMS3 has made several achievements through its work on SLTR. Three of the five states the programme targets provided counterpart funding and have formulated plans to carry out SLTR across entire local government areas. With the development of a manual for SLTR and integration of new information technology and systems into state-level ministries and departments (including the UN FAO's Solutions for Open Land Administration (SOLA), capacity in land administration has improved substantially. At the time of the 2015 Annual Review, SLTR as a practice had become institutionalised in four states, and ministries in some states have adapted the practice to make it more locally relevant (e.g., in Kano).¹² The programme successfully introduced automatic signing machines, which significantly simplified the process for issuing CofOs as it meant Governors did not need to sign each certificate personally.

Going forward, GEMS3 will continue to support existing SLTR processes and, subject to resources, support and promote SLTR as a driver for land reform in additional states. As of December 2016, expressions of interest have been received by Bauchi, Taraba, Adamawa, Gombe, Edo, Akwa, Ibom, Osun and Katsina. However, its support will be light-touch and technical, and will focus on including rights of women and vulnerable groups. To create maximum impact, GEMS3 focused SLTR in a single local government authority (LGA) – Tarauni in Kano State – with the aim of producing a full dataset on land use and occupation, local livelihoods and structures for valuation and taxation. The purpose of this exercise is to provide other LGAs with evidence of the usefulness of SLTR as a tool for economic and social development planning. GEMS3 will also work more broadly to improve public awareness around land rights and formal land administration processes, and measure the effectiveness of these, using surveys. In addition to SLTR, GEMS3 has developed guidelines on the registration process to ensure that households receiving CofOs are encouraged to use the formal market for future land transactions. In accordance with international best practice, GEMS3 has also devised rules of application for the Land Use Act to simplify capacity building and encourage devolved governance following registration.

The programme faced several challenges in rolling out the SLTR:

- **Gaining acceptance of the programme's approach to land registration.** Even though the President's Technical Committee on Land Registration provided assurances that using low-cost approaches such as the general boundaries principle was legally acceptable, it took one year of persistent lobbying to secure approval from the Nigerian Institute of Surveyors in September 2014.
- **Securing counterpart funding.** Although states agreed to provide the programme with counterpart financing and human resources, the economic slowdown and reduction in public spending meant delivery of this was slower and the amount less than anticipated. While the three states of Kaduna, Kogi and Kaduna provided funding, this was later withdrawn for use in the elections and, due to low oil revenues, the new funding that has been secured has been low. While states provided counterpart staff, considerable training was needed to reach a level whereby teams could process applications at scale.
- **Low collection of certificates of occupancy.** A major challenge faced by the programme has been the capacity of states to produce and distribute certificates in line with the pace of land registration in the field. Collection of CofOs has also been low. While April 2016 figures showed that 62,565 parcels had been demarcated and 57,027 digitised in the land administration software, only 31,213 had completed public display, 13,196 certificates had been printed, and 1,748 had been issued. Since then, improvements in production and collection have been made in Kano, and it is expected that other states and LGAs will improve their processes in light of the demonstrated benefits for guiding investment decisions provided by comprehensive registration in the Tarauni LGA.
- **Weak links between certificates and access to finance.** The thinking surrounding the importance of CofOs has changed throughout the programme's life, in line with emerging evidence from the programme's monitoring. In 2013 baseline surveys in Kano and Ondo, over 60% of respondents reporting that if they had a CofO, they would use it to get a loan. Subsequent studies conducted in 2014-2015 showed a decline, with 21-24% of respondents indicating access to loans was a major factor in their rationale for applying for a CofO. The most recent survey, conducted in December 2015, showed that in fact, of those who have already collected their CofO, only 4% use it to get a loan. A November 2015 investigation into the apparent reluctance of beneficiaries to collect CofOs revealed that financial institutions do not adjust their assessments of households' creditworthiness if they possess CofOs.
- The survey also showed that in fact for 88% of the landowners, the primary reason for their interest in a CofO was security over tenure. These households claimed that having a CofO provided security against social, economic and environmental shocks, including protection against expropriation. It is unclear whether the reason for the

¹² As part of this, the programme has convinced Surveyors General in all States to accept the general boundaries principle, which makes it feasible to demarcate land at lower cost.

low rate of collection is that households believe their claims are secure even if they do not collect the titles from the registry office, or that they do not perceive their security of tenure to be threatened sufficiently to merit collecting them and paying the collection fee. While the programme recognises that requiring households to pay for certificates neither generates substantial state revenues nor incentivises collection, the State Ministries of Lands have been reluctant to give out CofOs free of charge. In response, the programme is developing payment schemes that will allow households to take out no-interest loans to pay for CofOs to ensure this is not a barrier to collection.

Progress in other activities on land and investment

In addition to providing support on SLTR, GEMS3 assists the federal and state governments to create land policies and business plans for land agencies developing property valuation mechanisms and software to support the mass appraisal of property. These will serve as a basis to increase the tax base and therefore raise internally generated revenue in several states (including Kano), where federal transfers have been reduced due to lower revenue from the oil sector.

To align procedures for commercial agriculture investment in Jigawa State with the Principles for Responsible Agricultural Investment, GEMS3 is supporting the registration of community interests in land. Activities include developing mechanisms for community registration that comply with provisions of the Land Use Act and which draw upon the SLTR procedures. This activity has involved a process of equipping the state government with the tools to identify suitable areas of land, rather than the current practice of the investor leading site identification. The principal means of doing this is by identifying what land communities currently occupy and need, and demarcating a 'buffer zone' around this area to ensure land leased to investors does not overlap with land needed by communities.

The programme aims to register community land in order to minimise risks that new land investments take place on land with existing occupants and claims. It will also explore potential for communities to lease land to investors directly. To this end, the programme has supported an amendment to the land registration law in Jigawa to facilitate registration of community land. When the amendment has passed, it is hoped this experience will catalyse similar reforms in other northern states. The programme has also helped to develop a resettlement framework aligned with the VGGT and the CFS Principles for Responsible Investment in Agriculture and Food Systems (CFS-RAI), which is currently being tested by investors and governments in northern states.

It is too early to report on whether these activities have led to successful outcomes in terms of either promoting more responsible approaches to investment or demarcating and registering community lands. This will be an important area for future programme evaluations to report on and, if successful, for DFID Nigeria to replicate in future land-related programmes.

Ethiopia LIFT

Objectives and activities

The Land Investment for Transformation Wealth Creation Programme (LIFT) in Ethiopia is DFID's largest land programme with a total budget of ca £67,300,000.

If successful, LIFT will deliver half of the Government of Ethiopia's target for land certificates and its methodology will make it one of the largest, fastest and cheapest land registration and certification reform processes in Africa (2016 Annual Review). The programme is also responsible for delivering progress against several of the targets in DFID's Ethiopia Operational Plan, including its ambition to provide economic rights directly to girls and women and promote their economic empowerment through property rights and access to financial services.

LIFT is made up of three standalone components:¹³

1. **Second-level land certification**¹⁴ (SLLC) and improved rural land administration systems in four regions.
2. An **Economic Empowerment Unit (EEU)**, which runs interventions that will maximise the economic benefits of increased tenure security to recipient smallholder farmers, including women and the poor.
3. Support to the Government of Ethiopia to make policy that concerns pastoral and other customary communal land holdings, and land allocation, more transparent and consistent with good practice and human rights obligations.

Land certification and strengthening land administration systems. This part of the programme aims to deliver land certificates to households (including joint, polygamous and female-headed households) and improve land administration systems in 140 woredas in 4 regions. Under the present phase, the programme aims to deliver **three million parcels** by 2017. If successful, a further phase could see the programme scaled up to deliver certificates to six million households of which approximately half would be female-headed. This intervention aims to spur income gains to smallholder farmers, increase the proportion of households where women have equal rights (to men) from 45% to 55%, and increase the use of organic fertilisers.

The EEU (M4P) component. The M4P component of the programme aims to ensure that farmers can maximise benefits from second-level land certification by improving their access to markets for necessary goods and services. The programme has developed four or five interventions in each of three sectors: rural land rental, access to credit, and environment and conservation agriculture. Each of these intervention areas has an associated theory of change, which sets out how actions lead to positive economic, social and environmental outcomes. Annex table A3.4 lists all the proposed interventions.

In line with its origin in the M4P approach, the EEU relies heavily on **facilitation** to instil changes in the stakeholders active in markets. It contracts informed facilitators to use

¹³ The programme also has a set of cross-cutting initiatives, programme management and M&E.

¹⁴ 'Second level' refers to the additional process of providing coordinate details (through the addition of a georeferenced parcel map) to the 'first level' certification undertaken earlier, which gave landholders a holding document containing only an estimate of the land area without specifying boundaries.

their knowledge, influence and network of contacts to bring about changes in how markets work. These are managed through the EEU, which sets specific outputs and outcomes. The programme also relies on technical assistance (TA) to carry out studies and assessments. For work on land rental markets (where market actors are not financially well established), LIFT pays for TA; where actors are financially established, LIFT provides limited support. It also makes grants to partners where these are deemed necessary to bring about desirable changes.

Progress

Progress in the second-level land certification (SLLC)

The implementation of the SLLC component encountered initial delays, in some cases due to the sensitivity of working on land issues and slow buy-in by the Government of Ethiopia. Later on, political unrest also impeded progress. These delays, in turn, had knock-on effects and forestalled linked activities. First, they prevented the implementation of the rural land administration system, which can only be introduced once certification across a whole woreda (district) is complete. They also delayed activities that were meant to aid households rent out their land or use it to access finance, as certificates were not issued.

However, since the last annual review in February 2016 the programme has managed to make up for lost time. As of October 2016, 3.2 million parcels had been demarcated and 1.6 million certificates had been processed and approved and were ready for distribution. The programme achieved this success by introducing a new system for local government that approved and printed certificates *en masse*, and an interim land administration system pending completion of the delayed national system. Given delays due to political unrest that prevented implementation in some areas, the programme has revised its interim targets and aims to have made 1.9 million certificates available by January 2017, of which 1.16 million will have been collected by households.

Progress in the EEU component

EEU activities are on track to meet 2017 targets. Despite the challenges discussed above, the programme has been able to make progress in starting policy processes and preparing manuals and regulations to facilitate the development of a formal rental market.

1. Development of mechanisms for the formal rental market. Developing the formal rental market comprises four of LIFT's thirteen EEU interventions.

LIFT's main intervention in this area is developing systems that generate and distribute information on land availability by establishing a network of trained Land Rental Service Providers (LRSPs). So far, the programme has identified providers and provided training and support to enable them to broker land rental markets. It has also developed a standard legally compliant land rental agreement that the LRSPs encourage renters and rentees to use.

To complement the support to LRSPs, a second intervention raises awareness of the rental system among both government and community members through targeted campaigns. To address the fact that existing rental contracts did not provide tenure security to either party, a third intervention aims to improve the regulatory framework to deepen the rental market and the uptake of rental contracts. A fourth intervention of funded research supports evidence-based changes of programme activities and broader land policy. Topics selected so far include research into the effects of rural land rental arrangements and regulations, benefits of joint titling, and dispute resolution for conflict.

2. Access to the credit sector. LIFT's early assessment identified that both information asymmetries between lenders and borrowers and an absence of incentives hindered banks from expanding their customer base of borrowers.

Intervention 5 promotes the development of new lines of credit for individuals: up until now, only groups have been able to access credit. LIFT is partnering with microfinance institutions in each region to implement pilot schemes which will use the certificates farmers acquire to serve as a risk-assessing mechanism. These pilots will identify what works and whether complementary products such as mandatory crop insurance are needed to make loans sustainable.

Other interventions focus on constraints to credit further upstream, including the problems microfinance institutions themselves face in accessing funds. Options under investigation include how to make microfinance institutions (MFIs) sustainable on a commercial basis. The programme is also trying to make more widely available other financial products such as saving products and agriculture-specific financing schemes such as machinery leasing.

To complement the above, an eighth intervention seeks to address information asymmetries that exist between financial institutions and customers. Activities are designed to help banks better understand farmers' credit needs, and help farmers understand products on offer, including through awareness-raising campaigns.

Successes

The programme has proved capable of carrying out large-scale land registration quickly, and adapting well to changing circumstances. However, it is still too soon to gauge how well the innovative design (i.e. pairing land certification with improving markets) works in practice, and whether it delivers expected inclusive growth outcomes. The past year has seen several successes and challenges emerge:

- Although the programme delivered fewer certificates in the last year, a higher than expected number of certificates featured women, which may in part reflect the successful implementation of LIFT's Gender and Social Inclusion (GESI) strategy.¹⁵ As of May 2016, 300,000 certificates had been issued to male headed households, and 50,000 to female-headed households.
- For SLLC, the programme has established an active feedback loop to inform how the programme is performing

¹⁵ The programme's operational manual mandates practices that must be followed when it comes to checking information, which are designed to increase women's ability to defend land claims. For example, husbands must be accompanied by their wives when coming to check their data during public display.

on gender and social inclusion. Based on findings from the GESI team, the programme has altered its communication strategy to hold women-only public meetings and is now involving women development groups, health workers and teachers when conveying SLLC messages.

- The programme has needed to formulate an approach towards registering land for polygamous households. Polygamy is common in some communities but not sanctioned under Ethiopia's secular law, and registering polygamous households presents difficulties. GESI team research has provided information on how common polygamous marriages are (ca 2%), and what strategies households have used to register wives informally. The team is developing a strategy for polygamous marriages to ensure second and third wives can benefit from the programme.
- However, the challenges in bringing about change in attitudes and behaviours in order to remedy gender inequalities are substantial given existing gender biases in land administration institutions and supporting sectors such as the judiciary. While the programme provides important training on women's land rights and raises public awareness through information campaigns, these may be insufficient to overturn prevailing social norms and attitudes in the immediate future.
- The programme has also managed to engage closely with the government. This engagement is expected to foster changes in policy that make it easier for poor households to rent land and access credit, and that make land policy more aligned with good practice and human rights obligations.

Challenges

- **Collection of certificates.** The low number of households collecting certificates was a concern over the last year: only 13% of available certificates were collected. The low rate of collection was partly attributed to the government holding fewer than the scheduled number of certificate distribution events; as regional governments hold more events in coming months, it will be possible to assess how important households consider certificates to be.
- **Low use of land administration for registering subsequent transactions.** As experience from earlier land registration initiatives in Ethiopia and Rwanda suggest, either individuals' own habits, their lack of trust in the formal land administration, or the inconvenience of the process may prevent them from formally registering land transactions once they have received their certificates. Widespread and sustained avoidance of the formal system would make the registry outdated and imperil the value of the whole SLLC component. The programme has therefore started to use 'temperature check' surveys to check if households are continuing to transact informally. This should give the programme a better sense of how much effort is needed to encourage all beneficiaries to use the formal system. Recent reviews have noted the programme needs to support the expansion of the land administration in parallel so it can process the expanding number of formal transactions and does not become obsolete.

- **Implementation delays.** A challenge for the programme is that progress depends on the local government's ability to prioritise delivery and follow the programme's timeline. For example, there have been delays in the approval and issuance of certificates and in setting up data systems for land administration. These have delayed downstream activities. The most significant challenge has been the ongoing civil unrest in Oromia caused by land-linked ethnic tensions. The resulting state of emergency has prevented activities in recent months.
- **Ensuring banks can provide access to credit.** At the time of the annual review, a key challenge for deepening access to credit was the difficulty MFIs faced in obtaining more loan capital to expand their operations. As the programme cannot influence the creditworthiness of MFIs or other factors in financial markets, this remains an area of risk that staff must monitor.

Rwanda LTRSP

Objectives and activities

The Rwanda Land Tenure Regularisation Support Programme – previously DFID's largest land programme – continues to occupy an important position in the portfolio. While the programme is in its tenth year and it completed almost all land registration activities in 2014, its main focus is now on improving the land administration system where important challenges remain, which if not addressed could jeopardise the gains made through registration.

After the end of the first phase of the programme in June 2015, DFID provided a one-year, costed extension to ensure the Rwandan government could strengthen the land administration services at the national and district level. Due to delays in launching the programme extension, the scale of activity over the past year has been lower than in previous years and the programme's end date has now been extended to March 2018. The programme also updated its logframe in 2016 to include a new set of targets, which reflect long-term goals to stimulate sustainable growth. These new targets include impact-level targets up to 2018 for **vulnerable households accessing credit**, which expects to see a 10% year-on-year growth from 2015 onwards. By 2018, the programme aims to enable 67% of Rwandan women to access land singly or jointly (currently at 63.7%), 85% of arable land to be managed against soil erosion, and 95% of citizens to feel they participate actively in local decision-making on land.

Progress

Over the course of the last year, the programme established and equipped 29 district land offices, a process which has taken much longer than anticipated.¹⁶ Building capacity of land administration staff has continued to present a challenge for the programme: although 2015 saw more staff who need training receive it, compared to 2013-2014, there is still a gap at the sectoral level.

A point of concern is that the number of households registering transactions with the district land offices is lower than anticipated. This is concerning as it likely indicates that

16 This target was originally meant to have been achieved in 2014.

a large number of households who have received land certificates are trading these informally. In 2014, only 9% of the anticipated total number of transactions were registered.¹⁷ Although the total number of registered transactions has risen in subsequent years, the proportion of transactions that are registered remains low.¹⁸

A major challenge the programme faces is that its efforts to raise staffing numbers and quality within the land sector are contingent upon the direction of broader civil service reforms. For the programme to succeed, it is important that staffing levels in the land sector grow in line with demand and that redeployment of trained staff is limited. However, this may be an unrealistic assumption: a cross-government hiring freeze in 2014/15 meant that targets for recruiting extra staff were not met, and securing adequate staff for land administration is likely to continue to be a challenge.

In terms of successes in changing economic incentives and behaviour of households, recent surveys have suggested that for a high proportion of households, land tenure regularisation has reduced the number of disputes. However, while surveys suggest households think that LTR improves incentives to invest in agricultural inputs, there is little evidence that additional investments have been made.

Tanzania LTSP

Objectives and activities

The three-year land tenure support programme (LTSP) tackles weaknesses in the land administration system that constrain efficient delivery of land services and good governance, targeting processes of how land certificates are issued and how land is leased to investors. The programme supports the Government of Tanzania (GOT), through the Ministry of Land, Housing and Human Settlements Development, to make information on land records and processes of land allocation publicly available, and clarify and address current constraints to protecting legitimate land claims. The programme has three components: a land registration component that delivers low cost and equitable land tenure regularisation to 300,000 landowners in three districts, a policy and institutional component that aims to strengthen land governance in Tanzania in part through a new advisory multi-stakeholder group on land, and a component that aims to make information on investments in land more transparent.

Progress

While up and running, the Tanzania LTSP programme has encountered delays in implementation due to staff turnover and procurement challenges. In addition, delays in programme planning have been caused by diverging views between development partners on whether the programme should go further than producing village land-use plans and carry out plot-level adjudication and registration of land for households.

The programme has, however, made progress on activities unaffected by the delays, including demarcating village

boundaries, establishing village land registries and conducting a baseline survey. It has also made advances in other areas, including trialling drone-based approaches to producing the imagery needed for land registration, and in exploring ways to increase information on large farm holdings in Tanzania.

Mozambique MOLA

Objectives and activities

The MOLA programme is a follow-on programme that builds upon DFID's earlier support on land through the Community Land Use Fund, which ended in 2014. As well as continuing support on the demand side, which supports village-level organisations to secure land and attract investment, a supply-side set of interventions support government at both the local level (municipalities, districts and provinces) and at the ministry level.

Progress

The launch of the programme has been delayed because the award of one of MOLA's components was contested. As of November 2016, DFID had launched a call for the local challenge fund component, which aims to support a programme of decentralised land governance, administration and land-use planning that will benefit farmers and businesses operating in the target area of the Beira Agricultural Growth Corridor, to complement the work of the iTC Foundation in registering community land rights, which continues to be supported by DFID and other donors.

Findings and recommendations from land titling and administration-strengthening programmes

Land registration in commercial agriculture hotspots.

Either by design or by partner country request, several country programmes target land interventions in areas designated for special attention for agricultural investment: the Nigeria GEMS3 programme targets designated Staple Crop Processing Zones in Jigawa, the Tanzania LTSP programme is working in districts within the Southern Agricultural Growth Corridor of Tanzania (SAGCOT), and the Mozambique MOLA programme will target the Beira Corridor. There are therefore important opportunities to synthesise lessons from interventions that aim to improve land governance in areas of high and competing demand. As implementation of initiatives deepens, DFID and CLST should seek to document how these experiences are working in practice to add to understanding of responsible investment.

Land registration and women's empowerment. Four DFID land programmes also share explicit goals in common,¹⁹ including making more transparent the practices of allocating land and delivering demonstrable benefits to women.

17 Against an expectation that 1.4% of all registered titles would be transacted, only 0.12% of were transacted.

18 Estimates of the size of gap vary according to different sources of data used. The latest annual review suggests that around 21% of the anticipated number of transactions were registered; a 2015 World Bank report suggests around 32% of all transactions are registered.

19 While not explicitly working to make land allocation more transparent, GEMS3 has latterly supported making decisions surrounding investment allocations consistent with the VGGT and RAI principles.

At least two of the land registration programmes (LTRSP and LIFT) appear to be successful in getting land registration documents into the hands of women. Obtaining programme-level insights into what factors have enabled success and what barriers may have contributed to failure is important for continuous learning given the importance of access to land in women's empowerment. By documenting learning, it will also be easier for other programmes to adopt successful approaches and avoid mistakes. For example, the latest GEMS3 annual review suggested the need for the programme to set clear aims for economic outcomes for women and monitor these, and that there is an opportunity to learn from other programmes what has worked well. DFID should – either through its existing programmes or separately – commission research into understanding to what extent registration of land for women translates directly into empowerment, or if this is contingent upon other factors which complementary reforms or programmes could help to provide.

Land registration and access to finance. Annual reviews for several programmes suggest there needs to be broader recognition of the fact that the link between having certificates and gaining access to finance is contingent on a host of other factors. In GEMS3, the programme and DFID Nigeria only latterly recognised that this part of the theory of change did not hold up, triggering a rethinking of the programme's approach and philosophy in 2014/15. In Tanzania, the 2016 Annual Review noted the need for the programme to further scrutinise assumptions on access to finance and to avoid raising unrealistic expectations among beneficiaries. A workstream on access to finance in the Ethiopia LIFT programme ensures the issues are more likely to be well understood and addressed, but here too a (recognised) challenge is that financial institutions themselves may not be adequately capitalised to provide loans. These findings suggest that when designing programmes that seek to use land registration to improve access to credit, DFID programme designers should analyse constraints to avoid erroneous assumptions that having a certificate will enhance creditworthiness of rural households.

Promoting the VGGTs within land programmes. The GEMS3 programme in Nigeria has produced guidance on how state-level governments can deliver VGGT and CFS RAI-compliant land allocation processes. It has also developed a knowledge hub based on the G8 Land Transparency Initiative that Nigeria adopted in 2008. In Ethiopia, recent research and design of a programme on promoting transparency in the framework of the G8 Land Transparency Partnership appears to have provided an opening to engage with governments on good practice in land governance. Close monitoring of the implementation of these, by DFID and LEGEND's CLST, to understand what drives or hinders successful uptake of this guidance may provide useful lessons for similar efforts in other countries led by country programme service providers or LEGEND partners.

Low collection of certificates and registration of subsequent transactions. Incentivising households to collect certificates and register land transactions is an issue in several programmes. Documenting the reasons for low demand and

what measures programmes have successfully deployed to raise collection rates is important to inform both ongoing programmes and the design of any new programmes. Further analysis is needed to understand if low collection rates are symptomatic of poor communication or mispricing, a (more serious) misdiagnosis of the underlying demand for land registration, or reflect households' perception that after demarcation their land is secure irrespective of whether they collect the document or not. This analysis could be the focus of a future LEGEND product on broader challenges faced by land programmes, or a specific output on this topic.

Challenges in building land administration There continue to be important challenges in building capacity in land administrations to ensure these can effectively manage higher numbers of formal land certificates that emerge from land registration programmes. As reforms to land administration require governments to dedicate more resources to land administration in the long term, this can be challenging to achieve in a context of shrinking government budgets (e.g. in Nigeria) or broader civil service reforms (e.g. Rwanda).

Slow programme start-up. Two of the three new programmes have taken longer than anticipated to get up and run. Although the business case for the Tanzania LTSP programme was approved in October 2014, the programme only began its inception stage in January 2016 and full implementation in July 2016 owing to delays in contract award and the time needed to establish a fully staffed unit. Similarly, the Mozambique MOLA programme has not begun, pending the award of the service contract. Although these start-up delays and their reasons may not be uncommon for development programmes in general, they serve as a reminder of challenges that land programmes face. These include a common requirement to design programmes that work through or closely with government land agencies, especially if this involves demarcation and registration of land. The limited pool of firms with expertise in land, and competition between firms for contracts, can lengthen procurement if award decisions are contested. Although not the only reason, this has contributed to delays in getting programmes up and running in Tanzania and Mozambique.

To avoid recurrences of these problems, DFID should ensure that internal procurement guidance is clear and adhered to, and that potential procurement-related issues are flagged early on with relevant departments. As well as making certain that information regarding its own procurement processes is openly available to all at an early stage and throughout procurement, DFID should also closely monitor national processes to ensure and factor in turnaround times for procurement both under normal processes and when decisions are contested.

Innovative programme designs. The programmes incorporate important differences in design, which bear further reflection once they have made enough progress to allow assessment. Innovative designs include the pairing of the M4P component with Ethiopia LIFT's land certification programme; the establishment of a local-level challenge fund in Mozambique to improve land administration at the district level; and the use of a multi-stakeholder group in Tanzania for the government to discuss proposed changes to land policy and law.

2.3. Forest programmes

The last year has seen forest programmes that launched between 2014 and 2015 begin to deliver activities and more information emerge on the longer-running FGMC programme. Funding for several programmes has ended, including MSFP in Nepal and two programmes in Indonesia,²⁰ although in the latter case major activities are being continued through the ongoing programmes. Ongoing forest programmes work on forest land issues in at least nine countries focusing on Asia and Africa.

Table 2.2. Ongoing forest programmes

Programme name	Length	Description
Forest Governance, Markets and Climate Programme (multiple countries) (FGMC)	2010-2021	This global programme will provide benefits for poor forest-dependent people by supporting governance and market reforms that aim to reduce the illegal use of forest resources and by promoting sustainable growth in developing countries. One of its main intended outcomes is to support adopting and implementing pro-poor land tenure reforms at national level.
Forest Land Use and Governance in Indonesia (FLAG)	2015-2018	The programme will address the challenges of deforestation and peat land degradation through investments to increase transparency and accountability, building capacity for spatial (land-use) planning, and engaging and mobilising the private sector in support of sustainable economic development. It does this by focusing on overcoming the critical governance failures in the sustainable management of forests and land use, including land governance.
Improving Livelihoods and Land Use in Congo Basin Forests (multiple countries)	2015-2020	This programme aims to improve the livelihoods of forest-dependent communities and reduce deforestation in the Congo Basin by providing support to forest zoning, independent forest monitoring, civil society advocacy and the strengthening of legal frameworks for community forestry, as well as direct investments in community forest enterprises.
Investments in Forests and Sustainable Land Use (multiple countries)	2014-2020	This programme will combine 'demand-side' actions in European and other consumer countries, and 'supply-side' actions in producer countries, to support governance and market reforms (including land governance) that reduce the illegal use of forest resources and benefit the poor.

Forest Governance, Markets and Climate programme (FGMC)

Objectives and activities

FGMC supports international activities and changes to national systems to improve forest governance and stop illegal logging across a number of countries.²¹ It does this through supporting Voluntary Partnership Agreements (VPAs) between these timber exporting countries and the European Union (EU). By signing VPAs, exporters agree to governance reforms in exchange for access to EU timber markets for legal timber. FGMC is delivered through a series of international and country-based partners that DFID supports either through memoranda of understanding (MOUs) (3), service contracts (12) or accountable grants (21).

FGMC partners support specific improvements to national systems including: increased transparency so timber can be tracked from the point of harvest; legislation changes that clarify and improve the law; independent civil society monitoring and whistle-blowing; the provision of market incentives for legal timber; and the linking of small firms to global markets.

While many of FGMC actions are global, there are also specific country-level actions that are concentrated in a number of countries where support is led by DFID. In all cases, land rights are central to many land and forest conflicts that lie at the heart of often contested forest allocation processes, and FGMC-supported partners are expected to contribute to improving policy and legal frameworks over land in each country (summarised in Table A3.2 in Annex 3). The FGMC logframe includes land-reform-related goals for each country.

Progress

The latest annual review (2016) suggests that good progress has been made on forest and land-tenure reform in several countries either directly through VPA negotiations or by using evidence to inform ongoing land reform processes. In Indonesia, partners have assisted government efforts to draft legislation that would enable forest-based communities to access state land; and in Myanmar, Liberia, and the Republic of Congo, partners either have fed into reviews of legislation directly or have supported CSOs as they did so. However, as the monitoring framework does not provide country-level reporting on land-related activities, information on activity and progress in each country is not available.

Forest Land Use and Governance in Indonesia (FLAG)

Objectives and activities

FLAG is one of three major programmes run by the UK Climate Change Unit (UKCCU) in Indonesia. FLAG supports various actions that aim to reduce deforestation rates and peat land degradation in Indonesia, which will contribute to meeting targets in Indonesia's Intended Nationally

20 Improving governance of Land Use, Land-Use Change and Forestry in Indonesia and Comprehensive Programme on Spatial Planning and Low Carbon Development in Papua, Indonesia.

21 DFID leads support in six countries: Ghana, Guyana, Indonesia, Liberia, Myanmar and the Republic of Congo, and provides support to 10 other VPA countries including DRC, Vietnam Cote d'Ivoire.

Determined Contributions (INDC).²² It aims to do this by addressing governance and market failures that impede the sustainable management of forest and land use. The programme is in its first year of operation and is on-track, although at this time it is still too early to report conclusively on progress. To date, FLAG has operationalised four major projects which are funded through accountable grants.

The sub-programmes under FLAG build on and extend initiatives pursued under DFID's previous country programmes, which included Improving Governance of Land Use and the Comprehensive Programme on Spatial Planning and Low Carbon Development in Papua. The sub-programme under FLAG that is most advanced – SETAPAK 2 – continues work that The Asia Foundation (TAF) successfully undertook from August 2015 until March 2016. The extension of the SETAPAK project supports TAF to work with 48 civil society and media partners, and with local government. Support to civil society and media aims to strengthen their ability to exert oversight and influence the actions of government and law enforcement agencies that impact forest and land governance. It will also assist local governments that want to reform their actions but lack capacity to do so.

Another sub-programme – The Conflict Resolution Initiative – (begun in December 2015) will support the Indonesian Chamber of Commerce and Industry to improve the prevention, mitigation and resolution of agrarian and natural resource management conflict by promoting effective conflict resolution, policy advocacy and public policy mediation. By doing so it hopes to improve private sector investment security, land tenure security and transparency.

A third sub-programme provides funding to the International Finance Corporation to work with the Indonesian Financial Services Authority to prepare sustainable financing regulations, and with financial institutions to implement the regulations. This aims to establish standards on environmental and social performance in financing arrangements, with an emphasis on the palm oil sector.

Progress

To date, progress has been a little slower than was initially expected, as the logframe proposed highly ambitious and in some cases unrealistic targets and diligencing new partners also took longer than anticipated. Some unanticipated changes in Indonesia's political economy, such as the merging of the ministries of the environment and forestry, have also caused some unexpected delays. Staff mobility and availability of assets on the market were also restricted by political unrest that took place between January and March 2015. Most efforts to date have been focused on negotiating accountable grant agreements and mobilisation of individual projects.

Improving Livelihoods and Land Use in the Congo Basin Forests

Objectives and activities

The programme 'Improving Livelihoods and Land Use in the Congo Basin Forests' aims to reduce poverty and deforestation

rates across five Congo Basin countries,²³ improving land-use governance that supports forest dependent communities. It comprises three components:

- In the DRC, the partner Rainforest Foundation will support pilot community forests, which, with the passing of the new Community Forest Law, have become a new legal entity in the DRC. The programme will support both the central government agency charged with developing the community forestry strategy and non-governmental organisations (NGOs) to expand the policy and institutional environment. By 2019, work under this component aims to have supported the designation of 10 community forests, covering 500,000 ha.
- At the regional level, a consortium of international and national NGOs will facilitate the improvement of governance frameworks for community forestry livelihoods through supporting research, dialogue and advocacy. This will target frameworks that shape community rights and participation, business development opportunities and market access. The consortium will support community forest enterprises (CFEs) to secure business opportunities, market access and technical and financial support, and community forest groups to claim and protect their rights to forest resources.
- The programme also supports the development of a new results-based funding mechanism – Dryad – to deliver support to CFEs. This component involves creating a set of social, environmental and economic indicators for CFEs to perform against and which will serve as a means to secure funding.

The programme's theory of change is that securing rights to land and resources, combined with successful community-based forest models that inform land-use planning processes and decision-making, can bring both benefits to local people and reduced deforestation rates. In all target countries, weak customary tenure rights undermine the potential success of community forest allocations and enterprises.

Progress

The programme is still in its first year, and focus so far has been on reinforcing awareness of the need and the rationale for the programme, staff recruitment, stakeholder engagement, identification and mobilisation of activities, due diligence of partners and policy dialogue with the new Central Africa Forest Initiative. In April and May of 2016 a DRC and Regional Consortia of national and international NGOs were established (respectively) to facilitate the improvement of governance frameworks that enable equitable and sustainable community forestry livelihoods across the region. Time was needed for the consortia to form and identify leads and to ensure good consultation and consensus between consortia members. The Dryad component, launched in August 2015, has now been operating for a full year and is on track to support 30 CFEs, having screened business ideas from community forest groups.

22 INDCs set out countries' proposed contributions to cutting down greenhouse gases under the UN Framework Convention on Climate Change.

23 Republic of Congo, Central African Republic, DRC, Cameroon, and Gabon.

A main recommendation from the first annual review (2016) is for the programme to maintain focus on strengthening consultation in land use through multi-stakeholder platforms and monitoring initiatives to increase transparency in land-use allocations. This is important given the prevailing trend to allocate land to concessions in untransparent processes.

Investments in Forests and Sustainable Land Use

Objectives and activities

The Investments in Forests and Sustainable Land Use (IFSLU) Programme aims to facilitate a process of change through supporting a series of public-private partnerships to show how stakeholders can work collaboratively to reduce deforestation. The programme is being implemented in collaboration with the World Economic Forum, which hosts the Tropical Forest Alliance secretariat. This is the first time DFID has worked in direct partnership with the World Economic Forum, which has a recognised position as a world leading convenor of businesses.

Working with global market trends for various commodities such as timber, palm oil, beef, and soya, the IFSLU aims to have a transformative impact on the production of agricultural commodities that are currently associated with deforestation. The programme works at a global level, specifically in developing countries (unspecified).

Progress

IFSLU is still in its first year and so far has been devoted to establishing programme implementation arrangements. With the necessary arrangements now ready and in place, the programme is on track to mobilise and begin to deliver against milestones in 2016.

Observations on forest programmes

As forest programmes have substantial funding for improving land governance, there is a strong case to better understand their progress and performance, and explore linkages with land titling and administration-strengthening programmes.

Countries that may benefit from further targeted attention due to their coverage by several programmes include Indonesia, DRC, and the Republic of Congo.

Table 2.3. Completed forest programmes

Programme	End date	Comment
Improving governance of Land Use, Land-Use Change and Forestry in Indonesia	July 2015	Superseded by new forest and land-use governance programme in Indonesia
Comprehensive Programme on Spatial Planning and Low Carbon Development in Papua, Indonesia	March 2016	
Multi-Stakeholder Forestry Programme (Nepal)	July 2016	Only the first phase of the programme has officially ended. However, the latest annual review suggests DFID may not continue to support the programme.

2.3 Programmes that target land as part of broader reforms to improve the business climate

Table 2.4. Ongoing business climate reform programmes

Programme	End date
Investment Climate Facility for Africa	December 2015

Completed programmes

Aside from GEMS3 (covered below), ICF was the only programme of this type operating in recent years. The rationale for ICF's support to land administration was that reforms would reduce transaction costs which would contribute (alongside parallel activities) to improving investor confidence and investment across the economy. ICF projects were mainly implemented in smaller countries that harboured a stronger willingness to reform their business climates (e.g. Rwanda, Sierra Leone, Senegal). Under its focus of 'property rights and contract enforcement' (which accounted for 36% of all investments), ICF delivered projects to reduce the waiting time, number of procedures and overall costs of carrying out land transactions.

Much of this work involved supporting the establishment of registries and databases or connecting these.

- System improvements to processes for registering and transferring land were introduced in Burkina Faso, Rwanda, Sierra Leone and Tanzania. Through the support provided in Burkina Faso, the waiting time for transferring property was reduced from 182 to 88 days.
- In Rwanda, ICF supported the computerisation of the Land Information Administration System, which was credited with improving titling and mortgage registration.
- In Sierra Leone, ICF supported the government through a programme to reduce time and cost of land registration, which the ICF's completion report credits with spurring an increase in the number of land registration applications from 2011 to 2013.²⁴
- In Tanzania, ICF supported the government through a study into the possible structure for a new Land Bank. As a result of this, ICF documentation claims various sites were identified as potential land parcels for investment, which were subjected to an Environment Impact Assessment.

Since December 2014, ICF been under a no-cost extension to allow it to complete outstanding projects. During this period, the programme also designed a second phase, but due to concerns of insufficient funding, the cost structure, and governance arrangements, DFID will not provide support to the next phase. As ICF struggled to deliver projects within allocated timelines, the overall mode of delivery was deemed inefficient and undermined value for money of the approach, which resulted in the project being awarded a B in its PCR.

Findings from reviews raise questions about the validity of some of the assumptions that led to the adoption of the ICF structure. These are likely to be valid for future similar initiatives.

²⁴ More recent figures for 2015 show a fall, which the ICF completion report attributes to the Ebola outbreak stemming applications.

The design expected that i) board members would assist in acquiring projects and facilitate contacts to make project approval and delivery more efficient. As a result, the operational team was kept lean, and ICF operated on a demand-driven approach (i.e. without a strategy for making interventions based upon needs assessment); ii) the private sector would provide advisory and financial assistance to the ICF (KFW, 2015). Neither of these assumptions held. The demand-led approach also meant that most of ICF's investments focused on smaller countries with a strong willingness to reform. This in turn discouraged significant investment from the private sector contributors who were more interested in pursuing reforms in larger markets with larger potential customer bases.

The final impact evaluation of the ICF programme's interventions has been commissioned, but this is not yet available and it is therefore not possible to comment on how the overall set of interventions – and those in land specifically – contributed to an improved business environment and pro-poor outcomes. A key issue flagged in the PCR concerns the extent to which ICF interventions are additional to ongoing initiatives.

This experience and the subsequent review prompt several recommendations for other programmes that provide demand-led interventions targeted at improving processes in land administration:

- The types of reforms targeted by these interventions are unlikely to have clear linkages to poverty reduction. The primary beneficiaries of these programmes are businesses, and while it is assumed that less cumbersome land registration will yield more economic activity and jobs, these benefits may not materialise, and are difficult to observe if they do.
- Similarly, it is not clear that the changes pursued by these programmes lead to systemic changes in land administration that benefit other target groups.
- Finally, it is not clear that the projects pursued would not have occurred in the absence of the programme. Many of the interventions appear to have been add-ons to ongoing interventions, and therefore have not provided catalytic changes. Given the high transaction costs in identifying and designing interventions, there is a substantial risk this approach offers low value for money.

2.4 Programmes targeting support towards the poorest and vulnerable groups

Three of the active programmes that were included in the last Portfolio Overview have ended over the past year. These include **Improving livelihoods for 6,000 marginalised women in DRC and supporting their access to land**, DRC, and **Economic Empowerment of the Poorest**, and **Creating Opportunities for Poor and Excluded** programmes in Bangladesh. One newly established programme, GET Tanzania, and a programme that was not identified in last year's LPO, Poorest Areas Civil Society (PACS) programme II, have been added to the list of active programmes in this category.

Table 2.5. Ongoing programmes targeting poor and vulnerable groups

Programme name	Length	Description
Grassroots Empowerment in Tanzania	2016-2020	This programme aims to improve governance, inclusive development, and quality of life for Tanzanians through increased access to justice and empowerment to promote, influence and monitor inclusive economic and social development policies. It aims to secure land tenure through accessing land titles for 500,000 poor people.
Poorest Area Civil Society Programme II, India	2009-2017	The programme aims to help 9 million women and members of socially excluded groups to claim their rights and entitlements more effectively. Several supported CSOs work on land-related advocacy including supporting groups of poor people claiming land under land reform initiatives.

Performance of ongoing programmes

Poorest Areas Civil Society Programme II

Objectives and activities

This programme, which runs from 2009-2017, aims to help 9 million women and members of socially excluded groups (scheduled tribes and castes, people with disabilities) across India claim their rights and entitlements more effectively. It works in 90 districts of seven states with low human development and economic indicators. The programme supports CSOs and community-based organisations (CBOs) to make government services more inclusive for disadvantaged groups and has supported a network of 16,000 CBOs representing 250,000 individuals. Its approach has been to help them use provisions from progressive legislation to advocate for better access. While most advocacy focuses on employment, health and education, around 25% and 18% of CSOs also work on forest and land rights respectively.

Although the programme does not target land-specific achievements, as improving access to land provides major gains for disadvantaged households, several CSO initiatives have successfully developed land-related advocacy interventions. For example, in Bihar and Jharkhand the partner NGOs have facilitated collaborative platforms of government and civil society partners including the Bihar Land Reform Core Committee and Jharkhand Van Adhikar Manch in Jharkhand to address issues of discrimination and exclusion through provisions in the Forest Rights Act. The Land Reform Core Committee in Bihar prepared a roadmap and action plan and two campaigns²⁵ to strengthen rights to homestead

25 The first campaign, 'Operation Basera', is for granting homestead land titles to all families who have the land but not the legal title. This campaign also has provisions for purchase of land and its distribution to those not having homestead land. The second campaign, 'Operation Dakhal Dehani', is for ensuring possession of land to those who already have land titles for agriculture land distributed by the government in the past, through ceiling surplus and Bhoodan, but do not have the possession of the land.

land, and settle cases related to enforcing land ceilings and redistributing surplus land, and providing documentation to households who received redistributed land but no titles.²⁶ The districts were asked to ensure that landless families would have legal titles for land following the settlement of cases on ceiling surplus or *Bhoodan* lands and display the list on the website of district administration. In other states including Uttar Pradesh and Madhya Pradesh, the programme has helped households make claims for land for resettlement following flooding.

Completed programmes

As the two programmes from Bangladesh – COPE and EEP – finished in late 2016, ex-post evaluations of performance are not yet available. Both programmes appear to have faced challenges in meeting targets to improve access to land. In 2015, the EEP programme support from the EEP programme helped 23,207 disadvantaged households gain access to around 5,100 acres of *khas* land.²⁷ The NGOs involved ran a series of activities to ensure land reached vulnerable beneficiaries, including through working with local governments to draw up ranking criteria, and once land had been distributed, to provide start-up grants to make land productive. As anticipated, the programme has not been able to sustain progress made in earlier years,²⁸ partly because *khas* land is not available throughout all regions the programme works in. Similarly, although Creating Opportunities for Poor and Excluded in Bangladesh (COPE) has achieved other targets for improving access to public goods, resources and services, it has not managed to deliver against targets for redistributing *khas* land.

Review of a completed²⁹ programme: The Women for Women International programme in DRC

Objectives and activities

Women for Women International (WfWI)'s DRC programme provides women with vocational training in agriculture and business skills and helps them make use of these skills to earn sustainable incomes. Recognising improved skills alone was insufficient to create an environment in which women were empowered and could prosper, the programme also aimed to improve access to land³⁰ and credit and counter sexual and gender-based violence. To this end, DFID funded WfWI to add to its standard approach a Men Engagement Programme (MEP) and an advocacy component. The former involved training male community leaders and members on the importance of women's rights.

Progress

The programme's performance has been rated consistently high. The latest annual review found that by helping to generate data, and helping CBOs and CSOs use it, they strengthened their ability to negotiate with government to improve service delivery. In the land sector, the use of

technology including satellite-imagery-assisted mapping of land claims has helped generate an evidence base to support redistribution of land.

The final evaluation (CDF, 2016) found that the programme was well designed considering its objectives, and was well implemented. In terms of design, the inclusion of components focusing on engagement with men (Men Engagement Programme) and microfinance (Village Savings and Loan Associations) were especially relevant to the programme's success and sustainability. However, given the limited success of efforts to change attitudes, the evaluation recommended more work be done on advocacy, targeting men in particular.

The Men Engagement Programme (MEP) has met with mixed success. The approach – which was trialled here first – was gauged as a useful addition to WfWI's standard practice and recommended for expansion elsewhere. However, the programme encountered several challenges in engaging men, including missing the target number of men who received training on women's rights (1,000 men, including 100 leaders, of the 1,500 targeted, of whom 150 were leaders). In turn, the corresponding target for the number of graduates who articulate a change in knowledge and attitudes regarding women's rights was also missed: 70 graduates articulated changes in attitudes compared to a targeted 120.

In terms of impact, the programme led to an increase in income and more women exercising their rights. The final evaluation found that against an anticipated 70% of women having access to land at graduation, in reality 90% of women had access to land. However, the evaluation also noted that prevailing attitudes regarding women's rights to land had not shifted, and more advocacy work was needed to achieve this.

The evaluation also noted that the stipend equivalent to US\$10/month which WfWI provided (using non-DFID funds) was an important reason for women to participate in trainings, and helped them to implement recommendations given by the programme e.g. in agricultural interventions. As the programme will continue with funding from other sources after the DFID programme finishes, many of the benefits the programme promotes are likely to continue. However, it appears that women are currently dependent upon the programme, and there is no mechanism for them to enjoy access to equivalent resources once the whole WfWI programme comes to an end.

Using a similar approach but in a different context, Grassroots Empowerment Tanzania will provide funding to strengthen Tanzanian CSOs and coalitions to better work with some of the most poor and marginalised citizens to promote and protect their rights and strengthen their engagement with the government. As part of the programme, CSOs will assist 500,000 people (60% women) to access land titles to improve tenure security. This programme has not yet started, so there are no further details on design selection or progress in implementation at this stage.

26 '*Bhoodan*' are land reforms that involve voluntary gifts of land from large landowners to landless farmers.

27 *Khas* land is fallow land that the government expropriates or reclaims, and then is meant to allocate to poor and vulnerable households in line with legislation aimed to reduce social disparities (Das et al., 2012).

28 Programme-supported NGOs helped households gain access to 14,000 acres in 2014.

29 Although DFID's support has ended, WfWI will continue working with women groups in the area.

30 Research done by the programme found that formal protection of women's land rights is an ineffective means of improving access for marginalised women in Eastern DRC, as prevailing customary practices act as a barrier to women's rights to land.

Completed programmes

Table 2.6. Completed programmes targeting poor and vulnerable groups

Programme	End date
Improving livelihoods for 6,000 marginalised women in DRC and supporting their access to land, DRC	December 2015
Economic Empowerment of the Poorest, Bangladesh	September 2016
Creating Opportunities for Poor and Excluded in Bangladesh (COPE)	December 2016

2.5 Programmes that aim to improve land governance through better information

Table 2.7. Ongoing programmes improving land governance through better information

Programme name	Length	Description
Support for the Implementation of the Voluntary Guidelines on Land Tenure	2013-2017	This programme supports dissemination and effective and high quality implementation of the VGGTs. The programme supports national implementation of the VGGTs in partner countries, either in their own land governance (Myanmar, Nepal, South Africa, Nigeria and Uganda) or to guide operations of multinationals from partner countries (South Africa, India and China).
LEGEND	2015-2019	This umbrella programme supports over 10 organisations promoting better understanding and knowledge of land and responsible investment. Key components include partner grants, a challenge fund, and support to a central land support team (CLST) to improve knowledge of land issues in DFID and the broader land community.
Transparency and Right to Information	2014-2021	This programme aims to increase transparency and accountability in Bangladesh by improving systems for management and proactive publication of official information. Land administration is one of the areas targeted.

The programmes in this category aim to promote understanding of good land governance practices, trial new approaches to regulating land and investment, and generate knowledge and learning around these issues with an aim of improving land governance at local, national and global scales.

Land: Enhancing Governance for Economic Development (LEGEND)

Objectives and activities

LEGEND is DFID's principal programme working on land and responsible land-related investment. It pursues actions globally to achieve improved land governance at the international,

national and local levels that supports inclusive and sustainable economic growth. Key to achieving this impact are improved property rights protection, data, information and knowledge availability and private sector investment. LEGEND is a critical element of DFID's economic development strategy, particularly in its efforts to:

- help ensure women and men, as well as responsibly operating businesses, enjoy legally recognised and enforceable secure property and tenure rights
- improve information and knowledge to facilitate the provision of clear, transparent land-related information and knowledge, enabling rights to be identified, understood and protected
- improve private sector investment through the development and rollout of a standardised investment risk assessment and management methodology and implementation of best practice in land governance.

The organisations that LEGEND supports through grants include the World Bank, the Columbia Law School's Centre for Corporate Sustainability Studies, the Global Donor Platform, the Land Portal Foundation, Rights and Resources Initiative (RRI) (with TMP Systems), Landesa, Land Alliance, Cadasta Foundation and Namati. LEGEND also funds a core land support team made up of a consortium of research institutions and a Challenge Fund under a contract with KPMG.³¹ This support is provided through an 'umbrella programme' designed to reduce the administrative burden on DFID and create synergies across different organisations working in similar areas.

Progress

LEGEND's first annual review in 2016 found that while it remains too early to assess whether the programme will reach its overall objective, it was on track and had made substantial progress in all areas.

Production of tools and guidance

Over the last year, LEGEND-supported partners have begun producing tools for investors, agribusinesses, governments and host communities. These include partner TMP's IAN Risk and Due Diligence tools, and Landesa's Responsible Investments in Property and Land (RIPL) how-to guides for investors, governments and CSOs. These provide guidance on what information to gather and what actions to take when negotiating, planning and implementing land investment projects in order to mitigate negative impacts. Guidance for investors aims to help investment officers and other finance professionals understand the risks and costs of bad investment practice, appealing to their needs to reduce risk and minimise the potential losses that arise from lack of adequate planning, consultation and understanding of contested land tenure. Over the past year, the IAN Diligence and Risk tools have been tested by at least five companies operating in the agricultural and mining sectors.

LEGEND partners have successfully engaged with a set of early adopter companies, but the challenge is to get these tools integrated into core business operations as well as spur engagement with companies that so far do not consider land governance important to their business.

³¹ This includes the International Institute for Environment and Development, the Natural Resources Institute at the University of Greenwich and the Overseas Development Institute.

During the last year several new partners have been added: CADASTA, developing a digital platform for land rights mapping; Namati's legal empowerment programme; Transparency International's programme to combat corruption in land administration in Africa; and funding to Land Alliance in partnership with Gallup to develop PRINDEX, an index of land users' perceived levels of land and property rights security derived from global polls.

Improving information and knowledge on land governance

The annual review found that the knowledge outputs have been of high quality and well received by key constituents, but greater focus is needed on reaching private sector and other decision-makers. Topics covered by knowledge products so far include analytical papers on land and corruption, legacy issues in land investments, evidence updates on women's access to land and demographic-driven changes in land availability, and a state of the debate report on the implementation of the VGGT.

LEGEND-supported knowledge-sharing initiatives including the online Land Portal Foundations web-based 'Land Book' that aims to compile comprehensive country-based land information and related indicators, and Columbia Center on Sustainable Investment's land contracts repository, which hosts annotated copies of contracts for land concessions accompanied by legal guidance notes.

LEGEND also supports better country-level land governance monitoring systems through support to the World Bank's Land Governance Assessment Framework. So far these have been implemented in four countries (Rwanda, Ethiopia, Malawi and Uganda) and progress is on track to reach eight countries by December 2017.

Challenge Fund

In 2016, LEGEND partner KPMG began administering grants to seven Challenge Fund awardees who will implement projects across five countries in sub-Saharan Africa: Malawi, Mozambique, Sierra Leone, Tanzania and Zambia. Details of the individual projects are provided in Annex table A3.3. These projects have started recently and there is no progress to report on at this stage.

Support for the Implementation of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security

Objectives and activities

The programme supports FAO's work in 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. This programme supports dissemination and effective and high quality implementation of the VGGTs. The funding helps three priority countries (Nepal, Burma and South Africa) develop the level of awareness and technical capacity to implement the programme.

Three other countries (Uganda, Nigeria and China) are already committed to improving their land governance through VGGT implementation and are therefore receiving detailed technical support to help them change their land governance systems. In Uganda, FAO supports pilots to deliver CofOs and trialling software to record associated rights in new software.

Progress

The programme has been successful in most of its activities and has produced a large volume of guidance and tools to improve land governance.

In countries where FAO is supporting TA on land governance issues, topics for further work have been identified and agreed with host governments. In Uganda, these include a review of the land-use policy to address challenges caused by pressure on land in the agricultural sector; targeted studies into tenure issues relating to the rural poor; and development of innovative approaches for recording informal, customary, and user rights. In Nigeria, the programme will carry out a study on requirements for regulations and guidelines for managing grazing reserves and stock routes.

Challenges encountered included difficulty in identifying in-country partners the programme can work with. This is partly attributable to the sensitivity around land issues, especially in relation to extra-territorial investments of national companies. Implementation has also encountered delays due to elections in South Africa and Uganda.

2.6 Urban programmes that work with local government to improve services and lives in slums

Active programmes

Table 2.8. Ongoing urban programmes

Programme	Length	Comment
Support Programme for Urban Reforms (SPUR) in Bihar, India	2009-2017	Programme end date extended to March 2017. No 2015 Annual Review available.
Sport Relief 2012 – UK Aid Match – Slums	2013-2019	Aggregate reporting is not available for Comic Relief's grant recipients working on slums.

Of the five urban programmes that support work on land, three have closed within the last year. As information on the fourth programme (SPUR in Bihar, India) was not available at the time of this analysis, this has not been included in this review. In addition, information is not readily available on DFID's funding that is channelled through Comic Relief to CSOs working on land in slums. Therefore, it has not been possible to report on ongoing activities, or analyse progress of supported organisations. It is recommended that future LPOs, or separately commissioned analysis, focus on DFID-supported activities on urban land.

Completed programmes

Table 2.9. Completed urban programmes

Programme	End date
Madhya Pradesh Urban Infrastructure Investment Project (MPUIIP), India	December 2015
West Bengal: Kolkata Urban Services for the Poor (KUSP), India	December 2015
Urban Partnerships for Poverty Reduction, Bangladesh	January 2016

3. Country focus on Nigeria

This section looks across DFID-funded programmes in Nigeria to understand how different approaches complement one another and where opportunities for cross-learning may exist or are already being exploited. It starts by briefly addressing the land-related challenges in Nigeria, before moving on to what ongoing programmes are doing. It then discusses specific and general opportunities to link up work on land more closely.

3.1 Background on land in Nigeria

A 2013 analytical review of Nigeria's land governance³² revealed substantial deficiencies in Nigeria's land sector. This included the overall organisation of the land sector, land-use planning functions, taxation, management of public land, public availability of land information, and dispute resolution and conflict management (Adeniyi, 2013). A root cause of some of the challenges is lack of a suitable legal framework. The 1978 Land Use Act, which granted local government institutions substantial powers over land governance, has not been implemented in full, either due to the lack of funding and political will or because some of its provisions are no longer regarded to support good land governance. In the absence of the foreseen formal land committees that were meant to effectively allocate land and issue certificates, the land institutions that do exist have amassed highly discretionary powers and have become associated with corruption in land. The need to amend or replace the Land Use Act has long been debated in Nigeria, but as this requires a constitutional amendment, this has yet to be achieved.

Low efficiency in land administration has resulted in the formal land market in Nigeria remaining small compared to the informal market. Until recently, formal land titles were only gained through client-initiated applications for registration, and the processes by which land subsequently entered into the formal market remain opaque, lengthy and prohibitively expensive. Accessing documentation that outlines processes for how to register land is notoriously difficult, particularly for women, and in many cases (e.g. in some states) these steps haven't been documented at all. Opacity in land administration procedures is a cause of ongoing corrupt practices in land administration.

The barriers to entering land into – and transacting land within – the formal sector therefore mean that most people continue to transact their land informally. Thus local governments have very little information for planning; and state-level ministries, departments and agencies (MDAs) have limited means to benefit from land-related revenue because data on taxable property is absent. A lack of

transparency in valuation practices undermines taxation as landowners can bribe valuers to declare lower land values. Altogether this has created an environment in which it is hugely challenging to register land for households and businesses.³³

Land and conflict

Over the past few decades, Nigeria's ethnically and religiously diverse Middle Belt has seen recurrent eruptions of communal violence. The conflicts between pastoralists and farmers have a direct, negative impact on the livelihoods and well-being of rural communities as well as on entrepreneurs and businesses in the livestock, dairy and agriculture sectors. Most of these disputes occur when farmers encroach on pasture or stock routes and when livestock destroy farmers' crops. Causes of disputes include increased competition for land, lack of clarity around the demarcation of pasture and stock routes, and the breakdown of traditional relationships between pastoralists and farmers. These conflicts intensify and spread into other areas of economic and social life when police respond to security incidents by favouring one party, and when one community excludes others from public decision-making or gives preferential access to jobs and education. Conflicts undermine market development and economic growth by destroying productive assets, reducing production, preventing trade, deterring investment by private sector actors and eroding social cohesion.

Large-scale land investment

As with other areas of land governance, decisions made over large-scale land acquisition are characterised by a lack of compliance with the official process, and by individual officials having substantial discretion over what deals are agreed. Specific weaknesses include a lack of capacity within government to determine land that may be made available for investment, lack of ability to implement processes that minimise economic loss and social harm to communities surrounding investment, and failure to monitor compliance with safeguards and other commitments investors have made to improve social conditions in surrounding areas (Adeniyi, 2013).

3.2 Land within DFID Nigeria's Strategy

The main challenges DFID Nigeria aims to address are in health and education, and – under inclusive economic development – improving access to infrastructure in general, and electricity in particular. DFID's Nigeria Operational

32 This study used the World Bank's Land Governance Assessment Framework methodology.

33 In the 2016 World Bank Doing Business rankings, Nigeria ranked 181 out of 189 countries.

Plan (2011-2016) sets out other important objectives for programmes, including contributing towards reducing internal conflicts, deepening democracy and building the confidence of investors. It also emphasises the need for women's economic empowerment, noting the sizeable gender disparity that exists and that only 7% Nigerian women own the land they farm despite accounting for 80% of the agricultural workforce.

The Operational Plan emphasises that for economic growth to occur there is a need to reduce constraints on businesses, build investor confidence by improving regulation, and make markets work for the poor. At the same time, it recognises the need for growth to be paired with better governance in order to ensure peace and broad prosperity. It also highlights the importance of diversifying states' revenues away from oil and increasing their reliance on taxes, and improving service delivery to meet the expectations of a rising middle class. Finally the Operational Plan emphasises the need to promote transparency in Nigeria, including on access to information and debates.

DFID Nigeria works through its programmes with federal institutions and targets its support to eight of Nigeria's 36 state governments. This has expanded from five focus states of Lagos, Enugu, Kaduna, Kano and Jigawa to include a further three northern states: Katsina, Zamfara and Yobe.

Delivery strategy

A key feature of DFID's work in Nigeria is that it is focused on helping the government to achieve more with its own resources (IDC, 2016). As DFID's spending in Nigeria does not go through the government budgets, programme designs involve support to civil society and private sector through grants and contracts.

While the Operational Plan does not include specific mention of land, there are several entry points provided under economic growth and governance objectives, especially in relation to improving the environment for doing business.³⁴ As discussed below, three programmes carry out work on land governance as a way to meet broader objectives on economic development and peace and stability.

3.3 DFID Nigeria's land programmes

DFID funds three programmes that work on land in Nigeria, with different rationales.

- GEMS3 works on land registration in cities, but changed strategy in 2014/15 to work on implementation of the VGGTs, agricultural investments and to support municipal planning.
- NIAF II attempts to tackle land issues to remove constraints for investment in urbanisation and infrastructure.
- CONCUR aims to resolve land issues as part of a broader programme aiming to reduce conflict and the economic and social damage it causes.

An overview of GEMS3 is provided in Section 1 of this report. In brief, the programme responds to requests from governments of Nigerian states to deliver land registration in specific areas. Since the programme shifted focus in 2014, it has taken a more strategic approach to working on land issues. The programme's interventions now cover policy and regulation, valuation, sporadic registration and the use of land data for development. Each of these interventions works as a pillar that supports an effective and transparent land administration system. As part of its new strategy, GEMS3 has sought to ensure its interventions are explicitly aligned with the Voluntary Guidelines on the Governance of Tenure.

The programme supports major investments in a number of states, with transparency standards and environmental and social safeguard systems being major focuses for the programme. GEMS3 also uses software and systems³⁵ developed by a DFID-supported FAO programme on the Voluntary Guidelines, which is being used by communities and CSOs that support them to register community land rights.

Conciliation in Nigeria through Community-Based Conflict Management and Cooperative Use of Resources (CONCUR)

CONCUR is part of a DFID-funded programme to reduce violent conflict and adverse impacts of conflict on vulnerable people in Nigeria. Support under the CONCUR programme contributes to conflict reduction and increased stakeholder capacity to manage tensions and weather both internal and external shocks, helping to create the conditions that will permit economic growth and development. CONCUR is implemented by NGO Mercy Corps and partners in four target states (Kaduna, Plateau, Benue, and Nasawara). The programme aims to reduce violent incidents, reduce pastoralist-farmer conflicts and increase economic activity in target communities. It does so by training leaders in conflict resolution and by implementing joint economic initiatives, which programme-trained, cross-community management committees oversee. In order to increase cooperation on economic activity and natural resource management between conflicting groups, the programme supports local communities as they identify and implement projects that increase economic interdependence and address underlying drivers of conflict.

The assessments to date of the programme's approach to resolving conflicts have been positive. Training in negotiation has reportedly raised community leaders' confidence in resolving disputes, and this is reflected in a high incidence of conflict resolution between communities, mostly involving conflicts over land and productive resources.³⁶ Its approach of using economic projects to bring together members of different communities is also successfully under way, and is being monitored closely to understand how these can contribute to peace and stability.

CONCUR has continued to show flexibility in adapting to changing conflict dynamics, persistent displacement, and

34 The latest Annual Review for GEMS3 (2015), however, states DFID has a parallel commitment to improve land rights for 50,000 people.

35 The software technology is Solutions for Open Land Administration (SOLA), open-source software funded through a DFID grant to FAO.

36 By the end of the third quarter of Year 3, 321 inter-community-level disputes had been resolved by programme-trained leaders – more than double what had been achieved at the end of year 2 with almost the same number of leaders.

fluctuating political tensions around the elections. The team continued its adaptive programme management approach by designing and implementing additional activities to prevent election violence, working closely with partners and community leaders.

The Nigeria Infrastructure Advisory Facility Phase II (NIAF II)

NIAF II was designed to tackle bottlenecks in infrastructure development to spur non-oil growth in Nigeria. A first phase of the programme ran between 2007 and 2011 with a follow-up second phase ending in 2016. NIAF's work was demand driven by requests from the government. Much of NIAF's focus has been on addressing constraints in the power sector, which is considered to be a critical constraint to growth. It also addresses other constraints, including other types of infrastructure and connectivity. Enabling access to land underpins several of the interventions working in these areas.

For example, as part of efforts aiming to promote effective cities, NIAF supports the expansion of urban serviced land to assist businesses, and the programme delivered serviced land projects of over 10 hectares in five cities: Kano, Enugu, Lagos, Federal Capital Territory and Kaduna. Responding to recommendations of an earlier annual review to do more work on land, the programme broadened its focus to address the wider problems of urbanisation and city development. Over the past year it has started developing enterprise zones with good transport links around Kaduna. The programme has developed serviced land for these zones, which are made available to small- and medium-sized enterprises (SMEs).

In its workstream on infrastructure, NIAF supports the introduction of public-private partnerships (PPPs). As part of this support, it provides funding and assistance to the PPP unit of the Federal Ministry of Water Resources to develop the Azara Jere irrigation scheme in Kaduna. This project includes an important component on land, as it has aimed to make available 4,000 ha of irrigated land, with plans to develop 2,000 ha at a later stage. In the first stage it developed irrigated land (1,880 ha) to both commercial (1,040 ha) and smallholder farmers (840 ha). As part of the project, NIAF II has produced a business case and risk analysis (including on social impacts) to make the project palatable to investors. Documentation on what social and environmental standards NIAF II used in its approach are not available. However, available documents reviewed suggest that the need to compensate small-scale farmers with land was only identified at a late stage of design, and social impacts of the project were not considered at the early stage of considering alternative leasing options. While the scheme is reported to have leased land to smallholder farmers at reduced rates, it is unclear if this has been done in a way that extends access to socially disadvantaged groups such as poor, female-headed households.³⁷

3.4 Nigeria findings and recommendations

Findings

Between the three programmes, DFID addresses several of the broader land-related challenges that Nigerian states face.³⁸ This is especially the case since GEMS3 diversified its approach away from a single focus on SLTR to tackle some of the state-level weaknesses in policy and institutions and on land acquisition for agricultural investment. Although GEMS3's design limits the extent to which it can catalyse changes in either legislation or the structure of land governance institutions, it has been able to engage with state-level governments to introduce changes in regulations and the approaches local governments take to managing land. At the community level, CONCUR has achieved successes in developing approaches to resolving land-related conflicts and reducing the associated human and economic losses.

However, it appears that sharing and uptake of approaches and lessons between different programmes is limited. For example, it is unclear from programme documentation that NIAF II has sought to draw upon expertise within GEMS3 when developing its approaches to land and investment for irrigation scheme design. Given the ongoing work under GEMS3 to make investments in agriculture in Jigawa compliant with the VGGTs and CFS-RAI, the lessons from this experience could be usefully brought to bear on future NIAF II work on agricultural PPPs. This could help ensure future PPPs are VGGT-compliant and integrate best practices at an early design stage.

Similarly, the GEMS3 process of establishing and recognising buffer zones around areas of current community use recognises the need to involve consultation with pastoralists, as livestock routes are likely to be affected by new planning and zoning. There are potential opportunities here to draw upon lessons and adopt processes that CONCUR has established that involve setting up community groups to avoid and resolve conflict.

Recommendations

- To ensure that successful approaches and lessons on land and investment developed through GEMS3 gain purchase in other programmes working on investment issues, DFID could commission cross-programme guidance and learning products on land and investment.
- This would help other programmes that work on investment integrate good practice in their planning and approaches at an early stage, and demonstrate compliance with international standards, particularly the VGGTs and CFS-RAI. DFID should play an important role in initiating this as cross-programme learning is unlikely to occur unless there is a strong steer from DFID.
- With the GEMS3 programme coming to an end in July 2017, there is an opportunity for DFID Nigeria to revisit its work on land across its economic growth and

³⁷ NIAF has worked to mainstream Gender and Social Inclusion issues into policy and planning documents it develops to deliver infrastructure projects. It has provided training on user-friendly ways to include gender and social considerations into existing planning tools (e.g. for capital projects) rather than create additional stand-alone modules. However, it is not clear that individual capital programmes have benefitted from in-depth gender screening.

³⁸ A full discussion of the challenges faced is presented in 2013 Land Governance Assessment Framework (LGAF) for Nigeria.

governance programmes and identify opportunities to do more work through ongoing or new programmes. As land issues are likely to continue to constrain efforts to promote investment plans and resolve conflict, there is a rationale to look closely at how work that was started under GEMS3 and CONCUR can be extended. In addition, the Foreign and Commonwealth Office's newly-launched FCO Prosperity Fund – which aims to improve the business climate, competitiveness and operation of markets, and energy and financial sector reform, and to reduce corruption may serve as an important conduit to pursue work on land. By addressing work on land, this could also contribute to the recommendation from the International Development

Committee's recent report (IDC, 2016) that DFID Nigeria programmes do more to address the poor.

- To resolve these issues, DFID could support training on land issues for senior responsible officers (SROs) in countries that host large land programmes. This would enable advisers to become better informed of where and how resolving land issues can lift impediments to smoother investment flows or other aspects of inclusive growth. Training could be organised either for cadres of advisers who commonly work on land (e.g. Private Sector Development and Livelihoods) or through commissioning short training modules. Without a better understanding of these linkages, there is a risk that land governance issues are overlooked when programmes come to an end.

4. Conclusions and recommendations

Findings

- DFID's land portfolio remains largely unchanged since the last overview in 2015. For a core set of programmes that focus on land, the overall level of spending reached £26.9 million in 2016/17 and is expected to continue rising in the near future. One new programme with a land component which aims to secure land for women and poor households has been launched – Grassroots Empowerment Tanzania – but nine programmes with land components have ended.
- In some of the land registration and administration-strengthening programmes, there have been notable successes in rolling out land registration at a fast pace, and ensuring both the participation of women and the registration of land in their names. Programmes have achieved this by adopting targets focused specifically on gender, and by setting up teams whose focus is to ensure activities are implemented in a way that benefits women. It will be important to make certain that successful approaches are highlighted and shared: this could be a focus of future analysis for LEGEND outputs or through internal cross-programme learning with DFID.
- An issue of concern in several land registration programmes is the low proportion of householders who collect their certificates. The reasons for this do not appear to be well understood, but are likely closely related to the high cost or time burden associated with collecting the title, in comparison to the perceived level of insecurity households face. This is an area that requires further analysis to inform both needed course corrections of current programmes and the design of future programmes.
- There continue to be important challenges in building capacity in land administrations to ensure they can effectively manage higher numbers of formal land certificates that emerge from land registration programmes. As reforms to land administration require governments to dedicate more resources to land administration in the long term, building capacity can be challenging to achieve in a context of shrinking government budgets (e.g. in Nigeria) or broader civil service reforms that limit the number of new staff that can be recruited to the programme (e.g. Rwanda). Improving the level of service of that land administration offices provide is critical as a substantial proportion of households with land titles are not registering their transactions.
- Building collateral-based lending through land registration activities continues to be a difficult objective to achieve in practice, and several programmes have revised their thinking on this. There is a need for programmes to carry out in-depth research into rural credit markets and proactively address constraints, as land registration programmes alone do not stimulate credit markets.
- Challenges identified in the 2015 Land Portfolio Overview continue to cause delays for some programmes. These include delays to implementation caused by political events or inertia when it comes to pursuing land reforms within government. For land programmes, slower than expected start-up phases have also been caused by competing suppliers contesting the award of land programme contracts, and by capacity issues. Delays in programme start-up in Tanzania and Mozambique have resulted in limited progress in these two countries.
- Elsewhere in the portfolio, a growing part of DFID's work on land is implemented through forest sector programmes that aim to improve land governance and to recognise community rights in forests as a means to reduce deforestation and land-use change. Clarifying rights and responsibilities of degraded land to assist reforestation efforts is also an important goal of these efforts. These programmes tend to work on legislative and policy issues, but they also include work on shaping and regulating private sector investment in land. Therefore there are potentially important crossovers with other parts of the portfolio that DFID and its Core Land Support Team can explore further.
- A review of activities on land in Nigeria suggests activity is spread across a small number of programmes working on economic development and conflict resolution. While these programmes appear to be successful in their own right, there are limited linkages made on land issues between programmes despite apparent opportunities. The main programme working on land – GEMS3 – has started important work addressing issues around land investment and has made efforts to integrate international principles on land and investment into government approaches to regulating investment in land. There are opportunities to integrate these approaches in DFID's broader work promoting investment in infrastructure.
- There are therefore opportunities for DFID Nigeria to address land-related challenges to inclusive economic development. These could be addressed and pursued both within a broader country office strategy, as recommended by a recent independent review, and in the design of new programmes that focus on economic development and investments in infrastructure.

Annexes

Annex 1: Programme summaries

Land titling and land administration-strengthening programmes

ONGOING PROGRAMMES					
Programme name	Country	Start and end	Budget	Implemented by	Summary
Land Investment for Transformation (LIFT) Wealth Creation Programme	Ethiopia	March 2014 – December 2020	£68,204,392	Development Alternatives Inc. (DAI), World Bank Group	To support the Government of Ethiopia in the provision of map-based land certificates to farmers in four regions and assist them to fully benefit from increased investment and productivity through the development of the rural land market and its supporting operations. The project will be a driver to increasing income by 20% for over 500,000 households. It will also secure land ownership for 6.1 million households, of whom around 70% will be headed by women.
Growth and Employment in States Programme (GEMS) Component 3	Nigeria	September 2010 – July 2017	£46,800,000 (land component = £14,600,000)	Adam Smith International, International Bank for Reconstruction and Development	The programme focuses on improving the land, tax and investment promotion systems in selected states of Nigeria. GEMS3 adopts an approach with a strong focus on land markets, piloting interventions which improve the inclusiveness of the land market e.g. land titling in selected states, regulatory assessments to ensure more effective implementation of the land act. The programme widened its focus in 2014 and for the past two years has successfully expanded the land registration work and supported interventions on land issues in agricultural investment.
Rwanda Land Tenure Regularisation Support Programme	Rwanda	August 2009 – December 2018	£31,410,264	HTSPE and Rwanda Natural Resource Authority	Support to the National Land Centre to demarcate, adjudicate and issue title deeds for approximately 10m plots of land across the country, including promoting joint ownership of women. The programme supports a participatory mechanism for land adjudication and disputes resolution, has invested in mapping technology and is strengthening the land administration system.
Tanzania Land Programme	Tanzania	July 2014 – June 2017	£5,200,000	Ministry of Lands, Housing and Human Settlements Development	Implements commitments made jointly by the G8 and the United Republic of Tanzania to deliver a detailed road map for land reforms in Tanzania.
Mozambique Land Action (MOLA)	Mozambique	April 2015 – March 2021	£7,500,000	NA	To build on previous DFID-supported programming on promoting land tenure security for Mozambicans, so that investors, state and communities can share the benefits of Mozambique's natural resources. The programme has a dual focus on: i) improving economic resilience of rural-based livelihoods and ii) increasing public demand for better land administration at local level. The programme will support the Community Land Use Fund to formalise land rights, and will pilot an innovative Local Level Challenge Fund to target local authorities to develop open and transparent cadastral services to enhance the exercise of land rights and increase the demand for better land governance.

Forest programmes

ONGOING PROGRAMMES					
Programme name	Country	Start and end	Budget (whole budget)	Implemented by	Summary
Forest Governance, Markets and Climate Change Programme (FGMC)	Global relevance, DRC, Ghana, Guyana, Indonesia, Liberia, Myanmar	January 2010 – August 2021	£162,767,286	KPMG, LTS, ONF, FAO FLEGT, European Forest Institute, International Institute for Environment and Development, World Trade Organisation	A global programme that benefits poor forest-dependent people by supporting governance and market reforms aimed at reducing the illegal use of forest resources and promoting sustainable growth in developing countries. One of its main intended outcomes is to support adopting and implementing pro-poor land tenure reforms at national level.
Forest Land Use and Governance in Indonesia (FLAG)	Indonesia	March 2015 – March 2018	£32,549,995	The Asia Foundation (TAF), Zoological Society of London (ZSL), the Indonesian Business Council for Sustainable Development (IBCSD) and the International Finance Corporation (IFC)	The programme will address the challenges of deforestation and peat land degradation through investments to increase transparency and accountability, building capacity for spatial (land-use) planning, and engaging and mobilising the private sector in support of sustainable economic development. It will do this by focusing on overcoming the critical governance failures for the sustainable management of forests and land use.
Improving Livelihoods and Land Use in Congo Basin Forests (ILLUCF)	Cameroon, Central African Republic, Congo, DRC, Gabon	August 2015 – August 2020	£18,749,995	ICRAF DRYAD Fund, NGO Consortia	To improve the livelihoods of forest-dependent communities and reduce deforestation in the Congo Basin by providing support to forest zoning, independent forest monitoring, civil society advocacy and the strengthening of legal frameworks for community forestry, as well as direct investments in community forest enterprises. The programme is expected to benefit 2.4 million beneficiaries (direct and indirect). The programme will also have a demonstration effect, building a body of evidence on community forestry in the Congo Basin.
Investment in Forests and Sustainable Land Use (IFSLU)	Developing countries, unspecified	December 2014 – December 2020	£58,711,025	Palladium International & McKinsey	This programme will combine 'demand-side' actions in European and other consumer countries and 'supply-side' actions in producer countries to support governance and market reforms that reduce the illegal use of forest resources and benefit the poor. Land is one component of this programme.
COMPLETED PROGRAMMES					
Programme name	Country	Start and end	Budget	Implemented by	Summary
Improving Governance of Land Use, Land-Use Change and Forestry in Indonesia	Indonesia	November 2011 – July 2015	£7,497,517	The Asia Foundation (International NGO) in collaboration with at least four national NGOs and selected district governments, civil society organisations and private sector stakeholders	Supporting the improvement of urban planning and governance in the Kolkata Metropolitan Area, and ensuring improved security of tenure to poor people. The project will support the implementation of urban reforms and city sanitation plans.
Comprehensive Programme on Spatial Planning and Low Carbon Development in Papua	Indonesia	October 2012 – March 2016	£7,678,374	Papua Province and the administration of five districts, with the assistance from the UK	The programme assists the GoI in building capacity, resources and systems to deliver the Papuan spatial plan and to demonstrate that low carbon development is viable in the province. Part of the programme is to plan, coordinate and monitor land use and deliver a system that will mean all land-use licenses issued at provincial and district level are in line with provincial and district spatial plans.
Multi Stakeholder Forestry Programme	Nepal	January 2011 – July 2016	£16,211,949	Services Support Unit	Ensuring good governance and policies regarding forestry, contributing to inclusive economic growth, poverty reduction and tackling climate change.

Programmes that target land as part of broader reforms to improve the business climate

COMPLETED PROGRAMMES					
Programme name	Country	Start and end	Budget	Implemented by	Summary
Investment Climate Facility for Africa	Global relevance, Africa	October 2005 – December 2015	£17,878,868	ICF	To address the real and perceived obstacles to doing business in Africa by building the environment for investment reform. A significant portion of the ICF portfolio is devoted to investments to improve property rights.

Programmes targeting support at the poorest and vulnerable groups

ONGOING PROGRAMMES					
Programme name	Country	Start and end	Budget	Implemented by	Summary
Comic Relief Programme Partnership Arrangement	Global relevance	January 2011 – March 2019	£37,299,994	Donor country-based NGO	The programme aims to improve the lives of poor and disadvantaged people in Africa by supporting direct action by UK Civil Society Organisations working with African partners. Land is one component of this project.
Creating opportunities for Poor and Excluded in Bangladesh (COPE)	Bangladesh	July 2013 – December 2016	£24,749,999	Manusher Jonno Foundation	The programme aims to work with the most poor and marginalised people in Bangladesh to make them aware of their rights, and provide advice, advocacy support and organisation to claim those rights in practice. The programme empowers the poor and socially excluded, with a particular focus on women and girls, by enabling them to access basic public services and productive assets to participate in economic development. This includes enforcing land and property rights.
Grassroots Empowerment in Tanzania	Tanzania	May 2016 – December 2020	£18,000,000	The Foundation for Civil Society (FCS) and The Legal Services Facility	To improve governance, inclusive development, and quality of life for Tanzanians through increased access to justice and empowerment to promote, influence and monitor inclusive economic and social development policies. Part of the programme will be to secure land tenure through accessing land titles for 500,000 poor people.
Poorest Area Civil Society Programme II	India	June 2009 – March 2017	£28,204,830	Donor country-based NGO	The programme aims to help 9 million women and members of socially excluded groups to claim their rights and entitlements more effectively, in 90 districts or seven states with low human development and economic indicators.

COMPLETED PROGRAMMES					
Programme name	Country	Start and end	Budget	Implemented by	Summary
Improving Livelihoods for 6,000 Marginalised Women in DRC and Supporting their Access to Land	DRC	March 2013 – March 2016	£858,063	Women for Women International, Women for Women DRC	This project will provide 6,000 socially excluded women in South Kivu, DRC, with a holistic training programme that will enable them to understand their rights; gain agricultural skills; access land and credit; and increase incomes. It will contribute to creating an enabling environment for women by training 1,500 male leaders on women's rights and strategies to facilitate these rights; and by placing women's right to access land on DRC's development agenda via research and advocacy.
Economic Empowerment of the Poorest	Bangladesh	January 2008 – September 2016	£80,269,067	ECORYS-led consortium of UK and Bangladesh organisations	To improve the livelihoods of 750,000 very poor people, particularly women and children, by increasing their economic well-being. On land, the programme supports poor households in accessing khas land (public land earmarked for redistribution to poor households).

Urban programmes that work with local government to improve services and lives in slums

ONGOING PROGRAMMES					
Programme name	Country	Start and end	Budget	Implemented by	Summary
Support Programme for Urban Reforms in Bihar (SPUR)	India	May 2009 – May 2017	£60,999,992	The Urban Development and Housing Department headed by a Principle Secretary to the Government of Bihar. Implementation will be supported by an urban and technical support team contracted by DFID.	SPUR aims to support Government of Bihar in strengthening governance at state and urban local government levels to enable affordable and sustainable access to basic services, especially by poor people. Working with Bihar's Urban Development Department and Urban Local Bodies will sustain urban services and attract private investment.
COMPLETED PROGRAMMES					
Programme name	Country	Start and end	Budget (whole budget)	Implemented by	Summary
Madhya Pradesh Urban Infrastructure Investment Project (MPUIIP)	India	November 2012 – December 2015	£27,399,998	Government of Madhya Pradesh (GoMP), which is the lead, The Urban Administration and Development Department (UADD), a Municipal Strengthening Unit (MSU) established under the UADD. The Madhya Pradesh Urban Infrastructure Fund will be responsible for catalysing private sector resources.	The project focuses on urban governance, green infrastructure growth, catalysing private capital for infrastructure delivery, and a technical and management support including a Safe Cities initiative. It aims to provide sustained and equitable basic services and infrastructure.
West Bengal: Kolkata Urban Services for the Poor (KUSP)	India	April 2003 – December 2015	£94,149,995	The Municipal Affairs Department is the lead. A Change Management Unit has been established under the Municipal Affairs Department to oversee the implementation of the programme.	Supporting the improvement of urban planning and governance in the Kolkata Metropolitan Area, and ensuring improved security of tenure to poor people. The project will support the implementation of urban reforms and city sanitation plans.
Urban Partnerships for Poverty Reduction, Bangladesh	Bangladesh	November 2007 – January 2016	£67,928,926	UPPR, UN Habitat	To improve the livelihoods and living conditions of 3 million urban poor and extremely poor people, especially women and girls.

Other: improving information and knowledge on land

ONGOING PROGRAMMES					
Programme name	Country	Start and end	Budget	Implemented by	Summary
Support for the Implementation of the Voluntary Guidelines on Land Tenure	Myanmar, Nepal, South Africa, China, India, Nigeria, Uganda	December 2013 – December 2016	£3,922,159	NA	<p>The United Kingdom will provide financial support totalling £3,922,159 over three years for the dissemination and effective and high quality implementation of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (Voluntary Guidelines) which were globally endorsed by the Committee on World Food Security in May 2012 and whose implementation has been encouraged by the UK. Effective implementation of the Voluntary Guidelines is also the overarching purpose of the new G8 land partnerships negotiated in 2013 under the UK G8 Presidency.</p> <p>Component 1, which concentrates on Myanmar, Nepal, and South Africa, will focus on delivering country level workshops to raise awareness on the Voluntary Guidelines, increasing the ability of governments and citizens to understand and administer tenure rights and the processes involved in providing access to and transferring such rights, supporting multi-stakeholder national forums and the development of plans for mainstreaming the Voluntary Guidelines in participating countries.</p> <p>Component 2 includes piloting of the Open Tenure Crowd Sourcing setup (mobile phone and cloud server host) in Nigeria.</p> <p>Component 3 funds workshops and activities to increase the awareness of Chinese, Indian and South African investors involved in extraterritorial (i.e. overseas or outbound) investments, by highlighting international experience of investors from several BRICS countries.</p> <p>A further component includes funding for country-level activities in Uganda and Nigeria. Both have undergone a participatory land governance assessment (LGAF) and work here focuses on following up recommendations.</p>
Land: Enhancing Governance for Economic Development (LEGEND)	Global relevance	August 2014 – March 2019	£20,499,991	KPMG, Landesa, The Rights and Resources Initiative (RRI), Columbia Center on Sustainable Investment, The Global Donor Platform, Namati, the World Bank, the Land Portal, Cadasta, TMP Systems, the Land Alliance, ODI, IIED, NRI.	<p>Through LEGEND, DFID funds over 10 organisations to carry out work which promotes better understanding of and knowledge on land governance and responsible investment. Grants to 10 organisations fund specific work to introduce new partnership models between investors and communities, and help all sides gain a better understanding of investment approaches and some of the risks inherent in these. A central land support team carries out research and analysis of issues that partners are working on, as well as on themes that are topical on the global land and investment agenda. It also supports DFID in learning from its ongoing programme portfolio and developing new programmes. A LEGEND Challenge Fund, managed by KPMG, funds country-level innovative approaches for making responsible investments in land.</p>
Transparency and Right to Information	Bangladesh	February 2014 – March 2012	£28,999,999	Transparency International Bangladesh, World Bank	<p>To increase transparency and accountability in Bangladesh by improving systems for management and proactive publication of official information that is relevant and accessible, timely and accurate, and by enabling state reformers, businesses and social activists to hold officials and decision-makers answerable for their actions across a range of services including health, education, local government, climate finance and land administration.</p>

Annex 2: Scores and risks for programme's work on land

Table A2.1. Core Land programmes

Programme name	AR/ PCR + year	Overall score	Risk rating	Land component – output title or indicator	Description	Output score	Risk rating of output
Improving Governance of Land Use, Land-Use Change and Forestry in Indonesia	PCR 2015	A+	Medium	Output 1 Key Point	The programme continues to empower civil society groups to analyse aspects of land and forest governance and advocate for improved implementation and reform.	A+	1 = Low
				Output 2	Improved national and local policies on land use and forestry	A+	2 = Medium
				Output 3	Improved rule of law on land use and forestry and recognition of the rights of communities	A+	3 = Medium
				Output 4	Increased knowledge of land use, forestry and low carbon developing in Indonesia and challenges improving LULUCF	A+	4 = Low
Land Investment for Transformation Wealth Creation Programme	AR 2016	B	High	Output 1	Second-level certificates issued recognising rights of joint, polygamous and female-headed households, land holders	B	1 = High
				Output 2	Land administration system implemented and operational in targeted woredas	C	2 = High
				Output 3	Improved supporting functioning for the rural land market for women and poor farmers	C	3 = High
				Output 4	Improved policies and institutions for the rural land market	A+	4 = High
Land: Enhancing Governance for Economic Development	AR 2015	A+	Medium	Output 1	Improved property rights, including better land rights mapping, better donor coordination on land and NGOs supporting transparency and accountability on land	A	1 = High
				Output 2	Improved information and knowledge, including better information and knowledge exchanges on land, better governance diagnostics at national level, and better land governance monitoring and impact measurement at national level	A+	2 = Medium
				Output 3	Improved private sector investment, including better assessment approaches for land tenure related investment risk and initial adoption of improved investment practices and best practice tools development, testing and initial rollout for private sector to perform better on land	A	3 = High
Mozambique Land Action (MOLA) Programme	NA	NA	NA	Whole programme is land focused	To build on previous DFID-supported programming on promoting land tenure security for Mozambicans, so that investors, state and communities can share the benefits of Mozambique's natural resources	NA	NA
Rwanda Land Tenure Regularisation Programme	AR 2015	A	High	Output 1	All rightful landowners in Rwanda receive legally valid land title documents	A	1 = High
				Output 2	Institutions and systems for all aspects of land management set out in the 2005 Organic Law established, accommodated and equipped to sector level	B	2 = High
Support for the Implementation of the Voluntary Guidelines on Land Tenure	AR 2015	A	Low	Indicator 1.1 and 1.2 Output 2 Key Point	Work on land tenure in South Africa and land policy in Burma A Gender and Land international consultant previously hired to develop the Technical Guide 'Governing land for women and men' was commissioned during the period to work with the gender and learning experts at FAO for finalising the design of the overall programme.	A A	1 = Low 2 = Low
				Indicator 3.1 and 3.2 Indicator 4.1	Various work on land in Uganda, Nigeria and China Case studies on land tenure undertaken	A+ B	3 = Medium 4 = Medium
				Indicator 2.2 and 2.3	2.2 Necessary changes in legal, policy and institutional framework to safeguard tenure security and clarify land allocation/transfer procedures implemented; 2.3 climate change and resilience incorporated into national and local land-use planning and procedures	C	2 = Medium
Tanzania Land Tenure Support Programme	AR 2016	C	Medium	Output 1	Proven low cost and equitable land tenure regularisation implemented in two districts benefitting an estimated 300,000 land owners	C	1 = Medium
				Indicator 2.2 and 2.3	2.2 Necessary changes in legal, policy and institutional framework to safeguard tenure security and clarify land allocation/transfer procedures implemented; 2.3 climate change and resilience incorporated into national and local land-use planning and procedures	C	2 = Medium
				Output 3	Transparency improved and greater benefits from investment for all land-use right holders (including the publication of data relating to existing and future large scale land transactions).	C	3 = NA

Table A2.2. Programmes with a land component

Programme name	AR PCR + year	Overall score	Risk rating	Land component – output title or indicator	Description	Output score	Risk rating of output
Comprehensive Programme on Spatial Planning on Low Carbon Development in Papua	AR 2015	A	High	Indicator 2.1	Pipeline of low-carbon enterprises in the land use and energy sectors that support avoided deforestation and sustainable land use established	A	2 = Medium
				Indicator 3.1	Spatial data systems and tools developed to support land-use decision-making	A	3 = High
				Output 5	Spatial plan regulatory framework and compliance mechanism in place to ensure land-use decision-making aligns with the Provincial Spatial Plan	A+	5 = High
Creating Opportunities for Poor and Excluded in Bangladesh	AR 2015	A+	Medium	Output 1	Marginalised people are organised to claim their rights and fight discrimination (includes land rights)	A+	1 = Medium
Economic Empowerment of the Poorest	AR 2016	A+	Medium	Output 1 Key Point	23,207 beneficiary households received access to Khas land through six NGOs	A	1 = Medium
Forest Governance, Markets and Climate Programme (FGMC)	AR 2016	A+	Moderate	Indicator 1.1	Capability of stakeholders to engage effectively in deliberative processes in order to deliver political reforms in relation to market, forest and land tenure in VPA countries	A+	1 = Moderate
				Indicator 2.4	Change in targeted financial institutions' policies and practices related to illegal practices in acquiring and implementing timber rights, including forest land conversion rights	A	2 = Moderate
				Output 3 Key Point	Increased private sector engagement on the demand side, multinational corporations and investors in particular. For example, the creation of the Interlaken group has committed corporate leaders to adopt more stringent guidelines on land acquisition	A+	3 = Moderate
Forestry, Land Use and Governance in Indonesia (FLAG)	AR 2016	A	Medium	Output 1	More effective and transparent land use	A	1 = Moderate
				Output 2 Key Point	Development on peat lands. Restructuring and strengthening powers of provincial government with regard to land-use management	B	2 = Moderate
				Output 3 Key Point	Works on various fronts to ensure that private companies with land-based investments take measures to reduce environmental and social impacts	A	3 = Moderate
Grassroots Empowerment in Tanzania	NA	NA	Minor	NA	To improve governance, inclusive development, and improve quality of life for Tanzanians through increased access to justice and empowerment to promote, influence and monitor inclusive economic and social development policies. Part of the programme will be to secure land tenure through accessing land titles for 500,000 poor people	NA	NA
Growth and Employment in States Programme (GEMS)	AR 2015	A+	Moderate	Output 2	Value adding business services and products addressing land constraints for target enterprises and firms are identified and strengthened	A+	2 = Medium
				Output 4 Key Point	The programme has developed a strong sustainability framework and is actively implementing it to ensure that reforms in tax, land and investments are widely supported by decision-makers at federal and state levels, and that implementation and impacts will last beyond the period of programme support	A	4 = Low
				Output 5 Key Point	Intervention models developed in land, tax and investment are working well in pilot locations and beginning to show impact	A	5 = High

Programme name	AR PCR + year	Overall score	Risk rating	Land component – output title or indicator	Description	Output score	Risk rating of output
Improving Livelihoods and Land Use in the Congo Basin Forests	AR 2016	A	Major	Output 1	Increased participation, transparency and accountability in land-use planning and decision-making processes	B	1 = Major
				Recommendation	Tackling land tenure related conflicts	A	2 = Moderate
Investment Climate Facility for Africa	PCR 2016	B	Moderate	Indicator 1.2	Addresses constraints in either business or land registration	B	1 = Moderate
Investments in Forests and Sustainable Land Use	AR 2015	A	Moderate	Output 2 Key Point	Resolving issues around uncertain or contested land rights	A	2 = Medium
				Output 3 Key Point	Developing plans to establish a DevCap vehicle for investments in forests and sustainable land use	A	3 = Medium
Madhya Pradesh Urban Infrastructure Investment Project	PCR 2016	A	Moderate	Indicator 2.5	Developing land pooling policy	A	2 = Moderate
				Indicator 3.2	Incorporating financial sustainability through the leveraging of land as a critical asset	A+	3 = Moderate
Multi Stakeholder Forestry Programme	AR 2016	B	High	Output 3 Key Point	The programme has a dual focus on: i) improving economic resilience of rural-based livelihoods and ii) increasing public demand for better land administration at local level. The programme will support the Community Land Use Fund to formalise land rights, and will pilot an innovative Local Level Challenge Fund to target local authorities to develop open and transparent cadastral services to enhance the exercise of land rights and increase the demand for better land governance.	B	3 = Medium
				Output 4 Key Point	Rehabilitation of degraded land	B	4 = High
Support Programme for Urban Reforms in Bihar	AR 2014	A	Medium	Output 3	Achieved: work completed in 46 of 56 lead slums; slums dropped on account of land disputes	A	3 = Low
				Indicator 4.2	land mapping: using municipal land for leveraging private instruments	NA	4 = Medium
Support to National Policies for Urban Poverty Reduction	PCR 2016	A	Medium	Indicator 2.1	Model provision for amendments to the respective Municipal Act(s)/Town Planning Act/Urban Development Act/Preparation of new legislation, etc. as applicable, for Reservation of Land for Housing to Economically Weaker Sections and Low Income Groups	A+	2 = Low
Transparency and Right to Information	AR 2015	A	Medium	Output 1 Key Point	Land administration under focus	A	1 = Medium
Urban Partnerships for Poverty Reduction	PCR 2016	A+	Medium	Indicator 4.1	Number of project towns where low-income settlements are officially recognised by Municipal and Pourashava Mayors through signing the Settlement Land Map	A	4 = Medium
West Bengal: Kolkata Urban Services for the Poor	AR 2015	A	Medium	Indicator 1.1	Restrictive land laws amended to allow for large housing projects	A	4 = Medium

Annex 3: Additional tables

Table A3.1. DFID programmes with land programmes that closed in 2015/16

Programme name	Country	Start date	End date	Type
Investment Climate Facility for Africa	Africa – several countries	Oct 2005	Dec 2015	Business climate reform
Madhya Pradesh Urban Infrastructure Investment Project (MPUIIP)	Madhya Pradesh, India	Nov 2012	Dec 2015	Urban programme
West Bengal: Kolkata Urban Services for the Poor (KUSP)	Kolkata Metropolitan Area, West Bengal, India	Apr 2003	Dec 2015	Urban programme
Improving livelihoods for 6,000 marginalised women in DRC and supporting their access to land	South Kivu, DRC	Mar 2013	Mar 2016	Programme targeting poor and vulnerable groups
Norwegian Refugee Council: Legal Assistance to prevent demolitions and displacement in the Occupied Palestinian Territories	Area C, East Jerusalem and Gaza, West Bank / Gaza	Apr 2013	Mar 2016	Other
Multi Stakeholder Forestry Programme	Nepal	Jan 2011	Jul 2016	Forest programme
Economic Empowerment of the Poorest	Bangladesh	Jan 2008	Sep 2016	Programme targeting poor and vulnerable groups
Comprehensive Programme on Spatial Planning and Low Carbon Development in Papua	Indonesia	March 2015	March 2016	Forest programme

Table A3.2. Progress on land activities in partner countries under the Forest Governance, Markets and Climate programme³⁹

Country	Recent progress	2020 milestone	Partner/ programme for delivery
Ghana	FGMC-supported local partners engaged with a new process to reform the law on tree tenure and benefit sharing	The programme aims to have contributed to the legislation on tree tenure being enacted, with active involvement of civil society in monitoring the VPA commitments, including those related to tenure.	Ghana Forestry Commission (MOU); Proforest Initiative; Rainforest Foundation; UK Timber Trade Federation, ClientEarth, Instituto Bolsa Verde do Rio de Janeiro (BVRio), FERN
Myanmar	Evidence from FGMC partner Forest Trends informed the draft Land Policy	No 2020 objectives have been identified for FGMC's engagement in Myanmar.	Palladium: Myanmar Facilitation, Forest Trends, International Alert, Environmental Investigation Agency
Indonesia	FGMC partners helped government draft legislation that enables forest-based communities to claim state forest land, securing access to over 500,000 ha of land for communities. This law is in line with a constitutional decision on community land rights. The Voluntary Partnership Agreement has now been amended to include community rights, and community rights are now included in a definition of legality.	The programme aims to have contributed to the successful implementation of a law on indigenous rights and clear forest tenure.	LTS Intl/OPM: Multistakeholder Forestry Programme (MFP3); Rainforest Action Network, Forest Peoples Programme, Environmental Investigation Agency
Liberia	FGMC partners are engaged with the Land Rights Bill, which is currently under legislative review.	By 2020 the land laws are expected to be effectively implemented, and community forest institutions are expected to be playing a strengthened role in land and forest governance.	DAI: VPA Support Unit: capacity building; SGS: Legality Verification Dept. – Legality Assurance System (LAS); Proforest Initiative, ClientEarth, Instituto BVRio, FERN
Republic of Congo	FGMC partner ClientEarth has helped civil society organisations formulate and convey positions to government on land-use rights and benefit sharing for community forest, and the forest classification process within the context of revising the Forest Code	The programme aims to have contributed to a situation whereby civil society actively contributes to forest governance.	ClientEarth, Well Grounded
Guyana	Amerindian groups are using the VPA process to resolve land issues including titling and mining rights	No land-related milestones for 2020 exist yet	Coffey Intl: Guyana Facilitation, Forest Peoples Programme
Global	FGMC partner RRI has established a baseline for quantifying the amount of land managed by indigenous groups and local communities		

³⁹ Constructed using information in the narrative and annex of the FGMC 2016 Annual Review. Partners working at global and regional level, or procuring goods are not included in this table.

Table A3.3. LEGEND Challenge Fund grantees

Grantee name and countries	Description
Bonsucro and TMP Systems	Operationalising land rights and sustainability verification for sugar production, embedding new standards in Bonsucro member company operations and supply chains in Ethiopia, Tanzania and Zambia.
Landesa and Illovo Sugar Ltd (Malawi, Mozambique and Tanzania)	The project will pilot an approach that aligns Illovo's Land Guidelines, along with its Road Map on Land Rights, with the principles embodied in the VGGT and approaches to responsible agricultural investments in land set out in the Analytical Framework for Land-Based Investments in African Agriculture. This will be done on Illovo sugarcane investments in three countries. Lessons from this pilot will be used to ensure more socially responsible land investments – better protecting land rights and increasing income for communities affected by Illovo investments.
MICAIA Foundation and Baobab Products Mozambique Ltd (Mozambique)	The project will support 24,000 women in Northern Mozambique to secure access to forest land and to generate income from forestry. The value chain in focus will be that of the famous Baobab tree, which is often handled as a hidden 'gold mine' for health and nutrition-sensitive agricultural production and business operations.
ORAM and Portucel (Mozambique)	This project will use an integrated approach to securing community, family and individual land rights by partnering with Portucel, a major forestry investor. The pilot includes: the creation of 20 representative entities at community level; development of detailed community land-use plans; certified tenure over land resources for 14,000 households, and the creation of a legitimate local land administration system.
Solidaridad and Natural Habitats Sierra Leone Ltd (Sierra Leone)	The project will apply the VGGTs to a Natural Habitats SL palm oil operation in Sierra Leone. This seeks to directly increase the annual income of over 3,000 smallholder farmers. Learning from this pilot will be used to promote industry-wide adoption of these guidelines.
Welthungerhilfe and Balmed (Sierra Leone)	The project will assist Balmed, a cocoa producer, in developing an equitable and sustainable income-sharing arrangement between Balmed, landowner and workers. This project supports 900 smallholder farmers in acquiring and securing new tenure rights for themselves and their families.
Veterinaires Sans Frontieres Belgium and Dorobo Safaris (Tanzania)	This project will work with local communities to build the capacity of local land management institutions and encourage local people's engagement in land and tourism planning. It aims to secure community land for farmers and hunter-gatherers with legitimate tenure rights and for tourism use.

Table A3.4. LIFT EEU/ M4P interventions

Rural land rental sector
Intervention 1 – Facilitate development of systems that generate and distribute information on land availability
Intervention 2 – Increase awareness on functioning of land rental system
Intervention 3 – Improve regulatory framework for rental transactions
Intervention 4 – Undertake research on relevant and actionable land issues and disseminate findings
Access to credit sector
Intervention 5 – Promote development of new agricultural individual loan products linked to SLLC
Intervention 6 – Promote development of new products in agricultural finance
Intervention 7 – Promote partnerships in finance to overcome risk and sector limitations
Intervention 8 – Improve knowledge and information on supply and demand of rural financial services
Intervention 9 – Support development of Islamic finance products
Environment and conservation agriculture sector
Intervention 10 – Promote investment in clean agriculture (organic fertiliser and bio-pesticides)
Intervention 11 – Introduce and promote use of small irrigation systems and appropriate agricultural machineries
Intervention 12 – Facilitate the development of contract farming systems
Intervention 13 – Facilitate sharing knowledge and information of agricultural technology and sectors
Intervention 14 – Promote production and use of livestock fodder

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Land: Enhancing Governance for Economic Development (LEGEND) is a DFID programme that aims to improve land rights protection, knowledge and information, and the quality of private sector investment in DFID priority countries. It includes the development and start-up of new DFID country land programmes, alongside knowledge management activities, a challenge fund to support land governance innovations, and management of complementary DFID grants, MoUs and contracts, and supported by a Core Land Support Team.

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