

THE VOLUNTARY GUIDELINES ON THE RESPONSIBLE GOVERNANCE OF TENURE OF LAND, FISHERIES AND FORESTS IN THE CONTEXT OF NATIONAL FOOD SECURITY (VGGT) AND THE FRAMEWORK AND GUIDELINES ON LAND POLICY IN AFRICA (F&G): VERSATILE TOOLS FOR IMPROVING TENURE GOVERNANCE

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Introduction

The paper provides an analysis of the EU Land Governance Programme supporting seventeen countries across the globe to implement projects applying the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT) and in Africa the Framework and Guidelines on Land Policy in Africa (F&G). The VGGT are the first globally negotiated document that set the scene on how tenure and access rights to land, fisheries and forests should be handled. They signify a global engagement towards changing the rules of the game by placing tenure firmly in the context of poverty reduction and food security and by promoting more transparent and accountable tenure structures and administrations. Along similar principles the Framework and Guidelines on Land Policy in Africa (F&G) were endorsed by the African Union to facilitate national land policy development and implementation processes for African states, anchored on a Declaration on Land Issues and Challenges in Africa issued by the Union. Both instruments (VGGT and F&G) are being applied at country level to improve land governance, land policy frameworks, land administration systems, and land use planning. They are also applied to dealing with the challenges associated with assuring security of tenure, operations of land markets, land based investments, urbanization, climate change and thereby contribute to the social and economic development of the countries. These are all aimed at achieving, among other things, food security, poverty reduction, improved environmental management, reduction of tenure related conflicts and improved social and economic development. Land and other natural resources are key assets for economic growth and development.

Land is at the heart of many issues for farmers and their families. It is the primary means of subsistence and the primary vehicle for investment, accumulation of wealth and transfer of wealth between generations. On a broader scale, land also plays a key role in agricultural production, management of natural resources, and support for local development whether urban or rural. Consequently the issue of land tenure concerns all the stakeholders involved, from local farmers to national or foreign investors, from local governments to public service providers.

Land governance and land administration in many African countries are however, beset with a number of challenges that militate against the realization of the optimum contribution to social and economic development. Land governance involves the policies, processes and procedures, and institutions by which land, property and other natural resources are managed as well as the activities associated with determining and implementing sustainable land policies in the country. This includes decisions on access to land, land rights, land use, and land development. All countries have evolved policies, legal and institutional frameworks on how to deal with the management of land in their societies. They have to deal with the four functions of land: tenure, value, use, and development in some way or another. In every society, sound land governance is the key toward the achievement of sustainable development. While land tenure arrangements in many African countries are held under customary land management systems, they have been affected by formal land tenure and management systems introduced by various colonial administrations, creating a legal pluralistic framework within which lands are administered and managed. The formal land administration system have generally very limited coverage. For example only 8.8 percent of total lands in Ghana are covered under the two formal land registration systems – title and deed registration (Larbi, 2015). The remaining lands fall within the unregistered system and are therefore managed largely under customary arrangements. Other challenges across Africa relate to the legal recognition of customary land rights, including women’s land rights, rapid rate of urbanization averaging about 3.5 percent per annum, gender challenges in land management systems, competing land uses, land related conflicts relating to territorial cover, tenure rights and land uses, impact of climate change which particularly in rain fed agricultural systems, southward movement of pastoral communities heightening disputes and conflicts with sedentary farmers, and poor land administration services delivery which stems from poor human, financial and technological capacities, producing inefficient and ineffective systems. Land tenure systems must respect the variety of rights and sources of legitimacy, in order to foster equitable and sustainable development. Policies should strike a balance between rights and responsibilities of various stakeholders as well as historical practices and changing local rights, as part of the long term vision. In doing this policies should aim at providing legal recognition to customary land rights where such recognition does not exist.

EU Land Governance Programme

The European Union Land Governance Programme supports efforts to improve governance of tenure in 18 country-level projects in Africa, Asia and Latin America, with a total amount of 60 million Euros (17 have active projects of which 2 are completed). These are Angola, Brazil, Burundi, Cameroon, Cote d’Ivoire, Colombia, Ethiopia, Ghana, Guinea Bissau, Kenya, Malawi, Niger, Pakistan, Somalia, Sudan, Swaziland and Uganda¹. All projects address country-specific tenure issues and are implemented by various implementing partners, including government agencies, civil society organizations, bilateral and multilateral organizations and private sector companies. The projects thus provide a great opportunity for assessing the range of tenure issues to which the VGGT and F&G can be applied.

¹ Annexes I&II provides a summary of the in-country projects.

Apart from the country level projects, the EU also funds FAO to provide transversal support (through a transversal project) to the in-country projects particularly in the areas of capacity development, knowledge sharing, experience capitalization and monitoring and evaluation. These components are discussed later in detail. The transversal project recognizes that implementing VGGTs at the country level will require dedicated effort to capacitate project implementation teams for the purpose. The transversal project also coordinates the implementation process at country level and provides opportunities for lesson learning and experience sharing among country level project implementation teams, capitalizes the experiences and feeds same into higher level processes and monitoring mechanisms. Some of the key VGGT principles that have been applied in the country level projects include the legal recognition of customary rights, the mapping and recording of same; participatory approaches to territorial delimitation, and inventory of public lands; safeguards to improve agricultural investments; and capacity development of key actors across the board.

Yet achieving such responsible governance is beset with numerous challenges from the community level up to national and policy levels. At the core of the challenges in using the VGGT and F&G in Africa is the capacity of local communities, local authorities, national institutions and civil society to effectively apply the provisions of these instruments. The challenges at each level manifest in broad areas of insecurity of tenure, institutional challenges, legal and policy frameworks as well as serious capacity and technological deficits.

The objectives of the paper are to provide an analysis of:

1. The theory of change underlying the application of VGGT and F&G in the projects.
2. Lessons learnt in implementation of the various projects.
3. The capitalization mechanism to document experiences, best practices and lessons learnt.
4. Key challenges likely to affect sustainability of gains made in implementation.

These are now discussed.

Theory of Change

In order to achieve food security, reduce poverty especially among rural dwellers, improve resilience and adaptation arising from climate change and achieve environmental sustainability, governments have to deal with a range of tenure related issues at country level. The challenges span across community, local, national and sometimes transboundary levels. While there is no strait jacket approach for dealing with tenure issues at country level, the VGGT provide a framework, process guidance and standards for improving the governance of tenure. The VGGT and F&G serve as a shared reference framework to promote land regimes that offer more secure and equitable access to land. They encourage states to draw up their own strategies, policies and projects concerning management of land and natural resources. They particularly emphasize the need to take into account the legitimate tenure rights of local people and suggest providing additional safeguards in the event of large scale land acquisitions. The VGGT and F&G have therefore, created inclusive processes for policy formulation, creating respect for voiceless legitimate tenure rights holders, developing trust among key stakeholders, strong accountability for all stakeholders in the ownership, management, planning and use of legitimate tenure rights in

land, fisheries and forests. One of the challenges of such a high level international framework is its domestication and application to country specificities down to local and community levels.

In order to achieve local level impacts there is a clear need to develop capacity of all those involved in the use of the VGGT and F&G across board. Equally important is the need to develop a monitoring framework with indicators that measure impact, outcomes and outputs, capture and document experiences, knowledge generated and best practices across a range of practices, methodologies, strategies and actors. There is also the need to deal with cross cutting issues such as gender, women land rights, migration and tenure rights, youth access to land, governance, policy, legal and institutional frameworks. The capitalization of such experiences provides tremendous lessons for improving the application of the VGGT and F&G as well as strategies and methodologies that work. They then feed into the global processes for assessing the impact of the VGGT and F&G at country and continental levels and their contribution towards achieving food security, poverty reduction and environmental sustainability. These will then eventually feed into the measurements for the land related indicators of the sustainable development goals. These include SDG 1: End Poverty in all its forms everywhere, and target 1.4: By 2030 ensure that all men and women in particular the poor and 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 micro finance. SDG 2: 'End hunger, achieve food security and improve nutrition and promote sustainable agriculture'. Target 2.3: By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular 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. SDG 5: Achieve gender equality and empower all women and girls. Target 5.1: End all forms of discrimination against all women and girls everywhere. SDG 11: Make cities and human settlements inclusive, safe, resilient and sustainable. Target 11.1: By 2030 ensure access for all to adequate, safe and affordable housing and basic services, and upgrade slums. Target 11.3: By 2030, enhance inclusive and sustainable urbanization and capacities for participatory, integrated and sustainable human settlement planning and management in all countries. SDG 11 is included in this analysis because of the delicate interface between urban and rural land uses and the transformation of agricultural lands to urban land uses particularly in the peri-urban interface. Also some of the in-country project such as Angola deals with both urban and rural land issues. The conceptual framework of the theory of change is depicted in the figure below.

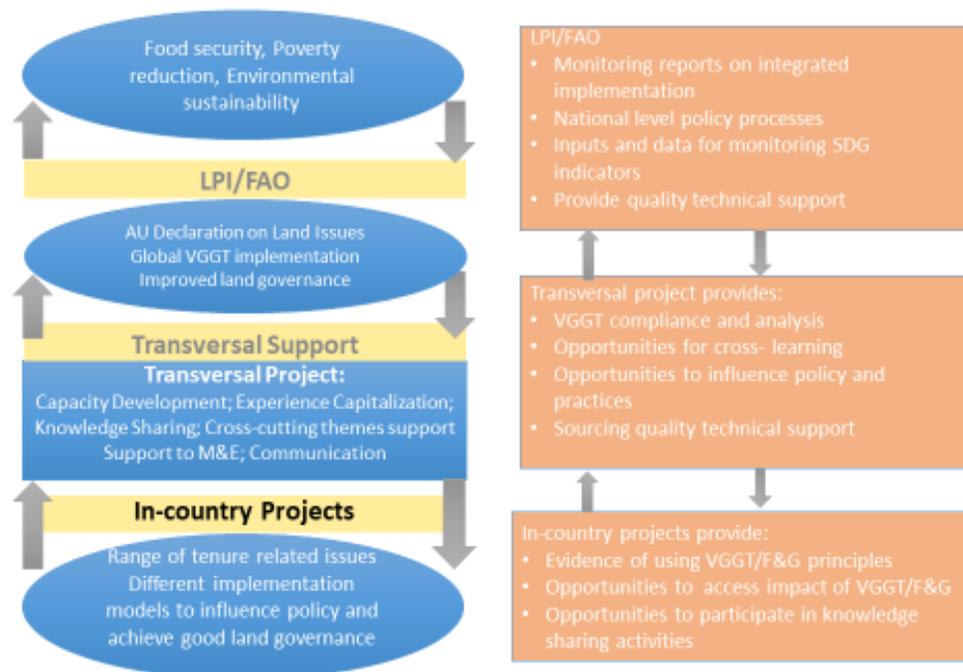


Figure 1: Theory of Change

The conceptual framework depicts the linkages between the Transversal and the In-country projects and with higher level objectives. The transversal support to countries implementing VGGT and F&G related projects consist of a series of support mechanisms and strategies including capacity development both human and technological, technical guidance, lesson learning, experience sharing, knowledge generation and dissemination, documentation, experience capitalization, platform for experience sharing and learning as well as opportunities for bilateral collaboration and exchange among projects. For example through the transversal activities the Malawi project was able to provide tremendous support to the Pakistan project start-up activities. The Transversal Project also ensures that project implementation is regularly monitored and that the wealth of lessons learnt are documented and disseminated: “What has worked? What has not? And Why?” It also provides a platform to increase project compliance with these international instruments and standards. The transversal project uses evidence from the in-country projects to monitor the uptake and use of the VGGT and the F&G so as to be able to report ultimately to the African Union and the CFS. In return the Transversal support provides capacity development, tools for effective implementation and a platform for experience and lesson sharing. This way the transversal project provides opportunity to influence policies and practices at the country level. At the same time it ensures a consolidation of the critical mass of change agents/champions at the country level.

Capitalization

Capitalization of in-country project activities is one of the key support mechanisms of the transversal project. Capitalization is a systematic process of capturing performance, lessons learnt,

sharing knowledge and documentation of experiences and promising practices. The aim is to identify and document good or promising practices and methodologies which have the potential for replication. It also enable nuances and successful methodologies which are usually overlooked in project implementation to be captured. Capitalization is also to identify successful projects as well as challenges and the ways and means to overcome them. It also provides a platform for cross learning among different actors including government institutions, civil society, local communities and the private sector, learning from experiences in order to avoid re-inventing the wheel all the time. Capitalization involves systematic collection of data and therefore contributes immensely to monitoring and evaluation systems, contextualization of experiences, tools and approaches. Capitalization meetings are held, aimed at enhancing coherence and alignment of the country-level projects of the EU Land Governance Programme in improving governance of tenure in the framework of the VGGT and F&G. Capitalization meetings are not isolated interventions. They are linked to and mutually supportive of other transversal project activities, such as targeted capacity development interventions; the use of the knowledge management platform (KMP); joint monitoring and evaluation (M&E); efforts to collect and disseminate lessons learnt; and joint communication activities. The KMP contains a wide array of tools compiled from across the tenure spectrum and are there to assist project implementers with appropriate tools for dealing with the challenges they are dealing with.²

A variety of approaches and methodologies are used at the capitalization meetings. They include formal PowerPoint presentations, share fairs, world cafés, poster presentations, group discussions and bilateral discussions. These approaches make capitalization meetings very interactive and productive. They also equip project implementers with these skills which can be used at country level to improve project implementation.

Lessons learnt

Many of the country level project have achieved successful implementation of the projects, ensuring that VGGT and F&G principles are mainstreamed in land governance and land administration projects. A few of the successful stories are summarized below.

- Even though all projects deal with land governance challenges at the country level within the context of VGGT and F&G many of the log frames did not have indicators that will enable the VGGT to be tracked. Mainstreaming of the VGGT and F&G into project activities therefore required a review of the log frames to ensure that the indicators would allow such tracking. It must be emphasized that these projects are due to the VGGTs and not ‘in spite of’ the VGGTs. The review of the indicators enabled VGGT principles such as inclusiveness, gender, participation by women, capacity developments to be tracked.
- Recognition of customary/communal land rights, recording of same and issuing of communal titles as in Angola and Cote d’Ivoire. In Angola the project succeeded in delimiting 169 communities in the Provinces of Biè, Huambo, and Benguela; and issuing of 31 community titles (all in the Province of Bié). More than 2000 individual titles in 5

² The KMP can be accessed at www.africalandpolicy.org/eu-programme

municipalities had been delivered. (2 in Bié³, 2 in Huambo, and one in Benguela⁴). In Cote d'Ivoire ten out of 17 villages (84.61%) have been delimited through participatory processes. Eight out of 10 disputes that arose were resolved by the *Sous Prefets* using alternative dispute resolution mechanisms (ADR).

- Participatory approaches for identifying, delimiting, surveying and recording of public lands in Burundi to avoid incessant conflicts between the state and local communities. In Angola, Kenya, Cote d'Ivoire and Burundi VGGT and F&G provisions were internalized in project implementation. Consultation and participation, inclusiveness, gender and transparency were used in delimitation of boundaries, review of policies, legal frameworks, processes and procedures and registration of community titles. This required effective communication to obtain the buy-in and ownership of the process by the local communities. For example, in Burundi a jingle was used to popularize the inventory of public lands which turned out to be a very effective communication tool, contributing to the success of implementation.
- Comprehensive capacity development of all stakeholders including farmers, civil society organizations and government officials at national and local levels to improve the framework for responsible agricultural investments in accordance with both the VGGT and the principles of Responsible Agricultural Investment (RAI) prepared by the Committee on World Food Security (CFS) in Ethiopia. Achieving successful agricultural investments calls for more inclusive investment models that enable local small-scale farmers to be integrated into the business processes of large agribusinesses. In doing so successfully the local farmers need to be capacitated with the requisite skills. Capacity development programmes have benefitted all key stakeholders including government officials and experts, CSOs and investors. However, capacity gaps still exist in entrepreneurship and business management, farm machinery handling by the youth, and gender mainstreaming.
- It is possible to have private sector participation in land registration processes involving local community level farmers in a private-public partnership model in Cote d'Ivoire. The project demonstrates that professional associations (in this case Inter-Coton (professional association for cotton production)) can be catalysts for improved governance of tenure and also contribute to knowledge generation. The project has undertaken two studies dealing with some of the emerging challenges of tenure in the cotton basin of Cote d'Ivoire and to improve pastoral rights and reduce conflicts with agricultural land users: *Étude des litiges agriculteurs-éleveurs dans le département de Mankono*; *Étude d'élaboration d'un schéma directeur d'aménagement de zones pastorales dans le bassin cotonnier*. Participation by professional associations this way is very positive for improved land governance.
- Opportunity to use enabling technology as an entry point and catalyst for reviewing and streamlining land registration processes and achieve policy, legal and institutional reforms. This has been successfully demonstrated in Angola where the use of technology for effective and efficient mapping of community boundaries and development of a

³ These are Kuito and Chinguar municipalities

⁴ Cubal municipality

computerized land registration system (the *Sistema Angolano de Gestão de Informação de Terras* (SAGIT) system - the result of the customization of the FAO Open Tenure system) was deployed in seven servers belonging to the seven offices of the municipalities involved in the project. The system was used as basis for reviewing and streamlining institutional mandates, roles and responsibilities of public sector institutions and eventually led to the promulgation of the Provincial guidelines *Despacho 2072/2015*. This is the first of such guidelines at provincial level in Angola. The guidelines provided clarity, security of process, transparency and community participation and time bound processes for the registration of community titles.

- Securing tenure rights in fisheries for small scale fishers through a reduction of illegal, unregulated and unreported (IUU) fishing which undermines the sustainable livelihoods of the small scale fishers in Ghana. This is the first project on fisheries under the EU Land Governance Programme. It provides opportunities for linking tenures in fisheries with tenures in land within the framework of the VGGT, cross learning and synergies among land uses. The project is very innovative in using FAO's Open Tenure software to map tenure rights in clam fisheries in the estuary of the Volta River.
- The projects are generating knowledge on key thematic issues that will provide better understanding of the issues and the evidence needed for informed policy decisions and workable interventions. These include the translation of the VGGT into Portuguese in Angola (*Diretrizes Voluntárias sobre a Governança Responsável da Posse de Terra, Pescas e Florestas no contexto da segurança Alimentar Nacional*) to increase local uptake and use; *The recognition of the customary land rights: lessons from the Province of Bié in Angola*; two policy briefs on *Indigenous Peoples' Land Rights and Expropriation/compensation* by the Cameroon project; *Étude de mécanismes permettant de gérer les problèmes posés par les limites entre les terres villageoises et les autres domaines*; *Étude du financement de l'Agence Foncière Rurale (AFOR)* both by the Cote d'Ivoire project; and *Etude sur les aménagements réalisés en zone pastorale et leurs impacts sur l'environnement, le pastoralisme, et les revenus des populations, Etude sur les enjeux et défis autour des terroirs d'attache des pasteurs et l'exercice du droit d'usage prioritaire* and *La problématique des cultures d'hivernage en zone pastorale: Quels impacts sur l'avenir du pastoralisme au Niger?* all by the Niger project.
- VGGT implementation principles of inclusion, participation and consultation, gender equity have been adequately demonstrated in the projects and have been successfully used in creating multi-stakeholder platforms for developing frameworks for land policy, dealing with land use resource conflicts, and establishing negotiation tables for dealing with disputes.

Success factors

Several factors have contributed to the successful implementation of these projects. These are summarized below:

Strong political leadership and commitment to improved land governance is key in defining success. This is aptly evidenced from the Angola project where implementation of the project was

successful in Bié due to the commitment of the Governor and political leadership in the province and enthusiastic young staff willing to learn. Introductory letter from the Ministry of Territorial Administration provided the anchor for the project in the province. Thus the leadership supported project implementers and inspired the technicians, using technology to spearhead change. The same cannot be said of Huambo Province which did not record much success due primarily to political leadership. Over the three year project period the Province had three Governors, each with his/her own perspective on land issues and which did not support project implementation generally. All the seven municipalities⁵ in the province had different cadastral system models which was difficult to harmonize, coordinate and replicate.

Integrating the project into policy processes at country level not only contribute to successful implementation but also to sustainability of the gains and impacts of the projects. In Niger the project has contributed immensely towards the organization of the *États Généraux du foncier Rural* (EGFR) – a national policy forum with the ultimate goal of reinforcing the political support necessary for land governance processes, while also increasing the inclusion and commitment of all actors necessary in the adjustment and reforms essential for land governance. The EGFR has become a national platform for land policy discourse and development in the country. In Cote d’Ivoire the project support to Technical Assistance of two experts based in the Office of the Prime Minister provide inputs into policy development at high level. The support has succeeded in organizing the two studies mentioned above which are feeding into policy, legal and institutional processes in the country.

Linking the specific project to the long term vision of the land sector in the country. This integrates the project into national processes which ensures sustainability of project interventions and outcomes. It also enables successor projects to be formulated on time. Successful intervention in the land sector to really change the rules of the game as noted by the VGGT, require long term engagement and ability to mobilize resources early for follow on projects. This was effectively achieved by the Kenya project where the two year EU funded project was successfully followed with a bigger five year project with a bigger budget of 20 million Euros. In doing this it is important to set realistic goals which take into consideration the full range of complexities. It is also beneficial to involve the main implementing partners and other stakeholders from the outset and sort out working modalities. In addition, sufficient time should be allocated to training the project team.

Effective communication that sends appropriate messages to key stakeholders including local people provides the mechanisms for effective mobilization of local people and give assurances of cooperation and collaboration. This has been successfully demonstrated in the Burundi project in the delimitation and mapping of public lands to reduce conflict between the State and local people. In this instance the use of a jingle on the inventory of public lands was an effective communication tool that mobilized local support and participation.

Inclusiveness and participation of local communities in project activities increase understanding of the project, increases ownership and buy-in by local communities and contribute to success of

⁵ These are Huambo, Tchicala-Tcholohanga, Cachiungo, Ukuma, Ekunha, Bailundo and Longonjo.

the projects. Mapping of local communities and issuing of community titles in Angola, Kenya, Cote d'Ivoire have been successful due to the inclusive and participatory methodologies adopted.

The transversal support is an excellent model for coordinating successful implementation of projects across several countries, providing capacity and knowledge to ensure successful implementation. Capitalization enables systematic documentation of experiences, promising or good practices, lessons learnt, experience capitalization, factors leading to success and challenges to implementation. This provides evidence-based guidance for project formulation and implementation.

Translation of the VGGT into local languages increases the relevance of the VGGT to local situations which increases knowledge, uptake and use of the tools at the local level. Ultimately the translations will ensure that the VGGTs make real impact at the local level. The Angola and Ethiopia Projects translated the VGGTs into Portuguese and Amharic languages respectively.

Challenges

The VGGT is still a 'heavy' document for use at the community level as terminologies such as 'legitimate tenure rights' have different meaning and applications in different jurisdictions and communities. There is continued need for awareness raising and sensitization at country levels to emphasize the usefulness of the VGGT and F&G for improvement in policy, legal, and institutional reform processes. It will take a long time to assimilate the VGGT principles as a game changer in local and national level processes and provide sustainable frameworks for handling change backed by sustained political will. This will demand that sustained resources are provided to support the drive and integrate same into social and economic processes. Continued efforts should be made to shift the paradigm from donor-driven projects to more beneficiary driven projects to achieve more sustainability. More support should also be given to countries to mainstream VGGT standards and principles in country level land administration and land governance processes, including aligning legal and policy frameworks to the VGGT and F&G.

Participation of women in land governance processes and in project activities including capitalization meetings continue to be low. Women participation average 18 – 32 percent in project activities⁶. This emphasize the need to improve strategies for involving more women at country level in land governance activities which can then reflect on participation at the transversal level.

In an assessment done in 2016 it was noted that adoption of VGGT into land governance processes at the national and local level will not happen by themselves without a deliberation programme of action and continuous awareness raising and effective dissemination and communication. This observation still holds, raising the necessity to increase awareness raising activities and engagement with national governments on the usefulness of the VGGT to land governance at country level. Strong commitment and political leadership is needed in this regards. In-country project should therefore continue to engage with national policy processes and demonstrate successful project outcomes on land governance.

⁶ Except one training activity in Burundi where women participation was about 64 percent.

The expected outcomes of some of the projects are very ambitious and unachievable in the project period (see Annexes I&II). The ambition is evidenced in project implementation, results obtained and the challenges associated with land governance projects at country level which require long periods of consultations. Participatory processes to ensure ownership and buy-in of key actors as espoused in the VGGT take time and this should be factored into project planning.

Conclusion

Land is pivotal to the socio-economic development of many developing countries. It is the fulcrum around which about 60 percent livelihoods especially in rural communities are built. At the same time land is a bastion of power play, politics and hegemony. Thus the poor, vulnerable, minorities, the youth and persons generally remote from the power centers tend to lose out if the land governance processes are not organized with the view to protection them. Insecure tenure is anathema to wealth creation, economic growth, social stability and environmental sustainability. The status quo of land tenure in many developing countries cannot support sound economic development and require to be addressed. This must be done within the framework of internationally accepted standards, principles and practices.

The VGGTs are recognized as the game changer in tenure governance, providing tremendous opportunities and standards for demystifying issues which hitherto have been described as ‘too sensitive and too political’ and best left in the political arena. The VGGTs provide the standard, guidelines and best practices for improving the governance of tenure and to ensure that the legitimate tenure rights of the poor, vulnerable, women and the youth are protected. There is a clear link between responsible governance of tenure and food security, poverty reduction, sustainable livelihoods, adaptation and resilience to climate change, environmental sustainability, social and economic development. The VGGTs have challenged some fundamental notions on tenure such as non-responsiveness of customary or communal systems of tenure to market forces and therefore their inability to support market based economic analysis. The overarching aim of the VGGT in promoting the recognition, protection, enjoyment and safeguarding legitimate tenure rights provide a new paradigm for assessing and analyzing customary rights to land, fisheries, forests and other natural resources and the property rights within them.

The EU Land Governance programme involving 17 country level projects and the transversal project have demonstrated clearly that with strong political leadership and commitment it is possible to indeed change the rules of the game and influence national discourse on land issues that considers VGGT principles. They also demonstrate that local level projects that are linked with national policy processes can indeed bring change. Even though the countries are still far from the desired state of tenure governance that delivers effective and efficient land administration services in transparent, participatory and accountable fashion the progress made lay the foundation for doing so. There are challenges and difficulties associated with project implementation at the country level but they provide guidance for improving implementation methodologies.

The transversal model provides opportunities for using the wide array of tools developed across the tenure spectrum and FAO technical expertise to support country level implementation. The

platform for lesson learning and experience sharing is good in capacitating project implementers in dealing with implementation challenges. This model can be replicated by other development partners with projects across a number of countries. What is needed is sustainable and consistent effort to use the VGGT principles and to internalize them in land governance processes at local regional and national levels.

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Annex I: PROFILE OF PHASE I PROJECTS (GCP/GLO/539/EC)

Country	Project Title	Project Objective	Key Outcomes/Outputs	Implementer
Angola	Strengthened capacity for improved governance of land tenure and natural resources by local government in partnership with non-state actors in the Central Highlands of Angola	Empower national, provincial and municipality level government and local NSA and communities to facilitate the recognition of tenure rights.	<ol style="list-style-type: none"> 1. Strengthened technical capacity of municipal government in areas of participatory mapping, cadastre management, and the use of geographical information systems, and legal framework used in line with VGGT and STDN 2. Public administration and legal entities capacity increased to simplify and fast-track the land rights recognition processes and to meet the demand for land rights formalization. 3. NSAs (peri-urban and rural communities, traditional authorities) and Local Government involved in a collaborative engagement, have a better understanding of land governance mechanisms and are able to better advocate for their rights. 4. Public sensitized, Land Law and VGGT widely disseminated and lessons learned shared with land governance stakeholders including the global networks (such as GLTN) 	World Vision and Development Workshop Angola
Burundi	<i>Projet d'amélioration de la gestion et de la gouvernance foncière au Burundi</i> (PAGGF)	Improve management and governance of public and private lands	<ol style="list-style-type: none"> 1. All lands of national origin are identified by integrating conflict resolution and recording only non-conflict public lands in the cadastre 2. Support to aspects of mediation and resolution of conflicts, as well as some legal aspects of implementation of land reform is secured. 3. Road map is prepared for systematic national approach for securing land. In parallel technical and financial support is maintained for some communal land services. 	GIZ
Côte d'Ivoire	Partenariat Public Privé pour l'accélération de la mise en œuvre de la loi sur le foncier rural	Provide security of tenure to everyone, in particular for small producers; Accelerate the implementation of the law and to ensure its application to all categories of applicants	<ol style="list-style-type: none"> 1. Information and awareness of the population, training and capacity building of stakeholders in the implementation of the Act. 2. Significant increase in the number of delimited villages and issued land certificates. 3. Improvement of governance in the implementation of the Act. 	<p>Inter-Coton</p> <p><i>Direction du Foncier Rural</i> (DFR) of the Ministry of Agriculture</p> <p>2 person Technical Assistance at the Office of the Prime Minister</p>
Ethiopia	Support to Responsible Agricultural	Establish a conducive and transparent environment for	<ol style="list-style-type: none"> 1. The institutional framework with functional coordination structures at Federal level and selected regions is strengthened. 	GIZ

	Investment in Ethiopia (S2RAI)	responsible agricultural investments while securing the rights of the resident population.	<ol style="list-style-type: none"> 2. Human capacities in land management and responsible agricultural investments are strengthened at Federal level and in selected regions. 3. An information and knowledge system for land based agricultural investment is developed. 4. The legitimate tenure rights of resident populations, in particular indigenous people are systematically recognized. 	
Kenya	<p>Support for responsible land and natural resource governance in communal lands of Kenya</p> <p>Phase II: Support to the attainment of Vision 2030 through Devolved Land Reforms in Community Lands of Kenya</p>	Secure and improve equitable access to land and natural resources for food security and socio-economic development of agro-pastoral communities in the ASALs of Kenya	<ol style="list-style-type: none"> 1. Land tenure systems and natural resource use mapped, and recommendations developed for land use planning in target counties. 2. Institutional capacities at national and county level to support sustainable governance of communal lands and natural resources established/enhanced. 3. Policy, institutional and legal framework for sustainable governance of communal lands and natural resources supported and harmonized. 4. Knowledge management on communal land and natural resource tenure administration and management enhanced 	FAO
Malawi	Promoting Responsible Land Governance for Sustainable Agriculture in Malawi	To contribute to an improved land governance framework and its implementation in Malawi in line with the VGGT, with particular emphasis on gender sensitive compliance regarding land tenure rights.	<ol style="list-style-type: none"> 1. Institutional framework and capacity strengthened at all levels for an efficient and effective land reform programme 2. Small holder farmers' land rights improved, particularly women, due to responsible land governance at local level guided by principles enshrined in the VGGT. 	Ministry of Lands, Housing and Urban Planning (Technical Assistance provided by DAI Europe)
Niger	Securisation des systems foncier pastoraux au Niger par le renforcement de la gouvernance fonciere (PSSFP)	Improve land rights for farmers; Secure land resources for livestock; prevent pastoral resources related conflicts and build capacity of the	<ol style="list-style-type: none"> 1. The existing cultures and facilities in pastoral areas are clarified. 2. Data already collected on pastoral resources are secured in a database at the national and regional level. 3. Pastoral resources from agricultural zones are inventoried in a systematic and comprehensive manner and the Decree of Classification of these resources is prepared. 	Code Rural du Niger

		Rural Code on pastoral lands.	<p>4. Tools for recognition and registration of land rights of farmers are developed and available for Lands Commissions and institutions in charge of land management.</p> <p>5. Capacities of the structures for the Rural Code of the regions of Zinder and Dosso are strengthened.</p>	
Somalia	Rebuilding confidence in Land Issues in Somalia	To increase inclusive and gender-equitable secure access and sustainable use/management of land and other natural resources in order to facilitate productive investments as well as social and economic development.	<p>1. Natural resources rights and conflict dynamics are understood and facilitation of negotiation tables is organized in order to ensure more equitable access to land and other natural resources.</p> <p>2. Legal and policy framework related to territorial aspects facilitate a more secure access to land for all.</p> <p>3. Institutional and community capacities enhanced to engage in land governance (access, use and management) and related strategic dialogue.</p>	FAO
South Sudan	Support to Land Governance in South Sudan in the scope of the Voluntary Guidelines	Improve land governance system in South Sudan in line with the VGGT and F&G through building capacity of MLHPP and of other key land-related stakeholders in South Sudan.	<p>1. Legal, institutional and administrative framework for responsible land governance implemented at different levels.</p> <p>2. Land registration and recording are developed and used by relevant authorities in order to ensure land tenure governance and security in South Sudan.</p> <p>3. Agricultural land use planning system are developed and used by relevant authorities in order to ensure access to land and tenure security for all in rural areas without discrimination.</p> <p>4. Administrative and technical capacities on land issues at national, state and local levels (pilot) strengthened to implement land governance policies and to meet the demand for land rights formalization.</p> <p>5. Lessons learned from the project are capitalized and shared with all relevant and governance stakeholders.</p>	Project cancelled
Swaziland	Enhanced capacity for sustainable land administration and management at national, regional and chiefdom level	Provide tools and capacities for sustainable land administration and management at national, regional and chiefdom level.	<p>1. Tools are developed and used for more efficient land administration of SNL at National and Tinkhundla level</p> <p>2. Relevant stakeholders are capacitated to use the cadastre and manage SNL more efficiently and sustainably</p> <p>3. Institutional arrangements for non-title deed land/SNL are endorsed by stakeholders</p>	Ministry of Agriculture (Technical Assistance provided by COWI)

Annex II: PROFILE OF PHASE II PROJECTS (GCP/INT/696/EC)

Country	Project Title	Project Objective(s)	Key Outcomes/Outputs	Progress	Implementer
Brazil	<i>Apoio à Política de Regularização Fundiária na Amazônia, nos Estados do Amazonas, Pará, Mato Grosso e Amapá (Support to the Land Regularization Policy in the Amazon, in the States of Amazonas, Pará, Mato Grosso and Amapá)</i>	Improved methodologies and innovations applied in land management of the Terra Legal program. Awareness raising on public policies related to sustainable development and family farming.		Procurement of Technical Assistance firm to support implementation is ongoing. The Transversal team has designated FAO country focal point and held several meetings with project staff and the EU delegation to discuss potential support.	Government of Brazil
Cameroon	<i>LandCam: Securing land and resource rights and improving governance in forest areas of Cameroon</i>	1. Strengthened capacity of key stakeholders. To support key stakeholders in establishing recognition of claims to land access and help them to deal with the multiple challenges of the land governance process. 2. Effective multi-stakeholder decision-making. To establish legitimate and sustainable mechanisms of multi-stakeholder consultation for decision-making concerning the revision of legal frameworks, policy strategies and administrative regulations which influence the rights of access to, and use of, land and natural resources for diverse 'rural actors'.	1. Capacity of key stakeholders strengthened and tools sharpened 2. More informed, effective and inclusive dialogue on designing and implementing reforms 3. Tracking, learning and advocacy undertaken and established	The Project was launched in March 2017. A Flyer on project has been prepared for dissemination and awareness creation. Two policy briefs published on the project. Sensitization meeting held with Parliament on land issues. Participated in the 5 th Capitalization Meeting and presented project objectives and start up activities during the share fair session.	International Institute for Environment and Development (IIED) and local CSO partners.
Columbia	<i>Promover la incorporación de</i>	Increasing tenure security and governance in and around		GCP Agreement has been signed between the Government of Columbia	FAO

	<i>Directrice de gouvernance de la terre con las comunidades locales habitantes de áreas protegidas y sus zonas de influencia</i>	selected national protected areas of Colombia; Supporting the Government on appropriate levels to define a land governance strategy through a multi-stakeholder platform; Recognize issues around land titles to informal tenants in selected protected areas and advise responsible authorities in procedures for restitution of land to communities overlapping with protected areas.		and FAO in December 2016, paving the way for transversal support. The Transversal team has held several meetings with project staff to discuss potential support. As such, it is planned to hold the start-up workshop in 2018. In addition, the team was briefed on the legislative assessment tool and innovative approaches to establish effective and inclusive multi-stakeholder discussion tables at decentralized levels.	
Ghana	<i>Far Ban Bo – Protecting Fisheries Livelihoods</i>	Smallholder fishers and processors benefit from equitable and sustainable rights-based fisheries resource management	<ol style="list-style-type: none"> 1. Empowered smallholder fishery Associations take active part in Fisheries governance. 2. Effective IUU Monitoring and Grievance Mechanisms piloted 3. Social and Economic safeguards contribute to improving livelihoods and nutritional status of smallholder fishers and other users of fishery resources 	<p>GCP Agreement has been signed between the Government of Ghana and FAO in October 2017, paving the way for transversal and FAO support.</p> <p>The project was launched on 06 April 2017.</p> <p>Participated in the 5th and 6th Capitalization Meetings and presented project objectives and start up activities during the Share fair session.</p> <p>Transversal coordinator interacted and raised awareness of the Chief Director at the Ministry of Fisheries and Aquaculture in July 2017 and to discuss GCP Agreement between FAO and the Government Ghana for transversal support for the Ghana project and to garner support for the signature of the same.</p>	<p>Care Denmark Fonden for Frivillig u Landsbistand;</p> <p>Friends of the Nation;</p> <p>Oxfam GB LBG</p>

				Discussed transversal support for use of Open Tenure to map fisheries rights. A transversal support mission scheduled for January 2018.	
Ghana	<i>Far Dwuma Nkodo:</i> Ensure Greater Environmental Sustainability and Social Equity in Ghana's Fishery Sector through a reduction of illegal fishing and strengthened capacity to support legal, sustainable and co-managed fisheries.	To promote food security and improved livelihoods of fishers and their families – with particular focus on smallholder fishers, women and other disadvantaged stakeholders of the fisheries value chain – by reducing Illegal, Unreported and Unregulated (IUU) fishing activities in Ghana's Inshore Exclusion Zone (IEZ) and promoting participatory co-management of fisheries.	<ol style="list-style-type: none"> 1. Demonstrably improved sustainable fishing practices adopted while IUU fishing prevention efforts are effectively monitored and reported. 2. Small-scale fishers, vulnerable and marginalized groups are better empowered to articulate their interests in fisheries tenure rights reforms, and to secure and effectively implement fisheries co-management. 3. Alternative livelihood options are increasingly open to small-scale fishing communities 	<p>GCP Agreement has been signed between the Government of Ghana and FAO in October 2017, paving the way for transversal and FAO support.</p> <p>The Project was launched on 06 April 2017.</p> <p>Participated in the 5th and 6th Capitalization Meetings and presented project objectives and start up activities during the Share fair session.</p> <p>Transversal coordinator interacted and raised awareness of the Chief Director at the Ministry of Fisheries and Aquaculture in July 2017 and to discuss GCP Agreement between FAO and the Government Ghana for transversal support for the Ghana project and to garner support for the signature of the same.</p> <p>Discussed transversal support for use of Open Tenure to map fisheries rights. A transversal support mission scheduled for January 2018.</p>	<p>Environmental Justice Foundation (EJF) and</p> <p>Hen Mpoano</p>
Guinea Bissau	<i>N'Tene Terra:</i> Responsible governance: support to the implementation	1. support the implementation of the land (1998) Act and its general regulation (2008/2015), through the creation and functioning of land institutions,	1. The operational land Commissions with its own resources: (i) the National Land Commission; (ii) 9 Regional Land Commissions,	<p>Project inception activities started.</p> <p>The project was suspended on 17 February 2017 but was lifted on 20</p>	FAO

	of the land law in Guinea-Bissau	the demarcation of community lands and prepare the conditions for implementation of land taxes; 2. strengthening land administration institutions, traditional leaders and communities are better trained in the tasks of the land governance and land rights, with particular attention to aspects of gender	38 – 60 sectoral Land Commissions 2. One Observatory National Land Rural is operational; 3 Community land tenure in the project areas are delimited; 4 The tax Foncier is operational_	November 2017, a period of 10 months of inactivity. The Transversal Team supported a mission to Guinea Bissau to support the country team in analysing the current context in the country and in reviewing project activities and potential risks and opportunities in a participatory manner. As a result, the project activities were revised and the suspension of the project lifted. Actual implementation will commence in 2018.	
Pakistan	Improved Land Tenancy in Sindh Province (ILTS)	Improving and formalise land tenancy, while restoring and protecting rural livelihoods, especially for women and vulnerable groups (dependent on traditional landholding and farming systems and affected by droughts, floods, insecurity and malnutrition) by adhering and promoting the principles of VGGT in Dadu, Jamshoro, Larkarna, Matiari, Mirpur Khas, Sujawal, Tando Allahyar and Tando Muhammad Khan Districts of Sindh Province.		The project team participated in the 6 th Capitalization Meeting and acquired a lot of knowledge and lessons from the other in-country projects which are likely to impact on project implementation. The Transversal team has held several meetings with project staff to discuss potential support. In particular, the team is currently supporting efforts to identify and recruit a suitable Chief Technical Advisor. The transversal coordinator served on the interview panel.	FAO

Sudan	Promoting the provision of legitimate land tenure rights using VGGT for conflict-displaced communities, including small-scale rural farmers, pastoralists, and internally displaced persons (IDPs) in the Greater Darfur region of the Sudan	Support Government of the Republic of Sudan to reform its land laws to develop practical solutions to secure access to and use of crop land, livestock routes, range and pastures including the provision of adequate and practical dispute resolution mechanisms; and assist DLC, DRA, VRRC, Ministry of Agriculture, Ministry of Animal Resources, Ministry of Housing and Public Infrastructure at state and locality levels to promote the provision for legitimate tenure rights to conflict displaced communities including small-scale rural farmers, pastoralists and IDPs in Darfur Region	<p>Outcome: Inclusive and transparent management of fragile land resources in line with VGGT on land tenure</p> <p>Output 1: Effective enabling environment for rural social stability established, through responsible governance of land tenure.</p> <p>Output 2: VGGT resource competition and environmental protection principles and instruments are applied.</p> <p>Output 3: Facilitation of the voluntary return of conflict-displaced people of the Darfur Region and enhancement of basic services.</p> <p>Output 4: Operational Framework for Land Tenure developed based on VGGT principles.</p>	<p>National inception and planning workshop held from 18 – 19 April 2017 in Nyala, South Darfur. Transversal project supported the workshop with a presentation on VGGT and F&G.</p> <p>The project team participated in both the 5th and 6th Capitalization Meetings held in May and November through which they acquired a lot of knowledge and experiences to impact on their project implementation.</p> <p>The Transversal team is supporting the capacity development component of the project. In addition, the Transversal Coordinator conducted a mission in April 2017 to provide in-depth technical advice, particularly on applicability of VGGT tools in resolving community land resources governance issues; use of VGGT tools to facilitate free, prior and informed consent (FPIC); use of VGGT tools to ensure equal participation of men and women in land governance; monitoring and promoting policy changes; spatial planning and investments; and the role of VGGT in achieving food and nutrition security.</p> <p>The Transversal Team supported and participated in the selection process of the project Chief Technical Advisor. A capacity needs assessment and legal assessment are planned for 2018 in order to further tailor the capacity development approach and content and</p>	FAO
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				improve the legal framework for land governance respectively.	
Uganda	Improvement of Land Governance in Uganda to Increase Productivity of Small-Scale Farmers on Mailo-Land (ILGU)	The access to land as a central precondition for poverty reduction in rural areas has improved for certain population groups, especially for women and marginalized groups, in Central Uganda.	<p>Output 1: The institutional framework and the procedures for securing land use rights and land ownership rights of the rural population are improved in Central Uganda.</p> <p>Output 2: Local stakeholders in Mityana and Mubende Districts are sensitized on land and tenure rights and available legal options to secure them.</p> <p>Output 3: Relevant stakeholders (district administration, para-surveyors and Civil Society Organizations) have the capacity to implement the national land policy and to contribute to transparent</p>	<p>Project launch and operational planning workshop held from 25 – 26 April 2017.</p> <p>The project team participated in both the 5th and 6th Capitalization Meetings held in May and November, sharing their experiences and knowledge with other in-country projects and thereby developing their own capacities. More direct support from the transversal project is planned for 2018.</p>	GIZ

			<p>and rights-based land governance.</p> <p>Output 4: Financial institutions are sensitized to provide credit services to small-scale farmers.</p> <p>Output 5: Good practices and lessons learnt are implemented outside of the project region.</p>		
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