UKaid
from the British people

LEGEND Report

DFID's land portfolio and programmes

An overview

Giles Henley and Harriet Hoffler

Key messages

- DFID funds around 25 programmes that work on land, almost all of which have achieved or outperformed their objectives and have helped strengthen tenure security for their beneficiaries. DFID funding has led to impressive results in delivering large land registration programmes and strengthening land rights for women.
- Successful land programmes are not uniform in their approach, but have all been grounded in strong understanding of local practices and norms. The political sensitivities land programmes encounter calls for politically-smart design, flexibility and long-term commitment.
- Programmes that carry out land registration must in parallel invest to ensure land administration services are fit for purpose. Both registration activities and administration services should be designed to suit the needs of women and vulnerable groups, including the poorest.
- In supporting investment facilities, DFID puts considerable resources into projects with land-related risks. Better information management systems are needed to keep DFID informed of these risks, and what the entities making investments are doing to address them.

Contents

Acknowledgements 6

Abbreviations 6

Executive summary 7

- Main findings 7
- Recommendations for the design of land programmes 7
- Recommendations for DFID risk management 8

1. Introduction 9

- 1.1 Background to DFID's work on land 9
- 1.2 Contents of this portfolio review 10

2. The DFID land portfolio at a glance 12

- 2.1 Programmes covered in this portfolio review 12
- 2.2 Status of programmes in the portfolio 12
- 2.3 Portfolio value 12
- 2.4 Programme approaches 15
- 2.5 Geographic distribution of programmes 17
- 2.6 Types of land covered 18
- 2.7 Delivery partners 18
- 2.8 DFID-supported investment facilities 18

3. Programme designs 20

- 3.1 What issues are included in programme design? 20
- 3.2 Risks faced and mitigation approaches 23
- 3.3 Use of evidence during programme design and implementation 25

4. Programme results: impact and ongoing performance 27

- 4.1 Performance of completed and ongoing programmes 27

4.2 What works for women's land rights 29

5. Findings from three investment facilities 32

5.1 Overview 32

5.2 How do programmes view and manage risks related to land? 32

6. Gaps and opportunities for learning 35

6.1 Outstanding questions 35

6.2 Challenges in accessing information 36

6.3 Suggestions for improving availability of information 36

6.4 Reflections for future portfolio overviews 37

7. Conclusions 38

7.1 Recommendations for the design of land programmes 38

7.2 Recommendations for DFID risk management 39

7.3 Recommendations for LEGEND and for future portfolio reviews 39

References 40

Annex 1: Methodology for this study 43

Defining the scope of the review 43

Annex 2: Further information on programmes 50

Detailed findings from completed programmes 50

List of tables, figures and boxes

Tables

Table 1: Programmes included in this portfolio review **13**

Table 2: Questions unanswered in this portfolio review **35**

Table 3: Programme documents available and consulted for this review **41**

Table A1: Main questions for the portfolio overview **45**

Table A2: Programmes for which reports provided insufficient detail on land **47**

Table A3: Not-included DFID programmes working on land (confirmed and potential) **48**

Table A4: Overview of land components in logframes of non-core land programmes **53**

Table A5: Beneficiaries that programmes aim to serve **55**

Table A6: Programme scores for ongoing and complete programmes **56**

Figures

Figure 1: Review methodology: defining the analytical framework and selecting programmes **11**

Figure 2: Implementation status of different programmes in the portfolio **14**

Figure 3: Value of DFID's core land programmes **14**

Figure 4: Value of other programmes in the portfolio **15**

Figure 5: Geographic distribution of programmes by country **17**

Figure 6: Programmes categorised by different types of land **17**

Figure 7: Five PIDG subsidiaries: investments in land-intensive sectors **19**

Figure A1: Improvements in collection of property rights in the MPUSP programme **50**

Boxes

Box 1: DFID's work on land policy in recent decades **10**

Box 2: DFID's prioritisation of land issues for women and girls **21**

Box 3: Are links between land programmes and higher level country and sector strategies clear and well-articulated? **22**

Box 4: Identifying the state of gender awareness in programme interventions: MOLA's approach **30**

Box 5: Findings from Namati on land components of their Legal Empowerment Programme **31**

Box 6: Land issues arising through PIDG's gender study **33**

Box 7: IFC Performance Standards **34**

Acknowledgements

Many thanks to the following people for their thoughtful inputs that helped shaped the framing of the study and its final contents: Anna Locke, Julian Quan, Ian Scoones and Iris Krebber. Thanks too to DFID staff for supplying additional information on programmes. We would also like to thank Jenny Spruell at DFID for her support in assisting us access programme documents, Claire Bracegirdle for assistance with analysis and Helen Hynes for support on editing and production. The responsibility for any errors and omissions rests solely with the authors.

This report was produced by the Knowledge Management team under the DFID-funded Land: Enhancing Governance for Economic Development programme (LEGEND).

Abbreviations

CLUF	Mozambique Community Land Use Fund
COPE	Creating Opportunities for the Poor and Excluded in Bangladesh
DLM	Degraded Land Mapping for Kalimantan and Papua provinces
FGMC	Forest Governance, Markets and Climate Programme
FLAG	Forest Land Use and Governance in Indonesia
GEMS3	Growth and Employment in States Programme Component 3
GLEI	Global Legal Empowerment Initiative
ICF	Investment Climate Facility for Africa
KUSP	West Bengal: Kolkata Urban Services for the Poor
LEGEND	Land: Enhancing Governance for Economic Development
LIFT	Ethiopia Land Investment for Transformation - Wealth Creation Programme
LTRSP	Rwanda Land Tenure Regularisation Programme
LTSP	Tanzania Land Programme
LULUCF	Improving governance of Land Use, Land-Use Change and Forestry in Indonesia
MOLA	Mozambique Land Action Programme
MPUIIP	Madhya Pradesh Urban Infrastructure Investment Project
MPUSP	Madhya Pradesh Urban Services for the Poor
MSFP	Nepal Multi-Stakeholder Forestry Programme
SNPUPR	Support to National Policies for Urban Poverty Reduction
SPUR	Support Programme for Urban Reforms in Bihar
ULM	Urban Land Reform- Urban LandMark programme in South Africa

Executive summary

This portfolio review explores DFID's programmes that focus on improving land governance, and those that work on land to achieve a broader set of objectives. Drawing on selective programme documentation it describes how programmes are designed and discusses their performance. It also discusses separately how three investment facilities that receive substantial funding from DFID deal with land issues in their investments in commercial agricultural and infrastructure.

Main findings

- Programmes have substantially different rationales and approaches to strengthening rights of landholders and improving land governance. The portfolio includes programmes that aim to **secure land rights** in order to **reduce poverty in rural and urban areas**, but also programmes that aim to provide better conditions for investment, empower marginalised groups, reduce deforestation and encourage better land use. A growing number of programmes aim to improve land rights and related opportunities for women.
- Programmes have adopted a wide range of designs and practices to improve land rights and reduce poverty among target groups. While many focus on registering land, others adopt other approaches such as **legal empowerment**, making **land administration more user-friendly** or attempting to change the way authorities recognise rights to occupy and hold land.
- The programmes reviewed have **largely performed well against expectations**, although delivery has often not proceeded at the pace expected, due to changes in political context and the need to develop effective context-specific working methods.
- The programmes reviewed address topics on which **DFID has been challenged to do more**; notably, there are **positive examples of work to strengthen women's rights to land**. However, it is **not clear** how far land programmes incorporate recommendations for DFID to do more to tackle issues of **corruption and climate change**: more analysis and reflection is needed on how land programmes can contribute in these areas.
- Several areas of programme performance are identified for which detailed information is not readily available from publicly-available programme documents. These gaps would benefit from further attention in future LEGEND portfolio reviews or through other assessments. Areas to explore include **the use of theories of change**, how programmes are addressing **climate change, and corruption**. Future portfolio reviews could also usefully investigate other categories of DFID programmes (e.g. urban or climate programmes) to provide a richer understanding of the ways these programmes are addressing land issues.
- There is also an ongoing need for more **systematic lesson learning** from recent and ongoing programmes that have focused on securing land rights and strengthening land administration to inform the design of future land programming.

Recommendations for the design of land programmes

- The politics of land exposes programmes to interference, obstruction and sporadic progress. This calls for programme staff to **be perceptive to local politics**, willing to invest in **medium to long-term programmes** and tolerant to short-term delays. Programmes should recognise the **high incidence of corruption in land**, aim to reduce it in land administration and prevent it in programme activities. DFID should consider **developing further internal guidance** to help staff design and implement programmes that work in a politically-smart way and help tackle corruption.
- DFID's main rationale for promoting better land governance is that stronger land tenure improves economic growth and reduces income poverty, including for poorer and more marginalised groups. Many programmes reflect this rationale in their results frameworks, which focus on the links between interventions, rising productivity and reducing income poverty. While this focus on income poverty is key, programmes **should avoid missing broader impacts on social and economic empowerment**, even if these are harder to measure.
- Programme staff should develop results frameworks from a thorough understanding **of local norms and practices**, and with realistic expectations of the potential contribution of stronger tenure to higher incomes, **avoiding leaps of faith in theories of change** or misguided assumptions that a successful intervention in one country will replicate elsewhere.
- The portfolio also includes programmes that rely on different approaches to strengthen land tenure tailored to certain contexts or groups, such as for marginalised women. Some of these approaches have been successful and may provide lessons for new programmes. However, the design of new programmes **should also be based on locally-grounded research** and experimentation.

- Programmes that carry out land registration must make **commensurate improvements in land administration** to manage the foreseeable surge in formal transactions. Programmes must not let land administration lag behind, jeopardising gains achieved through land registration.

Recommendations for DFID risk management

Our analysis of three investment facilities flags several areas where DFID can **improve its current practices** on monitoring land related risks:

- Many projects funded by investment facilities are land-intensive and operate in land-sensitive areas. This includes investments that aim to raise farm production through large nucleus and outgrower farming schemes but also those that build infrastructure in rural and urban areas (e.g. irrigation or housing). When land disputes go unacknowledged, they can **delay project plans and raise costs**. Before making substantial commitments to these facilities, DFID should assure itself that **due diligence procedures are sound**, and take full account of land issues and risks.
- While DFID staff recognise these risks, the risk tools DFID uses to monitor programmes **do not capture enough information on land-related risks**. Land-related risks are not prominent in risk registries, and annual review exercises do not regularly report on land issues unless these have surfaced.
- Moreover, unless DFID can verify independently that investment facilities have established robust risk management systems, assurances that facilities use IFC performance standards are unconfirmed: these are not reported on through DFID's normal monitoring processes. DFID should therefore consider how **to improve its monitoring of investments made through the investment facilities it funds.**

1. Introduction

1.1 Background to DFID's work on land

DFID's interest in – and commitment to – land governance has seen a revival in recent years, as the UK Government has emphasised its importance in delivering on the government's priorities for development (See Box 1 and references for more information on DFID's work on land policy in recent decades). Stronger property rights are one of the main strands of the Golden Thread – Prime Minister David Cameron's theory of development that views certain conditions, including the rule of law and clearly-defined property rights, as essential to development. In the speeches of senior UK Government officials, strong property rights and good land governance have featured frequently as ambitions of the UK's general approach to development, as well as important pillars for partnerships with specific developing countries. At the 2013 Summit of Open Government Partnership, the Prime Minister called for G8 countries including the UK to "work with developing nations to strengthen their land policies and institutions" so that "people have clear rights to the land they live, farm and work on". The current government's new UK Aid Strategy (November 2015) reaffirms its commitment to strengthening property rights as part of its continued promotion of the Golden Thread.

In line with this framing, DFID's work on land governance is primarily carried out through its workstream on economic development. Work on land governance is positioned to contribute to four of five pillars[1] of this 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, 2015).

However, beyond the economic development agenda, good land governance underlies the other policy priorities DFID supports, including reducing hunger and malnutrition, improving transparency and accountability, supporting international action on climate change and preventing conflict in fragile and conflict-affected states. For example, through its position as holder of the G8 Presidency in 2013, the UK Government pushed for action on land as part of its initiative on transparency. The 2013 G8 Communique confirmed the commitment of member governments to the principle that 'Land transactions should be transparent, respecting the property rights of local communities.' The International Development Committee's (2013) report on Global Food Security suggests that in order to improve food security, DFID should fund more land registration processes. The new UK Aid Strategy (DFID 2015a) also prioritises equal access to land as part of efforts to prioritise the rights of women and girls.

Alongside other governments, the UK supports the implementation of the 2012 Voluntary Guidelines on the Responsible Governance of Tenure, a set of globally-negotiated principles that apply across the land sector and were agreed through the intergovernmental Committee on World Food Security (CFS), with support from civil society and the private sector. Having reaffirmed its commitment to implement the Voluntary Guidelines during the 2013 G8 summit, the UK government, through DFID, is directly supporting the UN's Food and Agriculture Organization to help steer implementation of these in several countries, and supporting a range of other partners to work on specific thematic areas.

As part of its renewed engagement on land, DFID has started a new programme of activities under the LEGEND programme. This aims to:

- help strengthen knowledge and evidence on how to protect land rights and improve land governance at global and national levels,
- develop guidance for the private sector to improve investment practices in land,
- support country offices access expertise in order to design land programmes and improve property rights. The goal is to start new land programmes in six new countries by 2018.

In the context of this re-engagement on land and ambition to launch more land-related programmes and activities, there is also a need to understand more about DFID's previous and ongoing programmes. This portfolio review, the first of four and commissioned through the five-year LEGEND programme, intends to provide details of DFID's portfolio of recent and ongoing land programmes. As well as providing an overview of what is being done, it also aims to identify areas for further investigation. Until recently, land has not 'belonged' to any specific policy area, and land programmes have been neither designed, managed or analysed together. Hence, this review aims to take a high-level view of both those programmes that

1 The current framework does not see work on land governance contributing to the last pillar: catalysing capital flows and trade in frontier markets.

Box 1: DFID's work on land policy in recent decades

As part of DFID's prioritisation of rural livelihood issues under the 1997 government, the department established a Rural Livelihoods Advisory Group that included a specific advisory group on Land Tenure and Policy. This group convened a series of workshops and conferences on land, providing advisory support to the Rural Livelihoods Division and DFID country offices. It also worked to influence policy and programming on land by the World Bank and EU, as the major multilateral donors taking forward work on land. This work culminated in the 2002 publication of a draft Land Policy Paper for consultation, which set out key findings from experiences of land reform and made recommendations on what DFID could do (DFID 2002).

After 2003, DFID scaled back its work on land. This was because it was thought the department did not have the internal capacity to engage beyond a coordinating role and because its experience at the time suggested that in order to pursue property rights programmes, there needed to be political consensus for reform from governments in its partner countries, who often had 'strong views on land tenure' (IDC 2006). A policy paper was eventually published in 2007 – Better Access and Secure Rights for Poor People – which reaffirmed DFID support for the EU land policy guidelines it had previously helped to shape, highlighted how improving poor people's access to land was one of DFID's priorities and set out its support to country-led approaches in the country programmes it supported. However, it did not define any other ambitions or targets in this area. DFID continued to acknowledge the importance of land, but this was mainly expressed through its policy on, and support to, agriculture (Craeynest, 2009). While DFID did not scale up engagement on land through country programmes, it continued to provide support through multi-lateral agencies, including the World Bank and IFC, and more limited support through civil society organisations. For a discussion of some other contextual factors, both within and outside DFID, that contributed to a shift in focus away from land, along with a description of DFID support to land through the early 2000s, see Craeynest (2009).

focus on land and those that include a substantial land component and draw out some of the main similarities, differences and key lessons from them.

1.2 Contents of this portfolio review

Methodology summary (expanded version presented in Annex 1)

Figure 1 summarises the main steps we took to identify the analytical framework (right-hand side) and identify programmes to analyse (left-hand side).

Analytical framework

To establish criteria for assessing performance, we drew on reports from UK parliamentary committees with a mandate and track record of assessing DFID's performance in different areas. These included reports produced by the International Development Committee (IDC), Independent Commission for Aid Impact (ICAI) and National Audit Office (see Annex 1 for a full list of the reports consulted).

From these reports, we extracted findings and recommendations specific to DFID's work on land and categorised these into areas related to coverage, approach and coherence, which we used to analyse programmes. In addition, we also noted recommendations targeted at other areas (private sector development, impact and corruption) that were also potentially relevant to land programmes. For example, ICAI's (2014d) report on private sector development includes relevant recommendations on how programmes should link explicitly to DFID country office strategies and objectives. Table A1 in Annex 1 presents extracts from these reports and notes how these are relevant for establishing criteria pertinent to assessing programmes' coverage, approaches and coherence.

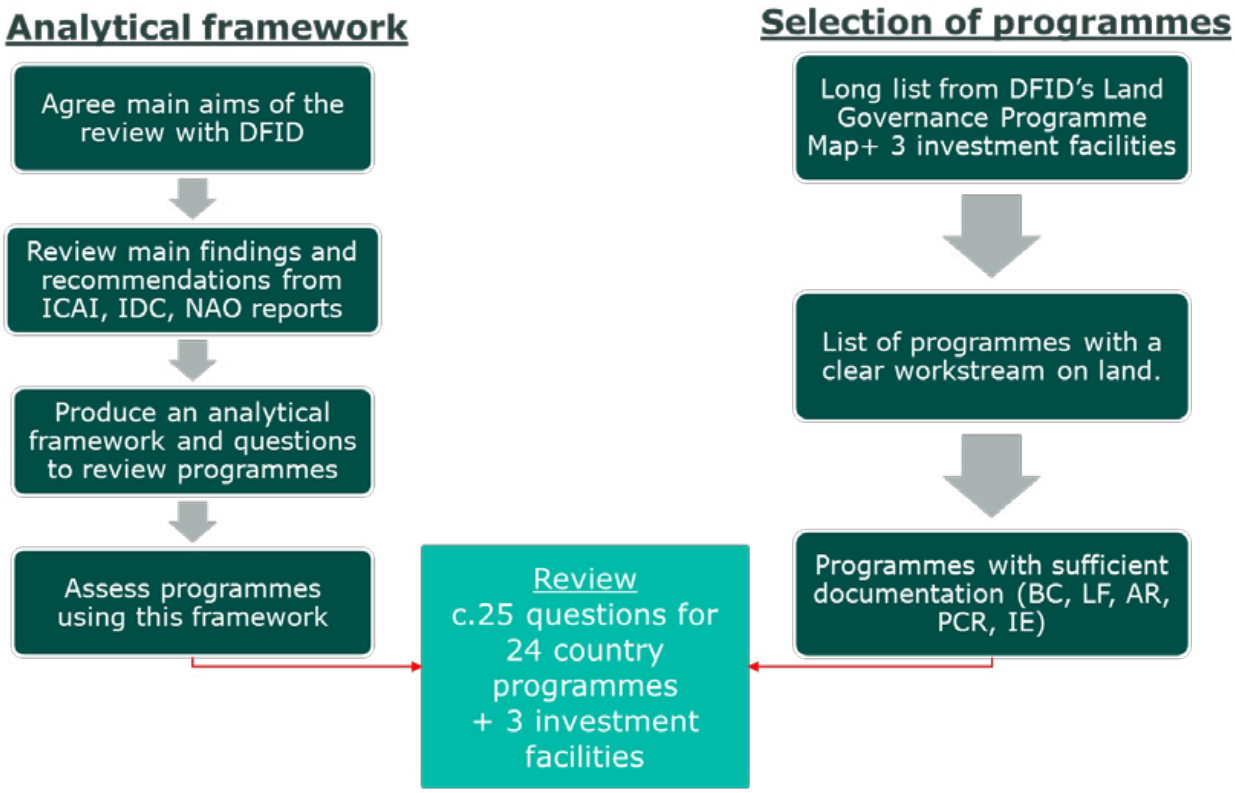
Programme selection

DFID lists its land programmes on the Land Governance Programme map – a database set up by the Global Donor Working Group on Land (GDPRD 2015). The list of programmes is updated twice per year, most recently in April 2015. Programmes on the list produced for the last update were selected for analysis, although some were excluded because either relevant programme reports were not available or, if available, they did not describe the programme's work on land in sufficient detail to provide a clear understanding of what it was doing. Table A2 in Annex 1 presents the list of programmes that were excluded due to a lack of information.[2] For those programmes with sufficient information, we consulted the business cases, logframes, annual reviews and any commissioned impact evaluations and research reports that provided information on programme performance.

Alongside its investments through country programmes that explicitly targeted improvements in the land sector, DFID directs substantial resources through investment facilities established to develop infrastructure and commercial agriculture. Because of these programmes'

2 For a few programmes, relevant documentation was not available for searches on DFID's DevTracker or Quest databases. A DFID member of staff kindly assisted with searches on Quest when we could not locate documentation on DevTracker.

Figure 1: Review methodology: defining the analytical framework and selecting programmes



sizes and their potential to reconfigure rural land use in the areas they operate, they invariably need to consider their impact on land tenure. For this portfolio overview, we analysed three of the largest recipients of DFID funding: GAFSP, AgDevCo and PIDG.

This selection process produced a list of 24 programmes, which we analysed using a list of 26 questions (see Annex 2). For the three investment facilities, we looked exclusively at how they dealt with land in their investment approaches.

Limitations of this report

The aim of this report is to look across a wide range of programmes rather than explore any of them in depth. As we agreed with DFID to restrict the programme documents to the those DFID uses to approve and manage programmes and did not talk to any programme staff, we did not gain a deep insight into the range of issues any particular programme works on, or how well they performed. Discussion of performance is based on the findings of annual reviews and evaluation reports, and hence this report does not evaluate, score, or make specific recommendations for individual programmes.

In future years, we aim to build on this groundwork and review specific groups of programmes and issues in more depth. We also hope to provide a more detailed discussion of programme performance, something this review has touched upon only lightly. Section 6.4 discusses ideas for future reviews in more depth.

Report structure

The rest of the report is structured as follows:

- The following section provides a description of the programmes we looked at and introduces their core aims and approaches.
- Section 3 presents detailed findings from our analysis of how programmes are designed and how they are performing, as well as the risks commonly faced by programmes working on land and how they deal with them.
- Section 4 looks at the main results of our analysis of how well programmes are performing and what findings emerge from both complete and ongoing programmes. This includes a discussion about what programmes have found works well for promoting and securing women's land rights.
- Section 5 discusses findings from our analysis on how three investment facilities approach land issues.
- Section 6 discusses gaps in our findings resulting from a combination of the limitations of the approach taken in this portfolio overview and difficulties in finding information on programmes.
- Conclusions are presented in Section 7.

2. The DFID land portfolio at a glance

This section provides a snapshot of the programmes analysed in this portfolio review[3]. It includes DFID's programmes known to target, or which have a major component on, strengthening land rights and/or improving land governance or land use. It introduces some of the main characteristics of the portfolio including the number, variation and distribution of programmes. It also categorises programmes by their approach.

2.1 Programmes covered in this portfolio review

The portfolio can be split into two broad categories of programmes: those that have land governance as a main focus – 'core land programmes'[4] – and those with a different or broader one that includes a substantial land component, either on strengthening land tenure or improving land governance.

Table 1 lists all 24 programmes using this categorisation, along with the three investment facilities included in this review. Further details of these programmes and descriptions of what they aim to achieve are presented below and in Annex 2. The table excludes some of programmes on the original list provided by DFID. The reasons for their exclusion are discussed at the end of this section.

2.2 Status of programmes in the portfolio

Of the 24 programmes considered in this review, 18 are ongoing and six have closed. As Figure 2 shows, there has been a steady rise of programmes since 2008, with several new ones starting each year. The expansion in the number of programmes working on land appears to result from a combination of ongoing interest in land issues in the forest sector, and growing attention to the interface between rural land governance and agricultural growth. The median programme length for programmes is four years and three months. The longest-running programmes are the India KUSP programme and global FGMC programme (both 11+ years), the Mozambique CLUF programme (8+ years) and the Nigeria GEMS3 programme (8+ years). All but three of the current programmes will have completed by March 2019. However, more programmes are expected to start before then, in line with DFID's intention to scale up its work on land: six have started since 2014.

2.3 Portfolio value

Core land programmes

The overall value of the eight ongoing programmes that target the land sector is around £142 million.[5] The largest programme in the portfolio is the Ethiopia LIFT programme (with a budget of £66.7 million over six years and nine months). The next largest is the ongoing Rwanda LTRSP programme (with a budget of £26.5 million, of which 90% has been spent), followed by the new centrally-managed umbrella LEGEND programme (c. £20 million). Funding for the newly-started Mozambique MOLA programme is £15.5 million, which expands the ended £7 million CLUF programme; the other three core land programmes have a value of between £3.7 million and £5.3 million.

Other programmes

Information on funding going to land components and activities is not available for the majority of other programmes. The three exceptions where the value of the land component are known are the GEMS Component 3 (£14.6 million), COPE (£1.74 million) and ICF programmes (£1.6 million).[6] Although it is known that all other programmes have a substantial land component, it has not been possible to estimate the value of this for each case. However, information on programme outputs and outcomes suggests this could be considerable for some programmes. For example, land tenure reform is one of four main outcomes of the £160 million *Forest*

3 As discussed in the introduction, although this review captures a large sample of those programmes that work on land, there are others that are not included here. This list will be extended as more information is captured on other programmes.

4 Programmes are not formally categorised as land programmes by DFID. We have included in this category those programmes with outcome statements in their logframe that specifically target better land governance.

5 DFID funding to the recently closed CLUF programme was £7 million. This is not included in the £142 million figure above.

6 The GEMS 3 Annual Review presents spending on land separately. This information on the land components in the COPE and ICF programmes was collected through internal DFID requests in March 2015.

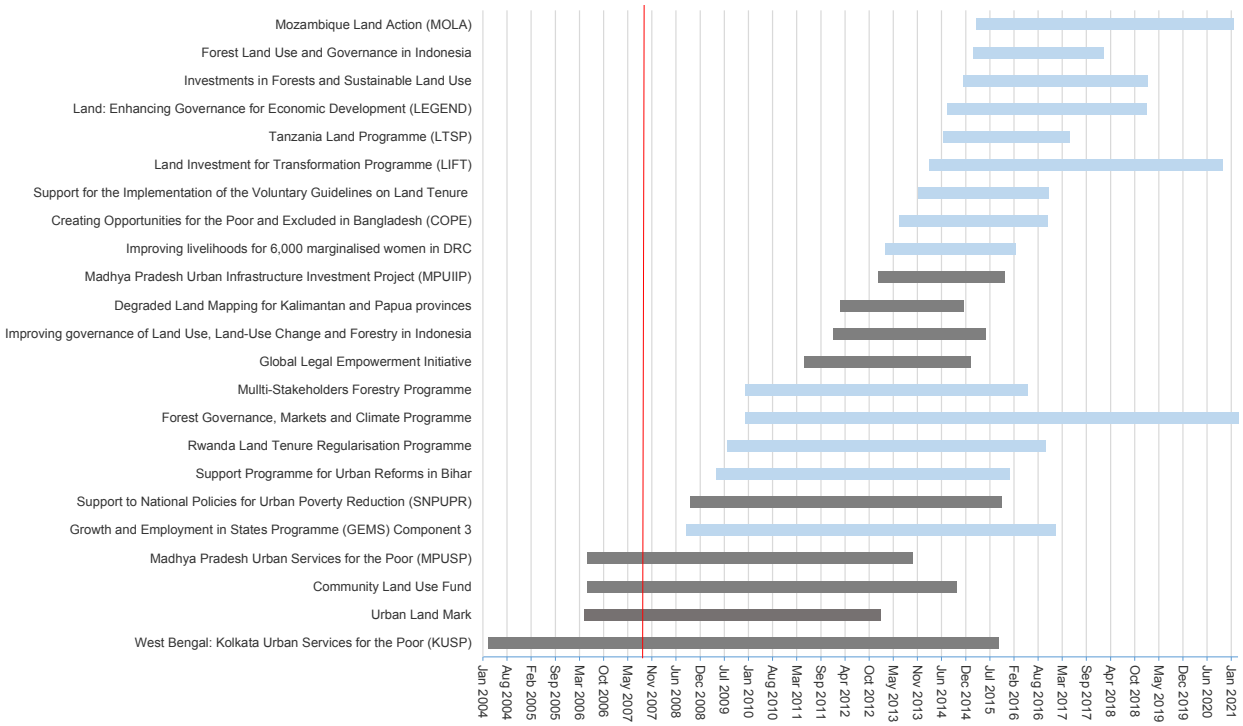
Governance, Markets and Climate programme, and the programme dedicates substantial resources to work on land governance.[7] Figure 4 presents budget information for other programmes.

Table 1: Programmes included in this portfolio review

	Project/Activity name	Country/Region
Core land programmes		
1	Community Land Use Fund (ended 2014)	Mozambique
2	Improving governance of Land Use, Land-Use Change and Forestry in Indonesia *(ended 2015)*	Indonesia
3	Land Investment for Transformation (LIFT) – Wealth Creation Programme *(ongoing)*	Ethiopia
4	Land: Enhancing Governance for Economic Development (LEGEND) *(ongoing)*	Global and multi-country
5	Mozambique Land Action (MOLA) *(ongoing)*	Mozambique
6	Rwanda Land Tenure Regularisation Programme *(ongoing)*	Rwanda
7	Support for the Implementation of the Voluntary Guidelines on Land Tenure *(ongoing)*	Global and multi-country
8	Tanzania Land Programme *(ongoing)*	Tanzania
9	Urban Land Reform – Urban LandMark *(ended 2012)*	South Africa
Programmes with a substantial land component		
10	Creating Opportunities for the Poor and Excluded in Bangladesh (COPE) *(ongoing)*	Bangladesh
11	Degraded Land Mapping for Kalimantan and Papua provinces (ended 2015)	Indonesia
12	Forest Governance, Markets and Climate Programme	15 countries; DFID leads in Ghana, Guyana, Indonesia and Liberia
13	Forestry Land Use and Governance in Indonesia *(ongoing)*	Indonesia
14	Global Legal Empowerment Initiative *(ended 2014)*	Uganda, Liberia and Mozambique
15	Growth and Employment in States Programme (GEMS) Component 3 *(ongoing)*	Nigeria
16	Investment Climate Facility for Africa *(ongoing)*	Africa
17	Madhya Pradesh Urban Infrastructure Investment Project (MPUIIP) *(ongoing)*	India
18	Madhya Pradesh Urban Services for the Poor (MPUSP) *(ended 2013)*	India
19	Multi-Stakeholder Forestry Programme – Nepal *(ongoing)*	Nepal
20	Sport Relief 2012 – UK Aid Match – Slums *(ongoing)*	Africa
21	Support Programme for Urban Reforms in Bihar *(ongoing)*	India
22	Support to National Policies for Urban Poverty Reduction (SNPUPR) *(ongoing)*	India
23	West Bengal: Kolkata Urban Services for the Poor (KUSP) *(ongoing)*	India
24	Improving the livelihood of 6000 women in the DRC	DR Congo
Investment facilities		
25	Global Agriculture and Food Security Programme (GAFSP)	Global (multiple countries)
26	AgDevCo	Africa (multiple countries)
27	Private Infrastructure Development Group (PIDG)	Global (multiple countries)

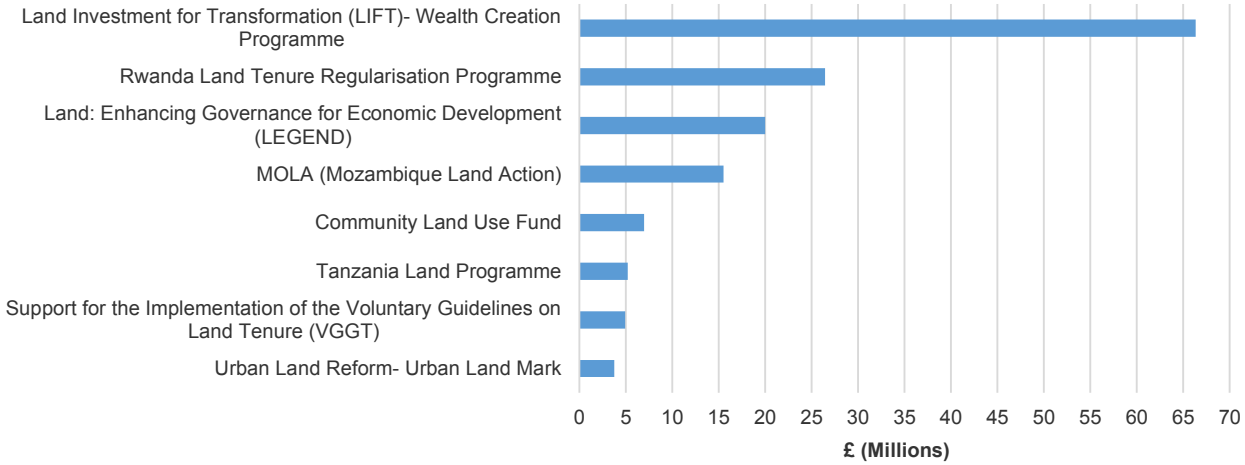
7 The indicative budget in the 2015 addendum for the FGMCP indicated that for Ghana alone, £1.5 million was earmarked for support on land tenure governance for the period 2015-2018.

Figure 2: Implementation status of different programmes in the portfolio



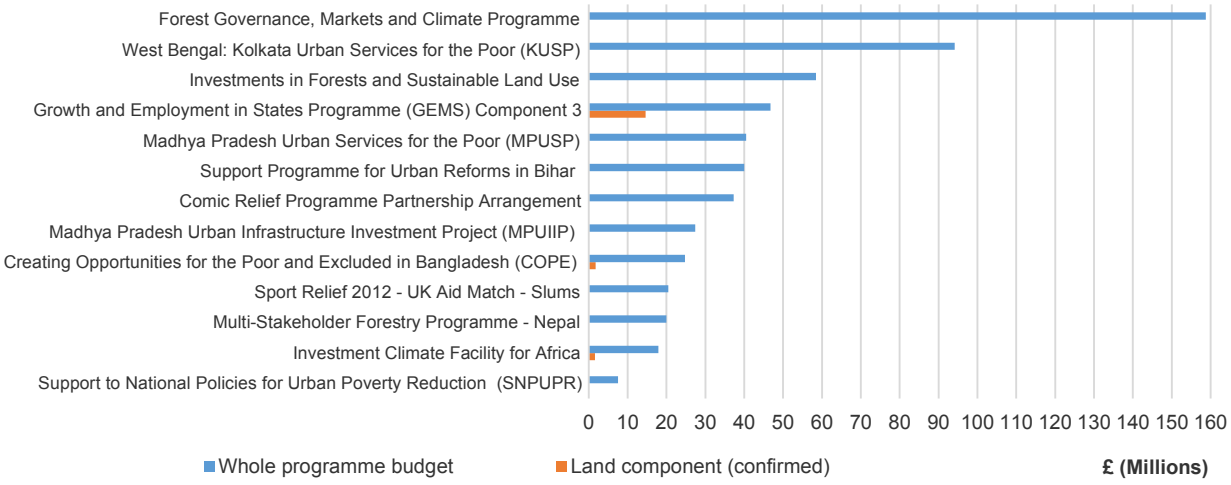
Source: The start and end dates presented are taken from DFID's DevTracker website.
NB: Grey bars show programmes that are complete as of December 2015 (marked with a red line). See Annex 3 for a full-size reproduction of this graph

Figure 3: Value of DFID's core land programmes



Source: The figures presented are taken from DFID's DevTracker website.
NB: The values presented in the chart are DFID's contributions as reported on DevTracker and not the overall value of the programmes, some of which also receive funding from other development partners.

Figure 4: Value of other programmes in the portfolio



Source: The figures presented are taken from DFID's DevTracker website.
NB: There is no OECD DAC category for spending on land-related activities. Therefore, disaggregating programme spending on land would require separate in-depth analysis of each programme's budget, which would be difficult and time-consuming.

2.4 Programme approaches

The programmes in the portfolio can be loosely categorised into groups according to their rationale for targeting land and the main characteristics of their approach.

1. Land titling and land 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. Because they operate across regions or countries, these programmes focus mostly on rural land and beneficiaries, although some also include urban settlements (e.g. Rwanda LTRSP). The main counterparts of these programmes are central government agencies. However, local civil society and private sector may play important roles as partners in programme delivery. The programmes that fall into this category include:

- The Ethiopia LIFT programme, which provides funding through a service provider to carry out adjudication and titling of land in the highlands regions of Ethiopia.
- The Rwanda LTRSP programme. The first phase of this programme provided funds through an external service provider to carry out systematic land adjudication and titling across the whole of Rwanda and strengthen the national land administration. An extension to the programme provided additional funds to the Government of Rwanda to strengthen the capacity of national land administration institutions and delivery services, especially at the district level.
- The Mozambique CLUF and, now, MOLA programmes. The CLUF programme worked with communities to delimit community land boundaries, set up natural resource committees to better steward resources, and reduce conflict. The programme also aimed to incentivise private investments by both locals and outside investors, who would partner with local communities.
- The Tanzania LTSP programme, which aims to improve transparency in Tanzania's land sector by carrying out land tenure regularisation in two districts and establishing a multi-stakeholder forum to improve information-sharing and consultation around pressing issues, including large-scale land acquisitions.
- The Nigeria GEMS programme (Component 3), which funds a workstream on systematic land titling and registration, as part of a broader agenda to make improvements in the business environment.

The programmes above are all implemented through multi-year, in-country programmes managed by DFID country offices, often in partnership with other donors. DFID also funds two multilateral agencies to implement programmes that share the broader aims of improving national land governance. Unlike the programmes above, they work across multiple countries and their engagement is shorter in length and more focused in scope. These are the FAO-implemented *Support for the Implementation of the Voluntary Guidelines on Land Tenure*, and – under the LEGEND umbrella programme – the World Bank's work on improving land governance.[8] This programme produces country-led diagnoses of land governance, using the Land Governance Assessment Framework (LGAF) tool, and also develops data sources and national capacities for monitoring land governance.

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.

- The largest programme in this category is the *Forest Governance, Markets and Climate* programme, which works in multiple developing countries and aims to reduce deforestation through market and governance reforms that also benefit the poor. It funds grantees and service providers in each country, who work together with the civil society and government to improve forest governance. One of the main programme outcomes is to advance adoption and implementation of pro-poor land tenure reforms at national level, especially for Liberia, Ghana, Republic of Congo, Cameroon and Indonesia.
- Three programmes in Indonesia address land use and tenure issues on forestland.[9] The (now-ended) *Degraded Land Mapping for Kalimantan and Papua provinces* programme aimed to direct investments in oil palm onto degraded land and foster socially-equitable production. It explored governance questions around how to grant access to suitable lands, and the feasibility of carrying out 'land swaps' of High Conservation Value forests for areas of degraded land. The *Improving Governance of Land Use* programme in Indonesia aims to work in a politically-informed way to improve recognition of community land rights and the rule of law on land use in four provinces. The *Forest Land Use and Governance* programme works with government to improve spatial planning, with civil society to improve governance, and with businesses to drive the adoption of sustainable and responsible business practices and reduce social conflicts associated with land disputes.
- The Nepal *Multi-stakeholder Forestry Programme* sets up and strengthens forest user groups, which helps poor and vulnerable households gain access to valuable forestland. It broadly aims to make the forestry sector contribute to economic growth, poverty reduction and tackling climate change.

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. The Nigeria GEMS 3 programme aims to reduce those constraints that especially affect the poor, which include land, tax and investment. It supports the Land Reform Programme of the Nigerian Government in providing land title security and economic empowerment for the majority of Nigerians. This support seeks to increase the number of registered land titles in Nigeria. It also aims to simplify the process of land administration and make it more transparent by reducing the number of discretionary processes. The approach involves, *inter alia*, development of a systematic land registration toolkit to support standardised land titling and registration. The ICF Africa programme aims to improve the business environment to the benefit of all businesses. A significant portion of its portfolio has been devoted to investments to improve property rights, which involve reducing the time businesses need to register land.

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

These programmes – which are 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. Programmes in this category include:

- The national SNPUPR programme
- The SPUR programme in Bihar
- The KUSP programme in Kolkata
- The MPUIIP programme in Madhya Pradesh
- The MPUSP programme in Madhya Pradesh

Two additional programmes in the portfolio target urban land but, because their approaches are dissimilar to others, these fit into their own categories:

8 This programme of activities is supported through the programme 'Improving land governance through greater transparency and accountability'. DFID funds this programme through a World Bank multi-donor trust fund called 'Land Policies for Growth and Poverty Reduction'

9 Some of these programmes also work on agricultural issues e.g. tree crops on agricultural land.

- **Urban LandMark (South Africa).** Like several of the programmes in India, the (completed) *Urban LandMark* programme in South Africa aimed to improve secure access to well-located land for the urban poor. It also worked with government authorities, but acted more in a research and facilitation role and did not implement activities directly. Through targeted interventions aimed at building capacity in municipalities and improving policies at the city and national level, it aimed to make urban housing markets work better for the poor.
- **The Sports Relief Urban Slum Initiative.** This programme is funded through partnerships between UK and local NGOs in slums in South Africa, Sierra Leone, Liberia and Uganda to improve access to basic services and strengthen security of tenure. The initiative has 17 multi-year grants including three in Cape Town, four in Lusaka, five in Freetown and five in Kampala.

5. Programmes targeting support at the poorest and vulnerable groups

- The *Global Legal Empowerment Programme* (GLEP) aimed to strengthen land tenure through a legal empowerment approach. It set up a network of paralegals and provided training for paralegals to empower local communities to defend their land rights, alongside other entitlements.
- The COPE programme in Bangladesh targeted the poorest and most vulnerable groups, aiming to improve both access to basic services and stronger political representation. It aimed to ensure that government land that was earmarked for distributions to the poor was actually allocated and transferred to them. While its approach to targeting the poorest and most vulnerable was similar to the GLEP programme, it differed by using well-established local NGOs to implement its activities.
- The *improving livelihoods for 6000 women in the DRC* programme aims to 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.

In addition to these programmes, the LEGEND programme comprises a number of sub-programmes and activities that support both global and bilateral work on improving land governance and laying the groundwork for responsible investment in land.

Figure 5: Geographic distribution of programmes by country

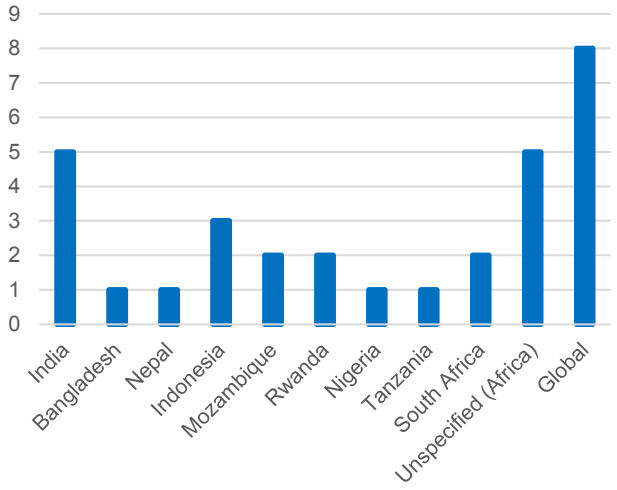
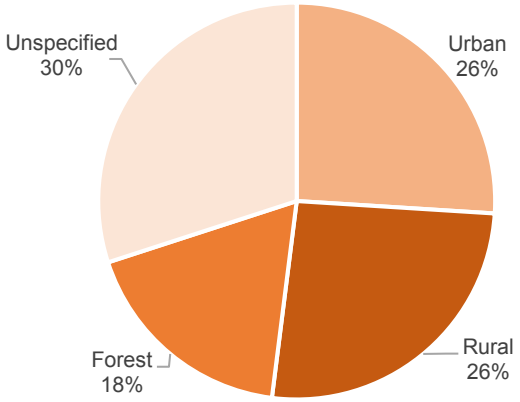


Figure 6: Programmes categorised by different types of land



2.5 Geographic distribution of programmes

The distribution of programmes intersects positively with countries' DFID priorities; apart from Indonesia, all programmes are, or were in DFID's priority countries (Figure 5). DFID is also planning programmes for more of its priority countries, including the Occupied Palestinian Territories and Sierra Leone.

2.6 Types of land covered

The portfolio includes programmes that work specifically on rural, forest and urban land (Figure 6). There is a clear geographical split in types of land programme, with most programmes focused on rural land in African countries, urban land use mainly in India,[10] and forestland in Indonesia.[11]

2.7 Delivery partners

The most common implementing partners across all types of land programmes are national governments and local governments /authorities; only a small number of programmes, such as COPE, GLEI and LULUCF, work through national CBOs or NGOs. Reasons for this include the need to equip local governments and institutions with the capacity and ability to maintain programme outputs after the programme has come to an end. For urban programmes, all main implementing partners are governments and local municipalities (e.g. programmes in India and *Urban LandMark* in South Africa).

2.8 DFID-supported investment facilities

AGDEVCO

AgDevCo invests in 57 agricultural enterprises in five countries in sub-Saharan Africa. Established as a development company in 2009, it is involved in early stage development of agricultural enterprises, from which it aims to exit once companies are established. The aims of its investments are to create jobs in the beneficiary enterprises and raise production of their outgrowers, either by bringing in new farmers or by raising production of those already working with the company. Across its investees, AgDevCo aims to expand the total irrigated areas by 34,370 hectares. These plans do not necessarily require consolidation of landholdings or transfers of land out of the hands of existing occupiers. However, by stimulating changes in production that will likely raise the use and value of land, the activities of these projects are expected to introduce new pressures on land.[12] One of AgDevCo's largest investees is the Ghana Greenfields project that invests in two irrigation schemes in Babator and the Tono Dam in Northern Ghana.

PIDG

The Private Infrastructure Development Group (PIDG) is a group of companies that invest in infrastructure programmes in developing countries. It has eight subsidiary members: GuarantCo, Infraco Asia, InfraCo Africa, InfraCo, DevCo, the Emerging Africa Infrastructure Fund (EAIF), the Infrastructure Crisis Facility – Debt Pool and Africa Green Power. It also has a Technical Assistance Facility that both pools funds and provides technical advice to companies to develop and implement risk mitigation and other activities that enable them to raise money from capital markets. The main tools the Technical Advisory Facility uses to do this are seconding of advisors, carrying out training and longer-term technical assistance.

Five PIDG subsidiaries have recently made investments in programmes that work in sectors where land issues are prominent, including agri-infrastructure, urban development and housing. Figure 7 presents 18 identified projects working in these sectors, ranked by size.

In 2013, around 4.5% of the funds held by PIDG were in the agri-infrastructure sector. Of this:

- EAIF investments in agri-infrastructure amounted to $31.3 million. This went into the Addax Bioenergy's irrigated sugarcane project in Sierra Leone.
- InfraCo Asia investments in agri-investments are $4.4 million across two projects in India ($2.0 million) and Cambodia ($2.2 million) (PIDG 2015).
- InfraCo Africa investments include two irrigation projects in Zambia.
- ICF-DP cumulative investments in agri-investments amount to US$27.7M (PIDG 2015). This funding went into the Addax Bioenergy project in Sierra Leone.

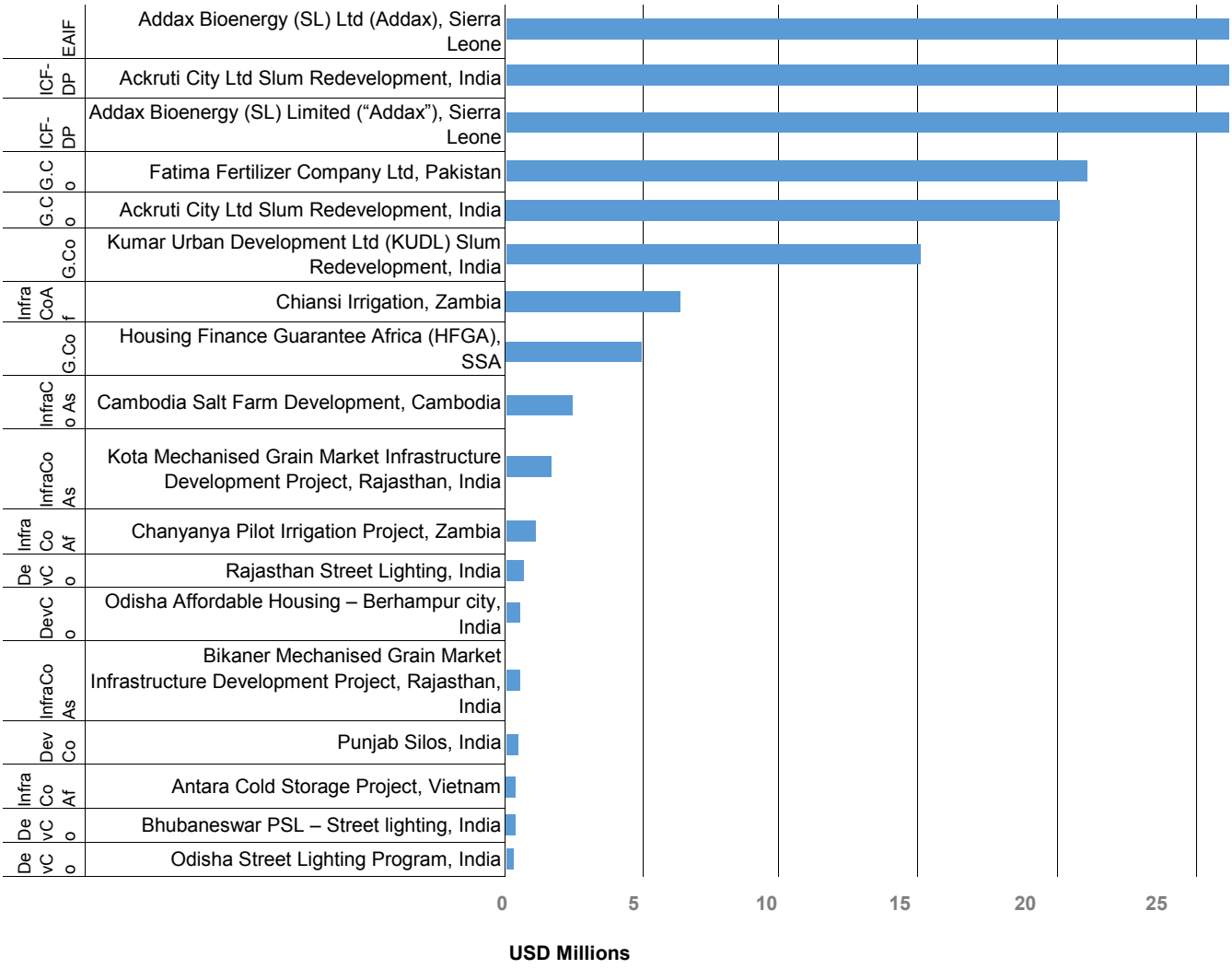
PIDG companies also invest in the urban development and housing sector. These investments are also likely to face issues of land governance on a regular basis. Important projects in the portfolio include the ICF-DP and GuarantCo funding of the Ackruti City Slum Redevelopment in India ($30 million and $20 million respectively), GuarrantCo's funding of the Kumar Urban Development Slum Redevelopment Project ($15 million) and DevCo's funding of the Odisha Affordable Housing in Berhampur city in India ($480,000).

10 With the exception of Urban LandMark in South Africa

11 With the exception of the *Multi Stakeholder Forestry Programme* in Nepal

12 For financial reasons, some of AgDevCo's investees may only be able to work with farmers that have landholdings above a certain threshold that they can plant to commercial crops. For example, the 2015 Annual Review of AgDevCo notes that Tanzanian investee RAC will start to change its policy to accept only new avocado outgrowers with five hectares of land. This may place pressure on hopeful participants to attempt to gain access to more land from within the community.

Figure 7: Five PIDG subsidiaries: investments in land-intensive sectors



GAFSP

The Global Agriculture and Food Security Programme (GAFSP) is a World Bank-managed multi-donor trust fund. As of November 2015, DFID has committed to contribute £136 million, representing around 17% of the total programme value. The programme is split between a public and private sector window; DFID's first tranche of £12.5 million went to the public sector window in 2012/13, and it has since disbursed £63.5 million to the private sector window. The public sector window currently provides $913 million to 32 projects in 25 countries.

The IFC supervises the private sector window, which provides concessional finance totalling $72.7 million to 16 investments in agribusiness companies operating in 12 countries. The IFC also provides loans and guarantees at commercial rates, as well as advisory support to projects.

GAFSP has a dedicated indicator on land rights under output 4 of the logframe, which is to improve management of risks and increase resilience to shocks that affect food security.[13] Two public sector window programmes contribute to this output: the Livestock and Agriculture Marketing Programme in Mongolia and the Smallholder Commercialisation Program in Sierra Leone.

Few of the 19 investments made through the private sector window appear to have direct links to the production stage. Exceptions include investees involved in the production of fruit crops in Malawi, Bhutan and Ethiopia: most other investments focus on improving lending through banks, and improving storage and processing.

13 The indicator in the question is "Number of target population with use or ownership rights recorded (disaggregated by gender) in a manner recognized by national or customary law." The two other indicators on this output are monitor cash transfers and nutrition.

3. Programme designs

This section provides a summary of our review of how programmes are designed, including:

- what groups programmes target,
- how they address issues highlighted in the IDC and ICAI reports,
- what risks they identify and what mitigation strategies they propose,
- how they used evidence.

3.1 What issues are included in programme design?

Poverty reduction: what groups do programmes target?

Almost all programmes within the portfolio have an explicit objective of contributing to reducing poverty. This link is clearest for programmes that have indicators at the impact and outcome level targeting poverty reduction, either across the regions in which they work or among specific groups of beneficiaries. Most programmes target the poor as a category and aim to contribute to higher incomes (See Table A4 in Annex 3). At least 14 programmes also specifically target women in their activities and aim to measure impacts on these through their monitoring indicators. For example, the Nigeria GEMS 3 programme – primarily a programme aimed at improving the business climate – aims to contribute to more jobs and higher incomes for women through their business and household activities as part of efforts create lasting opportunities for the poor.

At least eight programmes explicitly target vulnerable or disadvantaged groups. The Bangladesh COPE programme is alone[14] in focusing all its activities on specific marginalised groups, including migrant workers, child brides, victims of violence and children in hazardous work. However, other programmes also include marginalised groups alongside the income poor.[15] For example, the Bihar SPUR programme targets women in minority religion communities, while the Nepal MFSP targets a broad range of disadvantaged households, including ethnic and religious minorities and climate vulnerable households, as well as poor households with less than six months of food self-sufficiency.

For a small subset of two programmes, the links to poverty reduction are less clear. While the *Investment Climate Facility for Africa* programme has a 'supergoal' of reducing poverty, there is no specific indicator that links DFID's contribution with poverty reduction within countries or among groups. Similarly, for the *Degraded Land Mapping* programme, the links to poverty reduction are not explicit.[16]

What approaches do programmes use to benefit the poor?

Most land programmes aim to raise incomes of poor households through strengthening their land tenure security. This is also true for a number of urban programmes whose impact or outcome statements include improving the security of tenure (e.g. the India KUSP and SPUR programmes). Larger rural land programmes such as Ethiopia LIFT and Nigeria GEMS 3 plan complementary activities to improve functioning of rural markets, thereby ensuring households have better access to input and output markets. These and other rural programmes also strengthen community land rights, alongside providing training and support to make community management of resources a source of sustainable income for community members. A number of urban programmes (e.g. Sports Relief and MPUIIP) also aim to strengthen land rights as part of a package of interventions that improve households' access to basic services including housing, water and sanitation. Several programmes in both urban and rural areas aim to improve access to land alongside access to credit: the India MPUIIP programme aims to provide greater financial security from land for poor people, while the Rwanda LTRSP programme also expected that stronger land rights for poor beneficiaries would help them access credit more easily. Two programmes are reliant on other pathways to improve conditions for the poor: the Indonesia FLAG programme aims to reduce the number of land-based conflicts and the Bangladesh COPE programme aims to strengthen communities' abilities to acquire land the government has set aside for redistribution to the poor but is yet to distribute. The small number of programmes that work with businesses (e.g. DLM) aim to get them to adopt responsible business practices.

14 Other programmes may also target at this level of specificity but do not make this explicit in their logframe

15 COPE documentation explicitly states that the programmes will *"directly target the most poor and marginalised people [which include the poor, women, Dalits, religious and ethnic minorities, working children and people with disabilities] in Bangladesh, aiming to equip them with access to basic services and social safety nets, and access to khas land"*.

16 An explanation for the lack of a link to poverty reduction is that DFID's Indonesia programme is focused entirely on climate change and does not operate a poverty portfolio (Indonesia country staff pers. comm.).

Box 2: DFID's prioritisation of land issues for women and girls

The UK's International Development (Gender Equality) Act of 2014 requires DFID to consider if all development and humanitarian assistance will reduce poverty in a way that contributes to reducing gender inequality. DFID implements the Act by requiring all business cases for new funding to demonstrate either how the programme will contribute to reducing gender inequality or that gender is not relevant to the programme if it does not.

DFID's Strategic Vision (2011) outlined the critical importance of creating an 'enabling environment' to ensure that girls and women gain direct access to, and control over, economic assets. Within a land governance context, this includes:

- **Programmes supporting land reform and inheritance rights to secure women's rights to own and use property.**
- **Supporting initiatives to give women and girls the skills, confidence and networks that will help them to keep hold of their economic assets and make productive use of them.**

Commitment to these goals was reiterated in the DFID's most recent Annual Report 2014/2015 (DFID 2015c), which mentions the need to scale up programmes that improve the security of land tenure rights in developing countries, particularly for women and girls.

How does the portfolio address women's land rights?

In recent years, DFID has increased its focus on positive outcomes for women and girls and has made improving access to land a priority within this (See Box 2). In addition, the IDC's 2015 report on Jobs and Livelihoods recommends that DFID "stress the importance of supporting women in business and giving them the same access to land rights as men" (IDC, 2015).

Most, but not all, programmes in the portfolio have clear commitments to improving the position of women. The *DRC Improving livelihoods for 6000 women* programme is the only one wholly targeted at strengthening women's land rights and uses different approaches for women in different social circumstances, e.g. married women, widows and female-headed households. Among other programmes, those that have started more recently tend to be more explicit in how they address women's land rights: for example, FLAG and MOLA explicitly refer to the International Development (Gender Equality) Act 2014 in their business plans and have prioritised gender equality in their programme approaches.

Several land programmes also include a strong focus on strengthening women's land rights as part of rural or urban titling activities. Securing women's access to land was central to the Rwanda LTRSP programme, while the land regularisation (LTR) process itself was many ordinary Rwandans' first exposure to the realities of the country's progressive equality agenda. Under the law, married couples have equal rights to the land and share ownership 50:50. At the end of LTR, the percentage of land claimed by married couples was 83%, with 10% owned by a single female and 5% owned by a single male. Rwanda's Gender Monitoring office concluded that 'The land registration process is a positive mechanism to improve gender equality', although it notes there are still challenges, including some couples not being aware of how important the certificates are and issues arising with co-habitation outside of marriage. Programme documentation also cautions that strengthening women's rights to land will take time, stating that '[to] properly track the gender implications of the registration process and the impact of subsequent transfer, it will be several years before this indicator is impacted by transfers'.[17]

Some other earlier programmes have not given sufficient attention to gender issues and have historically failed to disaggregate data and impacts on the status of women.[18] However, this has been noted in subsequent reviews suggesting corrective action. Reviews of several forest programmes, including MFSP and LULUCF, indicate that although the programmes have improved representation of women, they need to make special provisions to help them engage more meaningfully at decision-making levels. For example, gender guidelines were prepared by the Independent Review Team for new grants under the FCGP programme and, subsequently, grant holders have been encouraged to focus and report on gender. Whereas the first phase of the LULUCF programme did not disaggregate reporting according to gender, this was introduced into the second phase. An example of steps a programme has taken to ensure gender issues are locally relevant is given by the FGMC programme, which undertook research to better understand the human rights implications of customary law for women relating to land tenure in each of its countries. This, in turn, led to capacity building specifically aimed at responding to the needs of women, dialogue and advocacy through legal channels to address gender discrimination, and a promotion of equity in customary law.

17 DFID (2015) Annual review for Rwanda.

18 For example, the Nepal MFSP 2013 annual review notes that, by not reporting on successful gender outcomes, the programme does a "disservice to the extensive work that is being undertaken at the grass-roots level in building voice to hold others to account".

How do programmes fit within country priorities and with other country programmes?

Several recent independent reports stress that DFID programmes should be clearly linked to DFID's country priorities and its other country programmes. It is noted in ICAI's (2015a) report on DFID's approach to delivering impact that DFID struggles to build coherent portfolios at a country level, while there is a need for close linkages between centrally-managed and country programmes where these operate in the same areas. This is also a recommendation from ICAI's report on Business in Development (ICAI 2015b). Finally, ICAI's (2014a) report on the Private Sector Development Work notes the need for clear linkages between programmes[19] and DFID's overall country objectives.

Descriptions in business cases suggest that intended impacts are in line with both DFID country objectives and sector strategic priorities (where these exist). This is most evident in newer programmes and partly attributable to the new business case format that requires more explicit statements of linkages between programme and higher order objectives. However, links are also clear in older programmes. For example, one of DFID India's strategic objectives is to harness the private sector for development in India's poorest states and improve the lives of poor women and girls in particular. The five urban programmes serve both aims, meeting specific commitments in DFID India's Operational Plan (2011-2015). They aim to increase the number of poor people with clean drinking water and sanitation, promote public-private partnership in pro-poor urban infrastructure, raise more city revenues (e.g. property tax), and help poor people obtain security of tenure, better living conditions and a better deal from key public services.

How do programmes approach climate change?

ICAI's (2014b) report on the ICF commends the approach of the Ethiopia LIFT programme of linking work on climate change to its land programme, and more broadly calls for closer linkages between climate work and bilateral programmes.

Forest programmes in the portfolio have the clearest link to mitigating climate change through avoided deforestation and, in several cases, helping communities adapt by improving their economic returns from forestry. For example, FLAG recognises how the programme will 'also contribute to poverty reduction in a number of ways: forest-dependent communities directly affected by land use and forestry will benefit from better recognition of their rights and more equitable benefit-sharing arrangements; the poor throughout Indonesia will benefit from better governance and more sustainable development; and the poor throughout the world will benefit from reduced emissions as the effects of climate change will be mitigated' (c 2012 business case). The Nepal MSFP business case argues that if programmes seek to bring about better forest management practices, this can lead to reduced climate change impacts on micro-climates and watersheds, while the livelihood opportunities reduce communities' reliance on subsistence agriculture which will become increasingly vulnerable under climate change.

Only two programmes in the portfolio have climate components that will receive funding from ICF: FLAG and MOLA (discussed below), with the Tanzania LTSP programme also investigating accessing ICF funds for future work. Otherwise, there is little mention of how the ICF is involved in programme design, monitoring or future work. DLM was evaluated against the ICF indicators within the monitoring and evaluation review. This noted that:

> *'There is no embedding in the programme document with regards to climate change plan/ strategy. However, there are partial specific measures to address climate change identified in the programme and climate risk evaluation and reduction measures are integrated into planning'* (DLM 2014 Annual Review).

Box 3: Are links between land programmes and higher level country and sector strategies clear and well-articulated?

Links between programmes and country and sector strategies are well-articulated in most programme business cases, especially recent programmes, which follow the new business case format. New (post-2014) programmes refer to how they will support implementation of DFID's four partnership principles and all five pillars of DFID's new Economic Development Strategic Framework. Certain programmes refer to other current priorities; for example, the MOLA business case refers to the G8 transparency commitment and the FLAG business case discusses the programme's link to the 'Golden Thread'. In addition, newer programmes explicitly refer to the International Development (Gender Equality) Act 2014 and the need to safeguard women's rights in the context of land policy and legislation, as part of the DFID Vision for Women and Girls. Older programmes refer more frequently to UK commitments on the MDGs. Climate focused programmes clearly state how their interventions will also help deliver UK government's International Climate Finance (ICF) commitment and 'Future Fit'". It is therefore possible to make links between programmes and the higher level priorities of DFID at the time the programmes were designed. It has not been possible within the scope of this review to assess if programmes have changed how they work or adapted their monitoring when new priorities emerge.

19 At present, most PSD programmes are centrally-managed.

Several of the core land programmes have activities that address climate change mitigation or adaptation more directly. The Tanzania LTSP programme seeks to include climate change and resilience in national and local land use planning procedures and policies. Mozambique CLUF and the follow-on MOLA programme see territorial and land use planning as a means to reduce vulnerability to climate change and seek to link improved land management practices to access to climate funds. The programme will receive funding from the ICF to carry out adaptation plans in municipalities and districts. As discussed above, the Ethiopia LIFT programme has set out clear links with climate change mitigation and undertakes its own studies on how to ensure programme activities contribute to adaptation. It also collaborates with other initiatives working in this area. Other land programmes (Rwanda LTRSP and Nigeria GEMS3), along with urban programmes, approach climate change mainly in terms of a risk to programme delivery, rather than discussing how programme activities actively address climate change mitigation or adaptation.

3.2 Risks faced and mitigation approaches

How well programmes identify relevant risks and mitigate them is important for their success. ICAI's (2015a) report on DFID's approach to delivering impact notes that country programmes should continuously monitor relevant risks and report on these in annual reviews. It also recommends that programmes should be upfront about any political risks they face that may affect their ability to deliver over the long term. A similar recommendation is made in ICAI's (2014a) report on private sector development, which notes the need for programmes to recognise differences in political settings across countries that may affect delivery.

Overall, the portfolio programmes have an average risk rating of 'medium'. There are three programmes rated as high risk: Nepal MSFP, Ethiopia LIFT and MOLA, the latter two of which began in 2015. In general, programmes have described risks using clear definitions and set out risk mitigation strategies that appear appropriate. The Ethiopia LIFT business case provides an excellent example of a risk matrix that enumerates a large number (36) of different risks in different categories and clearly sets out how it proposes to mitigate these risks. As well as mitigation measures, the Nigeria GEMS 3 programme also has a well-developed risk matrix in place, which includes a list of contingency options. The risk matrices of other programmes are less sophisticated but appear adequate, as authors of annual reviews have made changes to these in only a few instances.

In only a small number of programmes, is it obvious that key risks have been missed. Although the DLM programme identified (ultimately correctly) that the private sector may not buy into the concept of a land swap, it did not include a corresponding risk for lack of interest from the government. Poor understanding of programme objectives by both project partners and, in some cases, also programme staff is common to several programmes: the annual review of the Nepal MFSP programme noted that a lack of theoretical understanding of what the programme is doing by programme partners led to actions being disconnected and poor tracking of results. Other programmes have identified risks related to poor understanding and performance in advance and aimed to overcome these by choosing specific partners to work with (e.g. LULUCF and MOLA) or by retaining some influence over staffing (e.g. SPUR).

The following paragraphs discuss common risks that programmes recognise and include in their risk matrices under different category headings.

Political Risk

The documentation reviewed suggests that most land programmes are highly sensitive to political changes. All programmes include political risk in their risk matrices. Common political risks include:

- programme delays due to elections or political instability,
- change in governmental structure and/or institutions,
- high turnover of policymakers, and
- a lack of buy-in from governments, or limited engagement and resistance from local leaders.

The most common overall risks cited are political instability and obstruction. For example, in the COPE programme, political unrest in Bangladesh at the start of 2015 limited the ability to work closely with government officials, especially on land issues. The deteriorating political situation in Nepal (MSFP), caused by the constitutional crisis, also forced the programme to change its workplan. The Rwanda LTRSP programme anticipated political obstruction from mayors who feared land regularisation would get in the way of development initiatives.

Documentation for several programmes also recognises the risk to programme timelines that elections cause, which either delays or undo progress made through reform programmes. For example, work on reforming land laws in Guyana under the FGCM programme was severely delayed during a protracted national election. In Indonesia, forest programmes anticipated a new government would be less committed to reducing deforestation and lessen political support for the objectives of the FLAG programme. Conflict in programme sites and target areas has also been identified, specifically, across forestland programmes as a risk factor for programme results. Documentation for the FGMC programme describes the situation in Indonesia as one where 'land and resource conflicts are becoming a major source of lethal violence and there are no good mechanisms for resolving them'. The Ethiopia LIFT business case highlights the risk of political capture of the programme,

in this case of party cadres hijacking the land registration programme and distributing land to reward party members.

The approaches programmes use to mitigate political risk include seeking political buy-in from across political constituencies (especially before elections), carrying out public awareness raising campaigns to reduce the risk of programmes being cancelled and carrying out institutional mapping before programme activities start. The Nigeria GEMS 3 programme offers an example of a mitigation approach to anticipated disruptions to programme activities during elections. When creating the programme, staff recognised the risks of project delays and designed the workplan so that the least sensitive activities would take place during these times. Also, acknowledging that it would not be possible to obtain the approvals needed from high-level officials to start programme activities during the elections, the programme made sure signature machines could be used as an interim solution.

Social Risks

The social risks that programmes identify and seek to mitigate include further marginalising vulnerable groups, excluding these groups from benefits and exacerbating tensions over land. Programmes that work in forest areas recognise the risk that programmes facilitating land acquisitions could lead to loss of land rights for indigenous groups. Programmes that identify the potential negative impacts of their activities include the Africa region ICF programme and two urban programmes in India (MPUIP and SPUR). The core land programmes recognise that land adjudication and demarcation can pose risks to the rights of vulnerable groups, and they include measures to mitigate these risks when designing their programmes.

Few other programmes include on their risk registers the danger of households losing land as a result of programme activities. One case demonstrating that this risk is relevant is an annual review for the Nepal MSFP programme, which notes that – in the context of programme efforts to reclaim forest land through the procedures for management of public land – second and third generation residents have been termed 'encroachers' and ended up being resettled with no safeguards or right of appeal in place. This means that the programme risks being complicit in removing legitimate landholders from forest areas.

Options to mitigate social risks include carrying out social risk assessments before programme activities start to ensure that the programme actions do not contribute to exclusion of certain groups. In some cases, such as the KUSP programme, this includes seeking assurances from government counterparts that large urbanisation programmes will actively seek to include all groups in programme activities. It also means confirming that, in the event of any resettlement, the government will guarantee living standards are at least as good as those that households previously enjoyed. All of the land programmes have hired individuals or teams to exclusively monitor social risks that programmes may cause. For example, the Rwanda LTRSP, Nigeria GEMS 3 and Ethiopia LIFT programmes had dedicated teams within the programme management who advised on social risks and collected monitoring data to assess impacts of interventions on vulnerable groups. This approach is also being adopted in the MOLA and Tanzania LTSP programmes.

Climate and Environment risks

A number of programmes identify climate and environment risks and detail these in their risk matrix, alongside mitigating actions. The Mozambique MOLA programme provides a good example of how climate events may directly and indirectly compromise the programme. Direct risks include restricted access to field sites due to floods, which may also mask boundaries and displace farmers. In addition, droughts may exacerbate existing tensions over land and associated resources, compromising work underway to define borders of community land. More broadly, adverse climatic conditions may lead the government to divert funds that staff intended for the programme to deal with short term climate-related disasters. The MOLA programme aims to reduce the impact of climate and environmental threats through territorial planning, land use planning and raising awareness of environmental risks in beneficiary communities. Indian programmes KUSP and SPUR implement land use planning and regulation to minimise risks from severe climatic events. A number of programmes have been affected by climatic events and other disasters during implementation that were not foreseen at the programme design stage. Several, such as those in Bangladesh, DRC and Mozambique, are located in flood-prone countries and flooding is a relatively common cause of delays to programme activities. In none of the programmes reviewed have events fatally impeded programme delivery; in most cases, the impact has been relatively minor and programmes have been able to adjust their activities to ensure that the impact of the shock on the programme is minimal. For example, in the *DRC Improving livelihoods for 6000 women* programme, floods postponed training activities; however, it was able to adjust its training programme on land rights and included this as part of its training information on how to reduce vulnerability.

Risks of fraud and corruption

ICAI's report on DFID's approach to anti-corruption and its impact on the poor (ICAI 2014c) notes that many programmes are not upfront about addressing corruption, which affects both the environments they operate in and the programmes themselves. This includes addressing forms of everyday corruption experienced by the poor, such as in land administration services.

Both land and non-land programmes recognise that corruption is a risk factor and include this within their business case and risk matrix. In general, however, the

focus on corruption is much more embedded in forest programmes than it is for core land programmes or those focusing on urban areas. Several of the forest programmes in Indonesia have included a strong anti-corruption component incorporating safeguards into how programmes are managed. The risk of corruption in the sector is high because of long-standing ties between companies and elites, along with local government authorities' abuse of power by issuing licenses and permits to convert forest areas to plantations, logging or mining concessions. Measures to minimise corruption include regular monitoring, spot checks and working transparently; for example, the Indonesia FLAG programme monitors the reporting of crimes related to forest use, including corruption-related offenses and supporting national action to tackle corruption.

There is less focus on land corruption in urban and core land programmes. However, there are exceptions; the (urban) Bangladesh COPE programme both acknowledges and aims to address corruption in administration and service provision. It does so by enabling citizens to hold service providers to account, building on experiences showing how, if households challenge petty corruption, this reduces the need to pay bribes for basic services. Meanwhile, the programme risk matrix for Ethiopia LIFT includes two corruption-related risks and has five mitigation measures to limit corruption. These include simplifying procedures for land registration and administration to reduce opportunities for corruption and manipulation by individuals. Like other newer programmes, it also collects data on corruption as part of the project monitoring process; in this case, the programme established a complaints procedure to encourage whistleblowing and checks on citizens' concerns regarding corruption as part of the M&E system. MOLA's approach of delivering equipment and support to local government via third parties in a Challenge Fund arrangement reduces the risks of corruption, as local authorities have to demonstrate performance improvements in order to access further funds. In this way, land programmes can make important contributions to transparency and generate information that citizens can use to hold governments to account.

3.3 Use of evidence during programme design and implementation

The review process considered what types of evidence business cases use and how they use it. While recognising that business cases need to present a clearly-argued rationale for pursuing the selected option and cannot extensively discuss the strength of the evidence underpinning the intervention, there is also a need to ensure the expectation for the programme's success are in line with existing evidence.

The use of the evidence to underpin business cases has been improved in recent years. This is in line with the higher emphasis placed on evidence by the new business case format. However, across programmes, the use and usage of evidence is fairly mixed. Some business cases include multiple references to findings from academic studies and use these to substantiate their main assertions or to provide assurance on the main assumptions of their cost-benefit analyses or other forms of rationale. In other cases, the use of evidence is sparser.

Presumably because of a lack of evidence coming from the jurisdiction where programmes plan to work, business cases often cite evidence from other countries or settings. Given the important differences in the context and in the contents of 'interventions' in different countries, it is questionable whether evidence from one country (especially if in a different region) can be used to substantiate expectations of similar benefits in another, without considerable caution. For example, several business cases cite positive evidence from titling in Ethiopia as evidence of how strengthening property rights may bring about improvements in other African countries. As Ethiopian findings appear to be stronger than for other countries,[20] it may be overambitious to expect programmes elsewhere to experience effects of the same magnitude as in Ethiopia.

New programmes that are extensions of earlier programmes do well in drawing on findings from the latter. For example, the MOLA business case draws on lessons from the independent evaluation of the earlier Mozambique CLUF programme to inform its overall design and expectations about risks, as has the extension of the Rwanda LTRSP programme. A potential shortcoming of this approach is if the design phase does not adequately consider evidence from elsewhere and reflect this in alternative options to propose for the programme – the MOLA business case refers to little evidence beyond findings on the previous intervention, which raises the question of whether lessons from elsewhere were considered during programme design.

20 The DFID-funded systematic review (Lawry et al. 2014) on the linkages between land property interventions and agricultural productivity suggests this may be due to the fact the Ethiopian programmes of the 1990s were designed specifically to quell disputes arising from previous state-led land redistribution programmes and also benefited from substantial investments from central government; these same conditions do not always exist in other countries.

In recent years, DFID has commissioned several pieces of research that aggregate and synthesise findings across the evidence that exists on land tenure rights and development outcomes. This includes a systematic review, an evidence paper, a topic guide and a number of rapid evidence appraisals (Lawry et al. (2014), DFID (2014) Locke and Henley (2014)). It is suggested that where country-specific findings are not available, authors of business cases should refer to DFID's Topic Guide on Land and other thematically-focused studies (e.g., on land and gender) when designing programmes. This would ensure expectations and risks are well understood by all involved in programme approval, oversight and delivery.

4. Programme results: impact and ongoing performance

4.1 Performance of completed and ongoing programmes

This section reviews how well programmes perform. As discussed in section 2, six[21] programmes have been completed and therefore have documents to describe whether they were able to meet their targets; for other programmes, annual reviews give a sense of their progress.

Overall progress of programmes against their workplans

Reviews suggest that programmes are generally performing well against their plans. The most recent scores for programmes are presented in Table A6, and show that most programmes have scores of 'A' or above on their land components, meaning programme performance is in line with or better than expectations.

However, annual reviews often describe performance over time as irregular: programmes frequently struggle to achieve results in the early years because laying the groundwork of changing rules and practices and gathering buy-in can take more time than anticipated. For land registration activities, rollout of registration can take place more quickly once the basic processes are in place. For example, the Nigeria GEMS 3 programme did not deliver to target in its first few years and was put on a performance improvement plan. Since then, it has made impressive progress in its land activities and surpassed almost all its targets (GEMS 3 2014 Annual Review). Similarly, the Mozambique CLUF programme took longer to get started, with a third of the land demarcations and half the planned delimitations taking place during the extension phase. However, by the end of the programme timeline, it had exceeded its land demarcation targets (EDG, 2014). In a small number of cases, the opposite has occurred and early progress has not been sustained: although the COPE programme in Bangladesh has succeeded in getting some public land distributed to poor households—and exceeded earlier annual targets—a lack of progress in the last year meant it met only 60% of its target, with the latest annual review (2015) suggesting it scale back its ambition because it was unlikely to meet its targets.

Changes in the political context present a leading reason for delay and this is something all programmes working on land are highly sensitive to. In several cases, programmes with a land component have not been able to make progress on a land agenda because of a lack of political traction. For example, for the India MPUIIP programme, the target of land tenure security for the urban poor could not be achieved due to failure on the part of the Government to implement an act of parliament.[22] Other urban programmes in India (e.g. SNPURB) have also faced difficulty in moving forward, due to a lack of coordination between the two key ministries. This has weakened the scope for inclusive development at the local level and reduced the local capacities for poverty-focused reform and development. This example reinforces the need for programmes to consider the impacts of political changes on programme delivery and contemplate mitigation strategies, as discussed in Section 3.2.

The slow progress of land activities potentially creates a challenge for programmes pursuing broader objectives, which may revise their ambitions and resources on land programmes and focus on better performing areas. Several of the urban programmes have struggled to strengthen the land rights of the full number of beneficiaries originally anticipated. For example, the India MPUIIP programme originally meant to increase the number of women with access to fixed assets such as housing and land tenure through policy reforms and community level engagements. However, progress against this indicator was significantly below expectation. The annual review of the programme subsequently called for it to be dropped, with a brief explanation that 'ensuring property rights is difficult and calls for long-term engagement' (MPUIIP Annual Review 2013).

Similarly, attempts to reform land laws through the global Forest Governance Markets and Climate programme have been significantly delayed in most of its target countries. The

21 These are Mozambique CLUF, South Africa ULM; Indonesia DLM, Global GLEI, India MPUSP and Rwanda LTRSP. Summaries from each completed programme are presented in Annex 2.

22 The act in question is the Madya Pradesh Patta Act.

latest annual review (2014) found that out of eight countries analysed, Liberia was the only one where progress had been made, with the new Land Law expected to bring significant changes to land allocation, giving communities formal property rights over forested land and programme-supported partners succeeding in securing funding from the Ministry of Finance for a community benefit trust. In other countries, progress on land reform remains slow or is being developed behind closed doors. To reinvigorate these processes and encourage greater transparency, programme partners in Ghana, Republic of Congo, Cameroon and Indonesia are convening and drafting position papers to progress dialogue on tenure reform. This suggests that, while it may be more politically palatable to bundle a component on improving land governance together with a broader programme, it needs to be recognised that the emphasis this receives may diminish over time and there may be pressure to move resources and focus away from land components towards better performing programme activities.

Successes and challenges in registering land and improving land administration

Where programmes have been successful in registering land, they have also been able to do it in an inclusive way that has strengthened land rights at the individual or community level. The Rwanda LTRSP programme has been widely praised in recent years for its achievement of carrying out a countrywide land registration exercise. The experience demonstrated that it is possible to deliver a large and socially-inclusive systematic titling exercise without incurring high costs or long delays. This was possible in part because of the programme's careful design and high degree of flexibility once implementation had begun. This enabled the service provider to change the programme in response to requests from the government of Rwanda. The high degree of flexibility also made it possible to incorporate feedback from the programme's performance into ongoing implementation. In the case of the Mozambique CLUF programme, the approach of combining demarcation of community land with efforts to improve sustainable use of forests and other natural resources has proved to be a successful means of demonstrating the benefits of strengthening land rights. The programme evaluation found that this combination of interventions was successful because, by establishing natural resource management committees, community members better understood the value of registering their land in order to defend their rights and bargain over access. This combination of activities provided 'not only a greater sense of security and confidence [for community members]', but also enabled them to 'manage and negotiate natural resources more sensibly, in due time' (EDG 2014).

However, land programmes continue to face challenges in improving land administration and need to consider long-term sustainability of land administration from the outset. While the Rwanda LTRSP programme's progress on titling land was impressive, its work on strengthening the land administration incurred significant delays and underperformed against targets throughout the programme's lifetime, as this component did not receive adequate attention at the outset (LTRSP Annual Review 2015). The modernisation and expansion of the land administration – necessary for meeting the higher level of demand associated with more document-based transactions – has not occurred on the scale needed. This gap threatens to jeopardise the impressive gains made by the registration component of the programme. Efforts to improve land administration have suffered from a lack of attention to collecting data and using management approaches, as well as reluctance within the land administration services to reform existing institutional structures and practices (LTRSP Annual Review 2015). The annual review of 2014 found that: 'The lack of take up of registering transfer is the single greatest risk to the whole programme, and recorded transfers are at least an order of magnitude below what they should be.' To overcome these challenges and encourage households to register transactions, the programme sought to reduce fees owed by rural households for completing transactions. However, further improvements to the administration are needed, which the new programme seeks to implement. Similarly, while progress on land demarcation and data collection on parcels has been impressive in the Nigeria GEMS 3 programme, progress in improving administration has been slower and presents a challenge. The 2014 annual review finds that

> *'while the project has succeeded in supporting demarcation of 21,787 parcels of land and record gathering for 13,946 parcels… … no certificates of occupancy have yet been signed off by State authorities. So while GEMS 3 is exceeding its output targets, [the link between] Systematic Land Titling & Registration and greater security of land tenure rights and improved business opportunities remains unproven' (Nigeria GEMS 3 Annual Review, 2014)*

These findings suggest that it is critical for those designing programmes to ensure long-term sustainability of land administration is built into programme design. If, during implementation activities to improve land administration, these programmes chronically underperform, managers should take corrective action rather than wait until land registration is at an advanced stage.

Some of the urban programmes have made improvements in service delivery around land registration and may hold lessons for administration reforms elsewhere. The MPUSP programme was highly successful in its efforts to develop citizen-centric governance, which led to large reductions in the waiting times for key documents, including building permits and land records. More broadly, urban programmes in India have strengthened land rights by providing titles, leading to developmental benefits to the urban poor in the

areas they work in. They have created new institutions to attract investments and strengthened capacity of urban administration departments and urban local bodies. They have also supported reforms of land and planning laws to strengthen long-term security of tenure for poorer groups. For example, the KUSP programme supported amending the Tenancy Act in Kolkata and lobbied for the delisting of certain areas as slums, which enabled nearly 28,000 slum dwellers to construct their own houses. While these successful programme approaches are probably most transferrable to urban land programmes, their approaches to strengthening institutional processes and service delivery may also hold broader lessons for land administration reforms.

Effectiveness of approaches

A handful of the completed programmes have earned recognition because their innovative designs have worked well. The evaluations of the South Africa ULM and the global GLEI programmes are particularly positive, commending programmes for both the success of the innovative approaches taken and the quality of the outputs. Both programmes highlight the scope for programmes to benefit by taking measured risks on new approaches. The major achievement of the South Africa ULM programme was its ability to influence the approaches that national land institutions and local urban municipalities used to improve land markets and housing in poor informal settlements. Following ULM's piloting of the 'incremental tenure security improvement' methodology in three settlements, the methodology was applied through National Upgrading Programme in 49 municipalities across South Africa. GLEI's programme of promoting legal empowerment through paralegals as an approach to strengthen the rights to land of poor and vulnerable people was seen to be highly successful. This was due to both its applicability across a range of countries and successes in improving rights of women particularly.

Although there are few documented examples of programmes that have taken unsuccessful approaches, there is one important lesson that emerges from the Indonesia DLM programme for those aiming to change behaviour of businesses to achieve better land governance: as part of what the programme completion report describes as an approach too reliant on technical feasibility,[23] the programme built some support for its proposed idea of land swaps, but did not build a case that could convince and secure buy-in from top company executives. This is a potentially important example, given DFID's ongoing work on fostering better business practices around responsible land

Other important lessons relevant for all programmes

The Rwanda LTRSP and CLUF programmes offer critical lessons in areas that are central to DFID's existing and future land programmes. This is especially the case for ambitious titling and administration reform programmes because, as well as improving community-level governance over rural land, it enables them to attract and negotiate outside investment.

Ensuring coherence exists on priorities, strategies and approaches between local and national partners and institutions involved in administering the programme is critical. Several programmes cite the need to work closely at all levels, because many of the reforms they seek to implement cannot be achieved by working at the district levels where activities are located; there is therefore a need to bring on board decision-makers at the provincial or national levels. This is the case for all of the forest programmes working to improve land governance in Indonesia. Similarly, the GLEP programme has observed benefits from gaining provincial level buy-in to the concept of legal empowerment, as support at this level can catalyse broader adoption of the approach.

Reviews of several of the programmes confirm that strengthening land rights contributes to broader empowerment of poorer people, which is not always captured in programme results chains. Specific land registration programmes support the local communities to have a say in land issues that affect them. For example, FGMC supports local people to have a say on decisions about forest allocation and works alongside beneficiaries to develop clear legal avenues for dispute resolution, while also indirectly addressing power imbalances. Similarly, while the Nepal MSFP programme mainly tracks empowerment in terms of job creation for marginalised groups, the review has noted that women-only forest management areas appear to be increasing empowerment and status, through a reduction in gender-based violence (although more evidence on this is needed). While capturing improvements in empowerment are not commonly used as logframe indicators—and may be seen as too complicated for some programmes—it is worth noting that some empowerment does tend to occur in the process of establishing stronger land rights.

Programme reviews have found several other conditions that were critical to success. These include strong ownership of the reforms initiative by the government partner, reforms of the behaviour and practices of institutions working on land and peer-to-peer learning between programme beneficiaries, which is often successful in catalysing adoption of new practices.

4.2 What works for women's land rights

The following findings have emerged from ongoing and completed programmes:

23 The technical outputs of the programme are assessed as good in the PCR, which also commends the web-based tools the programme developed.

- Attempts to strengthen women's land rights through land registration and changes to the law will only be successful if accompanied by changing attitudes and practices on the ground through awareness raising activities. This finding emerged from several programmes including Mozambique CLUF, Rwanda LTRSP, and Bangladesh COPE. A review of the Mozambique CLUF programme has suggested that, in most rural areas where the programme operated, 'the formal legal system [was] weak and/or remote… …[so]a focus on changing attitudes and knowledge on women's rights and roles – rather than simply on DUATs (land titles) for women – is more important'. Unless this is recognised, legal entitlements may lead to little change.
- Raising gender issues at community level is likely to be more successful if programme partners are also aware of gender discrimination and motivated to address this through their decisions and activities. For example, the Mozambique CLUF programme gave gender cascade training to service providers and civil society organisations involved in the land demarcation, adjudication and registration process, which was successful in strengthening their capacity to address gender and diversity issues in their work. Provincial monitoring reports and follow-up visits found evidence of improved participation of women and attention to gender and diversity issues within communities, attesting to the benefits of taking such an approach. Programmes have also attempted to improve gender outcome by providing gender training to others whose decisions have an important influence on women's land rights. For example, the FGMC and FLAG programmes also provided gender training to community leaders and judges.
- It helps to raise community awareness of any structural gender inequality and vulnerability issues early on and find appropriate ways to address these before proceeding with any land registration. For example, the Rwanda LTRSP programme held public meetings on land rights and inheritance law, which included challenging some of the discriminatory practices in place that made women, particularly second wives, vulnerable. During these meetings, community members and the programme team agreed ways that the land registration process could strengthen claims of second wives to land, such as by listing the second wife on the lease. As a result of these initiatives, both husbands and wives' names were included on the claimant's register, along with the names of their children. The issue of widows' rights was approached in a similar way to ensure this group retained the same rights as married women. The evaluation report states the percentage of land claimed by married couples was 83%, with 10% being owned by a single female and 5% being owned by a single male.
- Ensuring a gender balance in staff involved in all aspects of programme delivery is important for generating positive outcomes for women. The fact that half of the Rwanda LTRSP staff were women encouraged participation of female beneficiaries in programme activities. Nigeria GEMS 3 reports feedback from beneficiaries who say that if women make up part of the visiting field team undertaking LTR interviews, women are much more inclined to participate in interviews. The *DRC Improving livelihoods for 6000 women* programme seeks to achieve systematic and direct participation by women's representatives in all the policy and legal advocacy work underpinning its approach. While challenging to achieve everywhere, some programmes such as Mozambique CLUF have also been successful in achieving better gender balances in community decision-making bodies for land use planning and natural resources management.
- As well as promoting women's rights to land and more gender equality across all programme activities, some programmes have designed specific components and

Box 4: Identifying the state of gender awareness in programme interventions: MOLA's approach

MOLA has identified a way to explicitly assess whether the approaches partners use are gender sensitive. This approach groups partners' perspectives in the following categories, with illustrative examples, to help identify how to address them:

- **Gender Blind:** Partners care about women's issues, but in their work (especially research or policy advocacy for openness of information), they feel that there is no connection with gender issues.
- **Gender Neutral:** The partners generally view that environmental damage through poor forest management has the same impact on women and men, and girls and boys.
- **Gender Biased:** an assumption that women will automatically enjoy the benefits if the policy advocacy succeeds or that certain types of work are too dangerous for women, so they should not be involved.
- **Have Limited Gender Sensitivity:** Some partners may perpetuate stereotypes of women's femininity or give too little consideration to the traditional roles of women, which impedes their participation.

Source: MOLA (2015) Business Case

activities to improve women's legal and economic empowerment. For example, Nigeria GEMS 3 uses Women's Economic Empowerment (WEE) initiatives to increase women's awareness of land reform programmes. The Nepal MSFP programme has supported 'women-only' forest areas; for example, small leasehold areas within community forests and preliminary findings show that these give women a channel to challenge processes that ignore their needs and increase women's standing within households and in the community. However, the programme evaluation notes this model has not been well researched and deserves more attention.

- Where discriminatory customary practices seem insurmountable in the short term, supporting women's access to land through the least discriminatory customary channels may provide improvements on the status quo. For example, an early finding from the *DRC Improving livelihoods for 6000 women* programme found that strengthening women's access to customary tenure systems (thereby granting more long term access to their husband's land) or through rental markets can yield modest benefits for women's positions and livelihoods. The context of this programme is the Eastern DRC, where local tenure systems confer land only to men, and where there is minimal capacity to implement national laws that promote more rights to women's ownership of land. This same programme also found that sensitising men on gender issues had the unintended positive outcome of men's groups beginning to discuss issues around women's land rights, violations and abuse and thereby playing a role in mediating these. Community service providers in the Mozambique CLUF programme found similar results in some communities.

Box 5: Findings from Namati on land components of their Legal Empowerment Programme

Under the GLEI Programme, Namati produced an evidence review on protecting community lands and outlined the following key findings on improving women's land rights:

- If well-facilitated, the process of drafting and revising community rules for land and natural resources management may open up an authentic space for women and other vulnerable groups to question customary norms and practices that disadvantage them. This, in turn, may also help them advocate for rules that strengthen their land rights and tenure security.
- Legal and technical facilitators may need to take special actions to ensure women's active participation in project activities, including:
  - Carrying out a gender analysis and crafting strategies to proactively address gender inequities that may negatively impact community land documentation exercises.
  - Holding community land documentation meetings at times and locations that accommodate women's schedules (i.e. after women have completed their house and farm work).
  - Convening special women-only meetings to identify issues that affect women's rights and participation, empowering women to address these issues during community land documentation efforts.
- The active involvement of women and other vulnerable groups throughout the bylaws/constitution-drafting debates appears to have strengthened women's procedural and substantive rights in their communities. Communities have improved substantive rights by adopting provisions to strengthen and protect women's land rights and making changes to ensure that community rules do not contravene national law.
- The data from Mozambique illustrates the importance of drafting community by-laws/constitutions. A review of existing customary norms and practices has found that many communities currently have rules that undermine and contravene women's constitutional rights. Yet because Mozambique's current community land delimitation process does not mandate a review of intra-community governance, communities do not revise their customs to conform to national law. Such findings lead to the conclusion that some process of cataloguing, discussing and amending community rules is central to efforts to protect women's land claims.
- A well-facilitated process of reviewing and amending customs to align with national laws has opened a space of dialogue in which it is possible to strengthen women's existing land rights within customary legal constructs. Customary leaders may be important allies in the enforcement of women's land rights, as the data indicate that communities consider these leaders primarily responsible for the protection of women's and widows' land rights. Customary leaders have indicated that they are open to shifting local practices to align with national laws.
- To fortify the gains made, community women must actively flex their new procedural rights and continue to participate in community meetings concerning land and natural resources. Further legal and technical support will also be necessary to ensure continued enforcement of women's procedural and substantive rights.

5. Findings from three investment facilities

5.1 Overview

This section describes how three investment facilities that DFID supports approach emerging land issues in their investment projects. As with the land programmes, our analysis of these programmes is mainly based on the publicly-available DFID programme documentation; however, we have also consulted supplementary information available on the websites of each entity. Because DFID monitors how these entities perform at a very high level, discussion of land issues receives little attention in either the business cases or the annual reviews. This means our analysis of how investment facility managers view and treat land issues is based on limited information and likely misses some of what these facilities are doing. The following points nonetheless emerge:

- Land issues have caused delays to timeframes and raised costs for several investments, highlighting the need for thorough due diligence on land issues before making substantial commitments.
- All entities have opted to use the Principles and Criteria of the International Finance Corporation (IFC) as minimum standards for their investment projects. This is to guide initial due diligence and ongoing risk management. For AgDevCo, these apply to all investments with a value of over $1 million.[24] As part of greater scrutiny of the ESG due diligence, possibly as a result of prominent land issues within their portfolio, some entities have paid closer attention to land. This is particularly apparent for the PIDG member EIAF and for AgDevCo.
- All programmes propose to use IFC standards to guide their approaches to environmental, social and governance issues prior to investment. However, available documentation does not provide details on the status of any management systems investee companies have in place that would demonstrate their compliance with these standards.

5.2 How do programmes view and manage risks related to land?

Land issues investments have encountered

AGDEVCO

Earlier annual reviews suggest land issues were becoming increasingly prominent among some of AgDevCo's investments. The 2013 Annual Review of AgDevCo notes that land tenure issues constitute a main risk for the success of an investor's (Illovo's) work with outgrowers. In its current risk register for programmes in Mozambique, AgDevCo acknowledges that 'the Mozambican Government's contested but lawful right to acquire land without paying adequate compensation or properly resettling affected communities' risks creating negative relationships between its investee companies and host communities. To mitigate these risks, it proposes to carry out early and ongoing consultation with investees to ensure local regulations on resettlement and compensation are complied with and disputes resolved.

In Ghana, AgDevCo's Babator irrigation investment ran into issues around a land dispute that delayed the project for six months, as it was necessary for AgDevCo to undertake a further historical study to determine equitable claims to land. This needed to be completed before the Environmental and Social Impact Assessment could start. Securing the lease required 'close engagement with the local community, youth groups, community elders, sub and paramount chiefs, traditional councils, local and regional government and the central government Lands Commission' (AgDevCo Annual Review 2014).

PIDG

None of the DFID documentation we reviewed discussed land issues arising in relation to PIDG investments. PIDG's 2012 business case does not single out land as a particular area for attention and nor do any of the annual reviews carried out subsequently. However, this does not mean investments are immune to land issues; in the case of EIAF's investment in Addax Bioenergy, land issues became increasingly prominent as the investment expanded. As PIDG facilities make similar investments in irrigation infrastructure elsewhere, it is likely that land issues affect these investments

24 Managers apply AgDevCo's internal guidance to investments below this threshold.

too, even if they are not raised in DFID's monitoring framework. For example, Box 6 highlights how a lack of attention to gender impacts of investments meant PIDG facilities did not pick up on risks to women's access to land.

GAFSP

Very little information is available on land issues arising in investments made through GAFSP. GAFSP' 2014 Annual Review states that the two public sector window programmes it supports – the Livestock and Agriculture Marketing Programme in Mongolia and the Smallholder Commercialisation Program in Sierra Leone – have been delayed and their ability to reach their respective target populations of 60 and 198 respectively is in question. No information is available on land issues in investments made through the private sector window. As discussed in Section 2.8, only three investments (in Malawi Mangoes in Malawi, Mountain Hazelnuts in Bhutan and Africa JUICE in Ethiopia) within this window target the production level. All other investments target banks – to extend lending to poorer producers – or to storage and processing parts of the supply chain; no information exists on the activities of these investees.

Approaches facilities take to managing land-related risk

AGDEVCO

Annual reviews suggest that AgDevCo was slow to develop its ESG due diligence in the first five years,[25] but has made progress in developing these in the past year. Although it did not have formal procedures in place, AgDevCo seems to have recognised the centrality of land issues to its investments and tackled these directly as they have emerged, rather than advancing with investments despite issues.[26] In response to the number of land issues it faced, AgDevCo has both strengthened its own in-house ESG team and brought in external expertise to advise investments on equitable land acquisition. Its risk register refers to land primarily as an area of reputational risk and social risks, under an overarching category of investment risks. For its investments of less than $1 million (to which AgDevCo does not apply IFC Performance Standards), it is developing alternative manuals to aid compliance.

PIDG

The PIDG documentation consulted for this review does not provide sufficient information to assess how much attention PIDG subsidiaries pay to land issues arising in their investments. In their approach to social and environmental issues, each facility is required to adopt, as a minimum, the IFC Performance Standards and certain facilities go further: the EIAF has its own Environmental and Social Policy that its investments need to comply with. However, beyond this, there is no available (public) information on how these entities have complied with this guidance.[27]

GAFSP

As with the other two facilities, the review of available documents on GAFSP's private sector window found

Box 6: Land issues arising through PIDG's gender study

A 2012 Gender study commissioned by PIDG highlighted the potential impacts that investee projects may have on women and girls. Several of these projects involved potentially negative impacts as a result of investments in land. The study also included examples of how projects could plausibly monitor impacts on women and girls. Among plausible negative impacts that companies' monitoring plans did not capture are several that relate directly to land. The Addax Bioenergy programme in Sierra Leone was seen to present important risks to loss of land by women that were not captured in the monitoring framework.

PIDG subsequently integrated these and other* findings and recommendations of the study into its Results Monitoring Strategy, creating a tool to assess expected impacts on female beneficiaries from companies' investments.

** More broadly, the study found that of the facilities with operating principles, none made explicit mention of gender, women or goals, although opportunities existed to analyse requirements vis-a-vis impacts on women and girls. The study found that the impact assessments commissioned at the time had not specifically looked at impacts on women and girls and that only one project, the irrigation project in Chanyanga, Zambia had identified potential impacts on women. The management and monitoring plan in place at the time of the study, however, did not monitor these impacts.*

25 For example the 2012 Due Diligence Report undertaken to assess AgDevCo's financial capacity to develop two outgrower irrigated farms in Northern Ghana (Turay 2012) noted that AgDevCo had not yet developed its own operating policies and practices that staff should adhere to. As an interim measure, the company was using the operating policies and practices of InfraCo (another PIDG company) until it drew up its own procedures more recently.

26 On the basis of AgDevCo's experience in Babator, the 2014 annual review has suggested that 'On greenfield irrigation sites, land tenure remains "the" issue to be concretely agreed, before a project can attract the necessary investment and proceed to implementation. The ownership factor has to be held front and centre in ongoing project development, even in the presence of documented and endorsed agreements.'

27 We did not have access to PIDG's Environmental and Social Policies and Procedures or EIAF's Environmental and Social Policy for this report.

that there is a requirement for investees to adhere to IFC Performance Standards for ESG issues, but documentation does not discuss how this is being done or overseen. The logframe for the private sector window does not have any indicators that refer to land issues, while the risk matrix suggests that impact assessments are required only for those projects where negative environmental impacts are foreseeable.

For all three investment facilities, the main tool to identify and mitigate land-related risks appears to be the implementation of the IFC Performance Standards. As the box below discusses, this is positive because these include progressive guidance on how to treat involuntary resettlement; however, it is unclear from the reports available if facilities are able to demonstrate that they are monitoring compliance with these standards across their investees.

Box 7: IFC Performance Standards

All three investment facilities rely on compliance with IFC Performance Standards at a minimum to guide their approach to environmental and social issues. From the perspective of land, this is positive to the extent that the IFC Performance 5 on Land Acquisition and Resettlement is widely seen to be the most comprehensive of all guidance available on involuntary resettlement, which in many cases goes beyond the legal requirements in the country of destination (Perera, 2014).

While commendable, a stated commitment to apply performance standards does not preclude risks if either the entities or their subsidiaries are not taking active steps to implement these through establishing and using environmental and social management systems. The IFC's Compliance Advisor Ombudsman has published audits highlighting where the IFC's own lending programmes have failed to monitor compliance with the performance standards and where investees have been involved in human rights and environmental abuses (CAO, 2013). This highlights the need for lenders who want to be compliant with IFC performance standards to adopt strong monitoring and management systems that can actively identify material risks and act to mitigate them.

This situation suggests DFID should verify, through the annual review process or requests for further documentation, if entities have the information management systems in place that demonstrate ongoing compliance with IFC Performance Standards.

6. Gaps and opportunities for learning

This section reflects on some of the challenges encountered in accessing information on programmes during this review process. It discusses some of the areas the review originally aimed to explore but was ultimately was unable to, partly because of the approach taken but also due to the difficulty in accessing documentation. It makes recommendations for how future portfolio overviews could overcome these challenges, and also areas they could potentially address.

As the same challenges we have encountered in this review are likely to face DFID staff designing or running land programmes, we have also suggested actions DFID could take to improve learning.

6.1 Outstanding questions

We originally sought to describe how programmes were performing by using a list of questions we derived from ICAI and IDC reports. However, we were unable to answer many of these in detail because we could not assess what programmes were doing in these areas on the basis of the contents of business cases, annual reports and programme evaluations. Areas we were unable to explore are presented in Table 2.

One of the main reasons we were unable to answer our questions was because the **programme documentation we chose or had access to did not cover our topics of interest.** In some cases, this was likely to be because our topic of interest was too specific, such as looking at links between land programmes and nutrition. However, gathering information on issues that we would have expected those responsible for programme designs to have considered also presented challenges (e.g. if programme designs reflected the different political and social conditions across the

Table 2: Questions unanswered in this portfolio review

Area unable to explore	Reason for lack of information
Linkages between land programmes and other programmes working in the same sector or geographic location	Annual reviews and other programme documents do not usually discuss linkages with other programmes. There are exceptions: the Ethiopia LIFT business case refers to other DFID rural programmes and land programmes of other donors in detail. However, for most programmes, the annual review reporting format does not consider this as an explicit area of enquiry and therefore does not usually document links. It is therefore difficult to assess how programmes are doing this from reviewing documentation alone.
If close links exist between land and nutrition programmes and outcomes.	Programme documentation did not mention linkages between programme design and nutrition interventions or outcomes.
If programmes are upfront about the political challenges they face and realistic about where they cannot achieve outcomes and impacts alone.	Beyond discussing how programmes approach and describe political risks in their risk registries, without opportunity for further investigation, it is challenging to assess if programmes have assessed political challenges correctly and structured their workplans accordingly.
If programmes could do more on climate change and take advantage of ICF funds for this.	See above.
If programmes involved beneficiaries in the design of programmes and consultation around delivery	This is not an area that business cases are required to provide information on, even if they do. With the exception of the *DRC 6000 women programme*, most programmes do not describe pre-design consultation Some annual reviews discuss feedback with programme beneficiaries (e.g. GEMS 3 2014 Annual Review), but these are also uncommon.
For programmes whose activities are targeted not at improving livelihoods of final beneficiaries but of intermediary outcomes, if evidence exists of their success in reducing poverty	Only one programme reviewed—ICF Africa—fits this programme description. It aims to increase jobs and job security to benefit poor people. However, DFID does not monitor this in its results framework.

areas they operated in, and if intended beneficiaries were consulted and involved in programme design). Similarly, while we were able to analyse how programmes considered linkages between their activities and climate change from a risk perspective, we did not know enough about the programme circumstances to assess where and when programmes could have incorporated action on climate change more into their own activities.

6.2 Challenges in accessing information

Besides programme documents lacking the information needed to answer some of our original questions, the other main challenge encountered during this review was in accessing information on programmes.

For those programmes that were on our original list, some of the standard programme documents we limited our search to (e.g. business cases, logframes and annual reviews) were unavailable on DevTracker. For around 15 programmes, these standard documents could not be easily located on DFID's internal Quest database, and only became available once DFID programme managers sent these through. The fact that there does not appear to be single 'browseable' repository for all programme documents—including impact evaluations and research reports—means that collecting programme documentation was a slow and sometimes frustrating process.

Another key challenge in this review is identifying programmes that are not already known to be land programmes. The limitations of DevTracker's search functions (which does not allow combination of search terms) and the fact that many programmes with a land component are not tagged as such limits the possibility of identifying all relevant programmes through the database. Unless forthcoming modifications to DFID's information management system can improve on this situation, identifying relevant land programmes will need to rely on a combination of database searches and making specific requests for information within DFID.

6.3 Suggestions for improving availability of information

As is clear from the discussion in Sections 3.3 and 6.2, there is a need to better communicate lessons and evidence emerging from land programmes. This would help ensure that knowledge of what worked and did not work in previous and ongoing programmes is captured in designing and implementing new programmes. While this and future portfolio reviews can contribute to improving understanding on what DFID programmes are doing on land, other ideas to improve information-sharing include the following:

- Commission cross-programme reviews of the approaches that different country offices take to dealing with land issues and whether or not the programmes establish appropriate linkages. Topics likely to be useful to numerous programmes include:
  - o How to change institutional behaviour and norms in land administrations,
  - o How to guarantee social inclusion in land programmes,
  - o Studies of costs, cost-recovery and efficiency across land agencies,
  - o In-depth reviews of what interventions have been successful in improving women's land rights in different contexts,
  - o How effectively land, agricultural and other investment programmes can work together to deliver new opportunities, protect land rights and properly address ESG risks, including both land and non-land dimensions of social and environmental risks,
  - o How to better integrate political analysis into land programmes.
- Find opportunities (and perhaps resources) from within programmes to document learning on what has and has not worked during delivery, and the reasons for this. Although the periodic annual reviews and programme completion reports provide some insight into this, the demands to keep this focused on the results framework and brief means they provide limited opportunities to document how programmes develop and what drives their successes and failures. Some programmes, such as the South Africa ULM have invested considerably in the documentation of findings from the programme. While it may not be possible for all programmes to put as much emphasis on research as this programme did, documenting lessons presents an opportunity to share the longer-term experiences of programme staff who have more knowledge of the programme history than authors of annual reviews are able to capture.
- Create and sustain a virtual hub for knowledge-sharing on land issues that DFID can tap into to keep track of what learning products have been commissioned and where these can be located.
- Continue to produce a stream of evidence products containing clear messages about what was tried and what has succeeded and failed in addressing priority issues (identified above), with this going beyond presenting findings evaluations alone. This will contribute to better continuous learning within DFID and thereby respond to recommendations of ICAI's 'How DFID learns' report (ICAI 2014d).[28]

Regarding the funding DFID provides to investment facilities, including GAFSP, PIDG and AgDevCo, it is unclear that the current monitoring framework DFID uses

28 The report notes that DFID has invested specific resources to improve the synthesis and dissemination of its research and evaluation, although there are concerns about whether all commissioned evaluations can be synthesised into DFID operations, as DFID staff have reported that the variable use of evaluations results from their number, diversity, length and lack of specificity to questions relevant for the project design (ICAI 2014d p.11).

allows its programme managers to assess if investees are competently identifying and mitigating land-related risks they face in line with IFC performance standards. It is also not clear if they are adequately assessing how investment projects can generate shared value new opportunities for land rights holders who may be affected, including women and those in poverty. Unless DFID has alternative reliable lines of communication that it uses to monitor this, it is suggested that annual reviews for these programmes include a specific discussion on compliance with IFC guidance.

6.4 Reflections for future portfolio overviews

Building on the experience of the current portfolio review, future portfolio reviews should consider the following options for approaching the review:

- Expand the scope to include more programmes working on land. The research process for this review has identified a list of other programmes that appear to have land components or dimensions but that were not included in this report (see Table A3 in Annex 1); a future review should explore these programmes in more depth to understand what work they are doing on land.
- Focus on a more limited number of questions or a subset of programmes, either using the categories suggested in this report (e.g. urban, forest land programmes) or in specific sectors (e.g. infrastructure and climate programmes) to tease out an understanding of their performance, successes and challenges in greater detail. The broad set of questions used to guide this review have provided a good understanding of a range of issues across the whole portfolio, but a limited insight into any particular programme or question.
- For a smaller subset of programmes, explore in more depth the theories of change that underpin interventions to gain an understanding of how consistent these are across major land interventions. As many of the older programmes do not have explicit theories of change and newer programmes do not necessarily spell these out in detail, this would likely require discussions with programme staff. For urban programmes including land interventions, it would be interesting to explore the extent to which these fit with the design of programmes to improve urban governance and service delivery.
- Look in more depth at how investment facilities approach land issues in investees and what scope exists to improve monitoring and reporting practices to, in turn, ensure both the facilities and DFID are aware of potential land-related risks.

7. Conclusions

DFID funds a large number of programmes that aim to improve land governance – either as a main programme objective or as part of a broader set of goals. This review has looked at 18 programmes that are underway and six programmes that have recently closed, but there are a number of other DFID programmes with land components that are not covered in this review and new ones that are due to start. This portfolio encompasses programmes with a wide range of designs targeting improvements in countrywide land governance, but also in the urban and forestland sectors. The majority of these programmes have clear and direct objectives of reducing poverty, but there is some variation in how they harness better land governance to do this.

Reviews of completed and ongoing programmes suggest that most are achieving their objectives against their workplans, although delivery of programme outputs is often 'lumpy' with frequent delays against milestones in some periods but substantial progress at other times. A small number of programmes with land components have had to revise their ambitions when these have not been feasible.

Programmes have adopted a wide range of designs and practices to meet these aims. Several of the core land programmes combine land tenure regularisation with other activities to improve functioning of rural markets (LIFT), make better natural resource governance economically rewarding and attract outside investment (CLUF). The portfolio also includes programmes that adopt innovative approaches, such as setting up an issue-focused think tank (the ULM programme) and using people and rights-based approaches to create more demand for better land governance (COPE and GLEI). Programmes have successfully proven approaches to improve tenure security for women in particular contexts, which may be adoptable in other contexts. Land titling programmes have proven that gender equality can be designed into interventions and produce positive outcomes for women in different stages of life and matrimonial situations.

In their designs, programmes are working on a number of issues that have been raised by recent reports by the two bodies overseeing DFID's work: IDC and ICAI. The portfolio demonstrates some positive examples of programmes working to strengthen women's rights to land, and there are clear linkages between the programmes and DFID's objectives for the countries it works in. It is less clear whether or not agriculture and other investment facilities and business climate focused programmes are having positive or negative effects on land rights and opportunities for women and girls. It is also not clear how far programmes are integrating recommendations for DFID to do more to tackle corruption and mainstream climate change into its programmes. More attention is needed on what programmes are already doing in these areas and what more they could do.

For the funding DFID provides to investment facilities, including GAFSP, PIDG and AgDevCo, it is unclear if the current monitoring framework DFID uses allows its programme managers to assess if investees are competently identifying and mitigating the land-related risks they face in line with IFC performance standards. Unless DFID has alternative reliable lines of communication to monitor this, it is suggested that annual reviews for these programmes include a specific discussion on compliance with IFC guidance.

7.1 Recommendations for the design of land programmes

The politics of land exposes programmes to interference, obstruction and sporadic progress. This calls for programme staff to be perceptive to local politics, willing to invest in medium to long-term programmes and tolerant to short-term delays. Programmes should recognise the high rate of corruption in land, aim to reduce corruption in land administration and prevent it in programme activities. DFID should consider developing further internal guidance to help staff design and implement programmes that work in a politically-smart way and help tackle corruption.

DFID's main rationale for promoting better land governance is that stronger land tenure improves economic growth and reduces income poverty, including for poorer and more marginalised groups. Many programmes reflect this rationale in their results frameworks, which focus on the links between interventions, rising productivity and reducing income poverty. While this focus on income poverty is key, programme should avoid missing broader impacts on social and economic empowerment, even if these are harder to measure.

Programme staff should develop results frameworks from a thorough understanding of local norms, practices, and with realistic expectations of the potential contributions of stronger tenure to higher incomes, avoiding leaps of faith in theories of change or misguided assumptions that a successful intervention in one country will replicate elsewhere.

DFID's portfolio is full of programmes that rely on different pathways to strengthen land tenure tailored to certain groups or contexts, including for marginalised women. The successes of diverse approaches suggests new programmes should look to these successes for lessons, but also look to innovate locally based on locally-grounded research and experimentation.

Programmes that carry out land registration must make commensurate improvements in land administration

to manage the foreseeable surge in formal transactions. Programmes must not let land administration lag behind, jeopardising gains achieved through land registration.

7.2 Recommendations for DFID risk management

Our analysis of three investment facilities flags several areas where DFID can improve its current practices on monitoring land related risks:

- Many projects funded by investment facilities are land-intensive and operate in land-sensitive areas. This includes investments that aim to raise farm production through large nucleus and outgrower farming schemes but also those that build infrastructure in rural and urban areas (e.g. irrigation or housing). When land disputes go unacknowledged, they can delay project plans and raise costs. Before making substantial commitments to these facilities, DFID should assure itself that due diligence procedures are sound, and take full account of land issues and risks.
- While DFID staff recognise these risks, the risk tools DFID uses to monitor programmes do not capture enough information on land-related risks. Land-related risks are not prominent in risk registries, and annual review exercises do not regularly report on land issues unless these have surfaced.
- Moreover, unless DFID can verify independently that investment facilities have established robust risk management systems, assurances that facilities use IFC performance standards are unconfirmed: these are not reported on through DFID's normal monitoring processes.
- DFID should therefore consider how to improve its monitoring of investments it makes through investment facilities.

7.3 Recommendations for LEGEND and for future portfolio reviews

This portfolio review also identifies several areas of programme performance where detailed information is still lacking, due to not being readily available from programme documents. Gaps in information would benefit from further attention, either through future portfolio reviews or other analytical papers. Areas that deserve more attention through more in-depth investigation include:

- how to do politically-smart programming for land programmes,
- how to change institutional behaviour and norms in land administrations,
- how to build in sustainability and social inclusion into land rights registration programmes,
- how land, agricultural development and other investment programmes can work more effectively together to strengthen land rights and deliver economic development benefits,
- how programmes are addressing climate change and corruption (and what works in these areas),
- the theories of change programmes use,
- how programmes are incorporating beneficiaries in programme design.

References

Programmes documents referred to in the text are not listed individually below. The table overleaf presents all those programme documents that were available and consulted for this review. These are all available from programme pages on DFID's DevTracker website (https://devtracker.dfid.gov.uk/) or from DFID.

CAO (2013), CAO Audit of IFC Investment in Corporación Dinant S.A. de C.V., Honduras. Office of the Compliance Advisor Ombudsman, World Bank Group. Available at:http://www.cao-ombudsman.org/cases/document-links/documents/DinantAuditCAORefC-I-R9-Y12-F161_ENG.pdf

Craeynest, L. (2009). From rural livelihoods to agricultural growth. The land policies of the UK Department of International Development. TNI Land Policy Series 4, Amsterdam: Transnational Institute.

DFID (2002). Better Livelihoods for Poor People: The Role of Land Policy: Consultation Document. November 2002. London: DFID.

DFID (2007). Better Access and Secure Rights for Poor People. London: DFID

DFID (2011). A new strategic vision for girls and women: stopping poverty before it starts. London: DFID

DFID (2012). DFID India Operational Plan (2011-2015). https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/67379/india-2011.pdf

DFID (2014). Secure property rights and development: economic growth and household welfare. Property Rights Evidence Paper. London: DFID

DFID (2015a). UK Aid Strategy - UK aid: tackling global challenges in the national interest (November 2015). https://www.gov.uk/government/publications/uk-aid-tackling-global-challenges-in-the-national-interest

DFID (2015b). DFID Presentation, UK Land Forum, 4th November 2015

DFID (2015c). Annual Report 2014/2015. https://www.gov.uk/government/publications/dfid-annual-report-and-accounts-2014-2015

EDG (2014). Evaluation of the Mozambique Community Land Use Fund Final Report. Effective Development Group June 2014.

Global Donor Platform for Rural Development. 2015. Land Governance Programme Map. [ONLINE] Available at: https://landgov.donorplatform.org/. [Accessed 01 December 15].

ICAI (2014a) DFID's Private Sector Development Work. ICAI Report 35. London: Independent Commission for Aid Impact

ICAI (2014b) The UK's International Climate Fund. London: Independent Commission for Aid Impact

ICAI (2014c) DFID's Approach to Anti-Corruption and Its Impact on the Poor. London: Independent Commission for Aid Impact

ICAI (2014d) How DFID learns. London: Independent Commission for Aid Impact

ICAI (2015a) DFID's approach to delivering impact. London: Independent Commission for Aid Impact

ICAI (2015b) Business in Development. London: Independent Commission for Aid Impact

IDC (2015) Jobs and Livelihoods. International Development Committee. House of Commons 12th Report of Session 2014-2015. London: The Stationery Office Ltd.

IDC (2013). Global Food Security. International Development Committee. House of Commons First Report of Session 2013–14. London: The Stationery Office Ltd

Lawry et al. (2014). The Impact of Land Property Rights Interventions on Investment and Agricultural Productivity in Developing Countries: a Systematic Review. Campbell Systematic Reviews 2014.1.

Locke, A. and Henley, G (2014). Topic Guide: Land. Evidence on Demand, UK, http://dx.doi.org/10.12774/eod_tg.mar2014.lockehenley

Perera J. (2014). Lose to Gain. Is Involuntary Resettlement a Development Opportunity? Manilla: Asian Development Bank

Private Infrastructure Development Group. 2015. InfraCo Asia. [ONLINE] Available at: http://www.pidg.org/what-we-do/companies/infraco-asia. [Accessed 01 December 15].

Turay, R. (2012). Due Diligence Report undertaken to assess AgDevCo's eligibility for a DFID Accountable Grant. London: Coffey International Development.

Table 3: Programme documents available and consulted for this review

Programme name	Business Case	Year	Log frame	Year	Annual Review							Mid-term Review	Project Completion report	Year	Impact Evaluation	Year
					Y1	Year	Y2	Year	Y3	Year	Add. ARs (Yr.)					
Multi-Stakeholder Forestry Programme - Nepal	Yes	Oct-12	Yes	Oct-12	Yes	Dec-12	Yes	Sep-13	Yes	Oct-14	N/A	Yes (2015)	N/A			
MOLA (Mozambique Land Action)	Yes	Jul-15	Yes	2015	N/A		N/A		N/A		N/A	N/A	N/A			
Sport Relief 2012 - UK Aid Match - Slums	Yes	2011	Yes	2012	Yes	2014	N/A		N/A		N/A	N/A	N/A			
Forest Governance, Markets and Climate Programme	Yes	Oct-12	Yes	Aug-15	Yes	Dec-12	Yes	Nov-13	Yes	Aug-14	Y4 (Aug-15)		N/A			
Rwanda Land Tenure Regularisation Programme	Yes	Jul-05	Yes	Dec-14	Yes	Mar-13	Yes	Oct-13	Yes	Oct-14	Y4 (Oct-15)		N/A		Yes	2015
Community Land Use Fund	No		Yes	Feb-14	Yes	Feb-13	Yes	Feb-14	No		N/A	N/A	Yes	Jun-14	Yes	Aug-14
Growth and Employment in States Programme (GEMS) Component 3	No		Yes	Jul-12	Yes	Sep-13	Yes	Sep-14	Yes	2015	N/A	Yes (2015)	N/A		N/A	
Land Investment for Transformation (LIFT)- Wealth Creation Programme	Yes	Dec-14	Yes	Dec-14	Yes	Mar-15	N/A		N/A		N/A	N/A	N/A			
Global Legal Empowerment Initiative	Yes	Dec-14	Yes	Apr-15	Yes	Dec-14	Yes	Jun-15	N/A		N/A	N/A	Yes	Jul-15	N/A	
Investment Climate Facility for Africa	Yes	Jan-06	Yes	Mar-15	Yes	Mar-12	Yes	Apr-13	Yes	May-14	Y4 (May-15)		N/A		N/A	
Support to National Policies for Urban Poverty Reduction (SNPUPR)	Yes	Nov-12	Yes	Jul-15	Yes	Aug-11	Yes	Mar-13	Yes	Sep-13	Y4 (Sep 14) Y5 (Aug 15)	N/A	N/A		N/A	
Forest Land Use and Governance in Indonesia	Yes	Mar-15	Yes	Dec-14	N/A		N/A		N/A		N/A	N/A	N/A		N/A	
Support Programme for Urban Reforms in Bihar	Yes	Jan-09	Yes	Oct-12	Yes	Apr-12	Yes	May-12	Yes	Aug-13	Y4 (Dec 14)	N/A	N/A		N/A	

Programme name	Business Case	Year	Log frame	Year	Annual Review							Mid-term Review	Project Completion report	Year	Impact Evaluation	Year
					Y1	Year	Y2	Year	Y3	Year	Add. ARs (Yr.)					
Madhya Pradesh Urban Infrastructure Investment Project (MPUIIP)	Yes	Feb-15	Yes	Mar-13	Yes	Jan-14	Yes	Jan-15	Yes	Feb-15	N/A	N/A	N/A		N/A	
West Bengal: Kolkata Urban Services for the Poor (KUSP)	Yes	Jan-03	Yes	Oct-12	Yes	Nov-11	Yes	Jul-12	Yes	Mar-13	Y4 (Feb-14) Y5 (Feb 15)	N/A	N/A		N/A	
Land: Enhancing Governance for Economic Development (LEGEND)	Yes	Aug-14	Yes	Aug-15	Yes	Aug-15	N/A		N/A		N/A	N/A	N/A		N/A	
Support for the Implementation of the Voluntary Guidelines on Land Tenure (VGGT)	Yes	Sep-15	Yes	Sep-15	Yes	Sep-15	Yes	Sep-15	N/A		N/A	N/A	N/A		N/A	
Creating Opportunities for the Poor and Excluded in Bangladesh (COPE)	Yes	Jan-15	Yes	Jul-13	Yes	May-15	Yes	Jul-15	No		N/A	Yes	N/A		N/A	
Improving governance of Land Use, Land-Use Change and Forestry in Indonesia	Yes	Oct-12	Yes	Oct-12	Yes	Mar-13	Yes	Jan-14	Yes	Mar-15	N/A	N/A	N/A		N/A	
Degraded Land Mapping for Kalimantan and Papua provinces	Yes	Oct-12	Yes	Jul-14	Yes	Aug-13	Yes	Mar-14	Yes	Jun-15	N/A	Yes	Yes	2015	Yes	2015
Tanzania Land Programme	Yes	Sep-14	Yes	Apr-15	N/A		N/A		N/A		N/A	N/A	N/A		N/A	
Urban Land Reform- Urban LandMark	Yes	May-13	Yes	May-13	Yes	Jun-07	Yes	Jul-05	Yes	May-13	N/A	N/A	Yes	Dec-13	Yes	2014
Madhya Pradesh Urban Services for the Poor (MPUSP)	Yes	Oct-12	Yes	Jul-12	Yes	Dec-11	Yes	Mar-12	N/A		N/A	Yes	Yes	Dec-12	Yes	2013

Annex 1: Methodology for this study

This annex sets out the methodology followed to define the scope, produce guiding questions and access and analyse programme information for the review.

Defining the scope of the review

Programmes for review

The scope of this report was jointly drawn up with the DFID. As the first in a series of portfolio reviews that will be done through the LEGEND programme, it was agreed that this publication would look across those programmes that DFID had already identified as having an important focus on land. A list of 34 programmes was provided which included the programmes that had been identified during an earlier assessment carried out to identify relevant programmes for DFID's entries into the Land Governance Programme Map in early 2015.

Basis for the assessment

The original objective of the portfolio review was to "review and summarise the coverage, approach, and coherence within the portfolio of DFID's programmes that target or include substantial components on-land governance" (DFID LEGEND TOR 2013). To do so we drew up an analytical framework that identified criteria and guidance for assessing performance, guiding questions and an analytical approach to extracting information from programme documentation.

Establishing criteria to assess performance

To establish criteria for assessing performance, we drew on reports from UK parliamentary committees that have a long track record of assessing DFID's performance in different areas. These include the International Development Committee (IDC), Independent Commission for Aid Impact (ICAI) and National Audit Office. We reviewed the following list of reports:

Independent Commission for Aid Impact

- ICAI (2015) DFID's approach to delivering impact
- ICAI (2015) Business in Development
- ICAI (2015) How DFID works with multilateral agencies to achieve impact
- ICAI (2015) Assessing the Impact of the Scale-up of DFID's Support to Fragile States
- ICAI (2014) DFID's Private Sector Development Work
- ICAI (2014) The UK's International Climate Fund
- ICAI (2014) DFID's Bilateral Support to Growth and Livelihoods in Afghanistan
- ICAI (2014) DFID's Contribution to Improving Nutrition
- ICAI (2014) DFID's Approach to Anti-Corruption and Its Impact on the Poor
- ICAI (2014) How DFID learns

International Development Committee

- IDC (2015) Jobs and Livelihoods
- IDC (2013) Global Food Security

National Audit Office

- NAO (2014) Oversight of the Private Infrastructure Development Group
- NAO (2014) The performance of the Department for International Development (2013-14)

From these reports we extracted findings and specific recommendations specific to DFID's work on land, and categorised these into areas related to coverage, approach and coherence. In addition, we also noted recommendations targeted at other areas (private sector development, impact, corruption) that were also potentially relevant to land programmes. For example ICAI's (2015) report on private sector development includes relevant recommendations on how programmes should link explicitly to DFID country office strategies and objectives. Table A1 presents extracts from these reports and notes how these are relevant for establishing criteria relevant to assessing programmes' coverage approach and coherence. Not all reports provided recommendations that we could easily incorporate into this review: for example recommendations from the NAO reports were too broad to translate into programme-level recommendations.

Establishing guiding questions

Once overarching areas had been defined, we identified a list of specific questions for each programme, and for the portfolio overall. Questions on approach were divided into those related to overall approach, and those that that link to areas of DFID's priorities and that have been covered in ICAI and IDC reports, including private sector development, climate, corruption, and gender. This list was circulated for comment among land experts in the Knowledge Management group of LEGEND and with the lead in DFID and subsequently revised to ensure it captured all priority questions for the review. The list of questions is presented in Table A1.

Identifying relevant programme documentation

From the outset it was decided that the review would consult two main categories of documentation for information:

- Standard programme documentation that every DFID programme produces. This includes the programme's original business case, logframe and the annual reviews that track programme progress every year. For programmes that had ended, this also included a project completion report. In a small number of cases, DFID also commissioned mid-term reviews.
- Other programme documentation that DFID or programmes themselves commissioned. This includes impact evaluations, research reports and aide memoires that explore specific issues and impacts programmes have had.
- We downloaded standard programme documentation DFID's public repository DevTracker. For other programme documentation we were kindly assisted by a DFID staff member who searched for documentation using lists we provided. Using these approaches we were able to gather most programme documentation we identified as existing.

Analysing programme documentation

We produced an analytical template and used this to compile information on each programme in order to answer questions. The template is presented in Table A3. For each area of the review we consulted information from each programme in the portfolio.

Table A1: Main questions for the portfolio overview

Question area	Questions for the portfolio	Questions for programmes	Source(s) for questions
APPROACH: general	Are links between land programmes and higher level country and sector strategies clear and well-articulated? Does the portfolio reflect the diversity of different country situations, and include a correspondingly appropriate balance of programme types? Is the portfolio based on good evidence? Does the portfolio overview as a whole have a clear risk management strategy, does this consider all the relevant (and not just financial) risks, and are these risks managed well by DFID and/or implementers? How much does the portfolio rely on different delivery partners? Are expectations on the time for delivering impact realistic across the portfolio?* Does the portfolio promote the VGGTs (from 2013 onwards) and in what particular areas?	Do country programmes recognise diversity in the political and social conditions across a country and is this reflected in programme design? Are land programmes designed in a way that allows the flexibility to adapt to changing circumstances?* Are programmes upfront about the political challenges they face and realistic about where they cannot achieve outcomes and impacts alone? Are programmes informed by appropriate evidence? Do programmes have a clear risk management strategy, does this consider all the relevant (and not just financial) risks, and are these risks managed well by DFID and/or implementers? What types of risks do business cases for programmes foresee and how do they propose to deal with them (including social risks)? Do reviews suggest that programmes have successfully identified and dealt with risks that emerge during implementation? Are programmes realistic about the timeline for delivering impact? What partners do programmes deliver through? Do programme documents suggest beneficiaries have been involved in programme design and consultation around delivery? Do included programmes targeting the agriculture sector comprehensively consider and/or address land issues? N.B. this is relevant for larger centrally-managed programmes* For PSD programmes in particular Do business cases for PSD programmes explicitly state how they contribute to broader country level PSD strategies? Are PSD land programmes informed by overarching analysis of country-specific growth constraints? N.B mainly to flag but unlikely for programmes commissioned before IGDs.	ICAI (2014) DFID's Private Sector Development Work Delivering impact; IDC on Food Security
APPROACH: focusing on the poor, women and girls and other vulnerable groups.	Does the portfolio focus on reducing poverty? Does the portfolio address women's land rights?	What groups of the poor do land programmes target and to what extent do the following groups feature among the intended beneficiaries? [the poorest]/ [women and girls]/ [other specified vulnerable groups]. Do programme documents state any other ways these groups will benefit, if they are not intended beneficiaries? To what extent do programmes recognise risks to these groups including complete and partial loss of rights over land, and include measures to mitigate these risks? Do programmes explicitly address land rights of women? Is data on programme interventions and outcomes gender-disaggregated? Do lessons emerge on what does and does not work for improving women's control over land, and are there indications that these may be applicable in other contexts?	IDC (2013). Global Food Security
APPROACH-corruption	Are there any attempts to tackle corruption in land across the portfolio? If so, is it effective in addressing land-related corruption?	Do programme documents explicitly discuss corruption and does the programme intervention seek to address it? Do programmes collect information on corruption in land-related services?	ICAI on corruption,

Question area	Questions for the portfolio	Questions for programmes	Source(s) for questions
APPROACH-Climate	Is there any intersection between land programmes and climate across the portfolio? Could land programmes do more on climate and take advantage of ICF funds for this purpose?	How does climate feature in the programme design and delivery, and where it doesn't what opportunities might there have been? Do land programmes use ICF funding for additional climate work? Could land programmes do more on climate and take advantage of ICF funds for this purpose?	ICAI (2014) The UK's International Climate Fund
APPROACH -engaging business	To what extent does DFID rely on businesses (through loans, equity, grants, and through challenge funds) to manage and/or implement its land portfolio? Does DFID's engagement with businesses and implementing agents/partners clearly set out how to achieve poverty reduction, and how is this monitored?	Do programmes that engage business on land rights clearly spell out how efforts interventions target the poor?	ICAI on Business in Development
COHERENCE	What is the balance of micro, mid and macro land related interventions within countries, are these coherent, and coordinated? How are centrally-managed programmes and country programmes that address land linked?	Do programme documents clearly describe how the programme links to country and sector strategies? Do programme documents describe how programmes fit with other relevant programmes in the country?	ICAI on Delivering Impact
COVERAGE	What is the geographic concentration of the land portfolio? Are DFID priority countries represented in the portfolio? Does the portfolio focus on specific land types or contexts? (E.g. urban, rural land, forest land, pasture) or specific purposes or groups (commercial agriculture investment, smallholder farming, urban etc.)	Where do programmes operate? What types of land do programmes address? What groups does the portfolio target (also see question below on gender)?	IDC (2013). Global Food Security
IMPACT	What impacts have emerged over the portfolio?	What impacts (intended and unintended) have emerged during programme implementation?	

Table A2: Programmes for which reports provided insufficient detail on land

Name	Detail
Comic Relief Programme Partnership Arrangement/ Common Ground Initiative	One of the groups targeted by this programme is poor people in urban slums, but there is no information on activities related to this in Annual or Mid-term reviews.
The International Partnership for African Fisheries, Governance and Trade	This programme works on issues to do with tenure of fisheries, but no reference could be found to any work on land.
Policy Development Fund Tanzania	This programme supports on-demand support for policy-related work in Tanzania. It is not designed to explicitly target land and funds from the programme have been used to support two short-term assignments on land.
IFUSE	This programme supports deployment of experts from UK government and subsidiary bodies, including HM Land Registry. The programme documents provide little detail on the assignments undertaken on land.
Mining Sector Reform Project (DRC)	The programme documents make no reference to activities on land tenure or working on property rights.
Trocaire, Uganda	This programme could not be identified from available information or from searches on DevTracker
The Rainforest Foundation, Indonesia	This programme could not be identified from available information or from searches on DevTracker

Table A3: Not-included DFID programmes working on land (confirmed and potential)

Programme	Location	Land Use	Aim	Status
Bangladesh Urban Programme, Phase 2	Bangladesh	Urban	Improvement in the integration of poor communities into municipal planning, budgeting and management, with a particular focus on women and girls and climate resilience; piloting of options for scale up and lesson learning at national level to inform overall urban policy and poverty reduction.	Pipeline/identification
Enabling Pathways out of Extreme Poverty (EPEP)	Bangladesh	Rural	To promote sustained pathways out of poverty for extreme poor people while building their resilience to shocks and vulnerability.	Pipeline/ Identification
Urban Partnerships for Poverty Reduction	Bangladesh	Urban	To improve the livelihoods and living conditions of 3 Million urban poor and extremely poor people, especially women and girls.	Implementation
Economic Empowerment of the Poorest	Bangladesh	Rural	To improve the livelihoods of 750,000 very poor people, particularly women and children, by increasing their economic well-being.	Implementation
Transparency and Right to Information	Bangladesh	N/A	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.	Implementation
Managing Climate Risks for Urban Poor	(initially Pakistan, Bangladesh, India, Vietnam, Indonesia and later in the Philippines)	Urban	This programme will help cities plan for and invest in reducing the impacts of weather-related changes and extreme events, through a partnership with the Rockefeller foundation and the Asian Development Bank, on 2 million urban poor and vulnerable people in 25 medium-sized cities in 6 Asian countries by improving planning processes so that they consider climate change risks, for developing and funding new investment and infrastructure opportunities, and for knowledge and lesson sharing by 2018.	Implementation
Recognising & Implementing Housing Rights	Ethiopia	Urban / Rural	Improved access to land and to adequate housing for the poor (especially the vulnerable poor - women, children, elderly, People Living with HIV and AIDS (PLHA) and People With Disabilities (PWD)) and the homeless in Addis Ababa.	Post Completion (March 2012)
Investments in Forests and Sustainable Land Use	Non- Specific	Forest	To support public-private partnerships that demonstrate how companies, communities, smallholders and governments can work collaboratively to reduce deforestation and benefit forest dependent communities	Implementation
Land Rights and Increasing Livelihood Opportunities	India	Rural	To empower Adivasi, particularly women, from 90 villages in Uttaranchal to understand and access their rights, influence public policy and its implementation, access government schemes and services and increase livelihood opportunities.	Post Completion (March 2012)
Norwegian Refugee Council (NRC): Legal Assistance to prevent demolitions and displacement in the OPTs	Palestine	N/A	To provide legal aid to Palestinians in Area C, East Jerusalem and Gaza so that they are better able to uphold their Housing, Land and Property rights. This will benefit some 14,600 people and reduce the number of demolitions of Palestinian property and displacement from East Jerusalem and Area C. This contributes towards our goals of maintaining the viability of a two state solution and reducing poverty and vulnerability of Palestinians.	Implementation

Programme	Location	Land Use	Aim	Status
Improving Livelihoods and Land Use in Congo Basin Forests	Congo DRC	Forest Land	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 2.4million beneficiaries (direct and indirect). The programme will also have a demonstration effect, building a body of evidence on Community Forestry in the Congo Basin.	Implementation
Comprehensive Agriculture and Rural Development Facility Phase II	Afghanistan	N/A	The aim of CARD-F, the Comprehensive Agriculture and Rural Development Facility, is to increase legal rural employment and income opportunities through more efficient agricultural value chains and markets. It also aims to reduce the risk of resurgence in poppy cultivation by creating commercially viable and sustainable alternatives for farmers. Further aims include the coordination and integration of government and donor support to agriculture and rural development, and the improvement of government capacity to lead and coordinate donor initiatives to deliver provincial and district-level programmes.	Implementation
Support to Strategic Planning for Sustainable Rural Livelihoods (SSPSRL)	Afghanistan	Rural	To strengthen the capacity of Afghan Government institutions concerned with agriculture.	Post Completion (August 2012)
Comprehensive Programme on Spatial Planning	Indonesia- Papua	Forest	Strengthened spatial and development plans and government supported actions on low carbon investment which will contribute towards ensuring environmental sustainability (MDG 7) and improved awareness among civil society about LCD and spatial planning.	September 2015

Annex 2: Further information on programmes

Detailed findings from completed programmes

MPUSP

The MPUSP was a programme that aimed to carry out extensive reforms in urban planning and governance, with explicit aims to increase local revenue for poverty-reduction programmes and make substantial improvements in the availability and quality of basic services in slums. On land, most of its focus was on improving land administration as part of broader efforts to expand and improve decentralised administrative services through Citizen Service Centres, which improved access to land records. It also strengthened state-level slum policy which led to programmes delivering land titles: in 2008-09. In this period 24,800 households (111,600 beneficiaries; around 50,220 women) were provided with a patta (tenure security with a 99-year lease period), of which 16,841 pattas were issued in Bhopal. While the programme contributed to this process, the actual issuing of pattas was done by another programme.

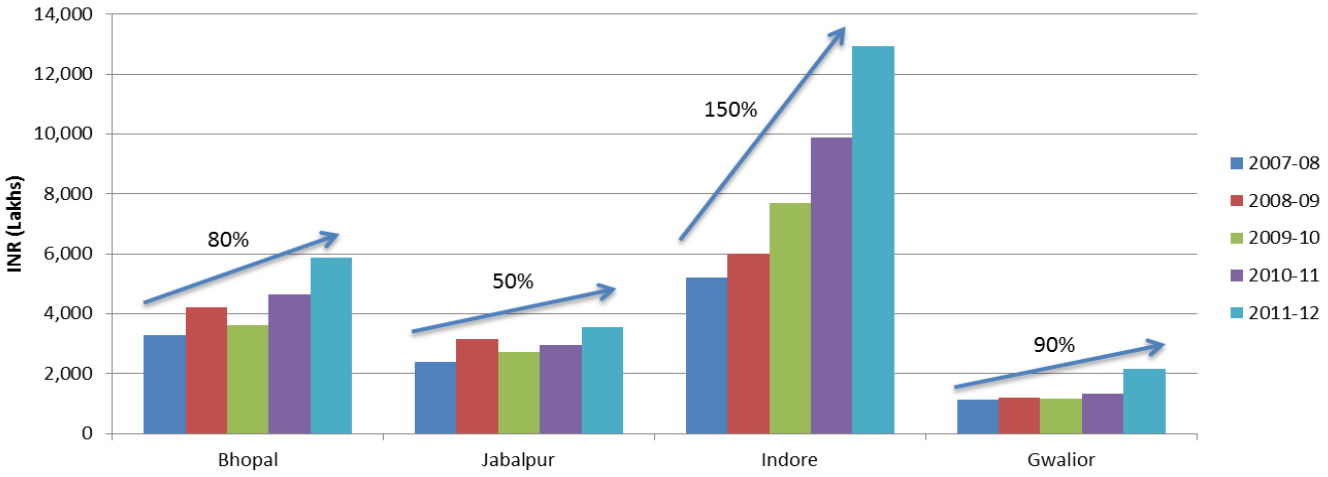
On the administrative side, the programme aimed to increase the amount of property taxes collected in cities without raising rates. A core part of doing this involved an administrative exercise to update records of all properties onto a GIS platform and match this with data from socio-economic and revenue data. This led to an additional 175,000 properties being identified and property tax collection in the four largest urban areas increasing between 50 to 150% over the past five years.

The programme also embarked on a successful programme of citizen-centric governance. Through investments in improved services, it cut down waiting times by half for various identity documents and building permits. Professionalising these services also led to a reduction in opportunities for corruption. Overall, the programme has directly led to strengthened governance at state and ULB levels, enabling affordable and sustainable access to basic services especially by the poor improved access to impressive numbers of poor people living in urban areas. In this case, this was achievable without a strong focus on improving tenure security per se.

The Degraded Land Mapping (DLM) programme

The DLM programme aimed to establish consensus around the ideas of using degraded land for palm oil

Figure A1: Improvements in collection of property rights in the MPUSP programme



Notes: (Property tax collections in four ULBs)

plantations, and introducing 'land swaps' as a means to bring this about. The main results were the production of technical maps that showed degraded land and changes in forest cover for all five main palm oil producing islands in Indonesia, as well as publications and trainings to increase stakeholder awareness and capacity of using data and decision-making tools The programme met neither of its outcome targets that foresaw provincial governments and the private sector having in place policies on planting palm oil on degraded land, leading to a targeted 40% of new plantations being sited on degraded land. Given that the programme's length was three years, these were overly ambitious outcome targets, more so as the programme start was delayed.[29] The PCR also notes that the programme was not designed to be suitably flexible to adapt to the changing landscape of palm oil sustainability issues.

A major weakness identified in the programme's approach was that although the programme provided a technical proof of feasibility[30] (through mapping availability of degraded lands) without investing time in building relations with institutions that could gain political traction on this issue, it could not prove the practical feasibility. While WRI raised interest in the land swap concept among companies, senior management in these companies ultimately viewed as too high risk attempts to change the legal status of land, and did not pursue the idea.

An important lesson that emerged from this programmes is that to convince a company to change policy, programmes need to ensure that the case is convincing from the point of senior management, and not only those whom the programme engages. It was highlighted that was particularly important in the Indonesian context, but likely holds true elsewhere too.

The programme also seen to have been too slow to adjust its approach to the shifting discourse on sustainability and priorities of companies and government working on oil palm more broadly.

Community Land Use Fund

The programme's impact evaluation found the programme has been successful in achieving outcomes among its rural beneficiaries. Through the programme 145,000 people on 582,000 hectares had their communal land rights secured (delimited or demarcated in the national register, 25 communities and producer associations received help to produce plans for community investments, either alone or through partnerships with outside investors. Around 40 communities also began to receive revenues from forest taxes.

Beneficiaries were better informed about land rights and on good stewardship of natural resources. The scale of delivery was more successful than originally anticipated, as demand for the services to secure tenure under the programme was high. This attests to the success of the programme design as well as communications and outreach. However, the programme's hopes that delimiting and demarcating land would catalyse positive investments were not fully borne out. While demarcating and providing titles to local associations together with outside investors has worked in some cases, there is a risk that communities may struggle to regain control of the land if the partnership fails. The primary interest of communities was in securing land tenure for protection against expropriation, rather than using stronger tenure to attract outside investment.

Rwanda Land Tenure Regularisation Programme

The impact of the programme was to contribute to poverty reduction, increased productive investment, optimization of land use, gender equality & social harmony, throughout Rwanda. The main achievement of the programme was providing land titles for the majority of Rwandans. Between February 2010 and August 2013, the programme substantially achieved the desired outcome. 10.3 million land parcels were demarcated and adjudicated with over 80% being approved to title. 8.4 million lease and freehold titles have been prepared with over 5.7 million collected by land owners. This was achieved at a cost estimated at between £3.42 and £4.05 per parcel.

The key lessons from the Rwanda programme are:

- Any programme of mass systematic registration needs to have a system in place ready to receive the results of the registration and able to support subsequent transfer
- The mass systematic registration should not be prioritised over the capacity and institution building of the land administration agency
- A continual and pervasive media campaign backed up by local events, engagement at local level, and mobilising wider resources (community groups, women's groups, NGO's) is needed to communicate the understanding of the registration process and the need to register transfer.
- Indicators need to be carefully chosen that are measureable and have a causal link to objectives and intervention methods
- The land administration agency needs to engage fully in the processes and recognise that it will go through substantial change
- The selection and appointment processes within the public administration sector have been far more cumbersome and slow than anticipated and this has adversely affected the project.
- It is possible to use this low cost community engagement approach to identify, demarcate, adjudicate and assign ownership rights to a large number of people at low unit

29 DLM PCR 2014

30 The technical outputs of the programme are assessed as good in the PCR and the combination of tools on the GFW website is commended

costs (£6 per certificate). By comparison, this contrasts with a recent project in Lesotho which cost $60 USD per parcel. The low cost approach embodies the concept of "fit for purpose", and is flexible in allowing para-surveyors and paralegals to work in the field.

Urban LandMark

Urban LandMark has developed and adopted the pragmatic approach of incremental tenure security improvement, and this has yielded real benefits where it has been applied, resulting in a local recognition of people's right to occupancy. The methodology is being taken up by practitioners, and a new National Upgrading Programme in 49 municipalities (more than 2400 settlements) is about to be initiated, funded by national government, with some of the improvement contract being carried out by former Urban LandMark partners (e.g. Afesis Corplan) who have been actively engaged in the development of these methodologies. Urban LandMark has piloted the inclusive zoning schemes and the incremental tenure security improvement methodologies in settlements in Johannesburg (Happy Valley) and Cape Town (Monwabisi Park) and Emalahleni (Springvalley) and it is now to be rolled out further in the National Upgrading Programme to be carried out in 49 municipalities. The approach has been disseminated internationally in the Region and also through Cities Alliance and UN Habitat, GLTN (Global Land Tools Network). Where applied, it has been possible to implement successfully and therefore resulted in a local recognition of people's right to occupancy

The achievements of the Urban LandMark programme contributed to the objective of ensuring poor people in urban areas having secure access to well-located land, and has also helped establish a platform that supports the achievement of these targets, particularly Urban LandMark's contributions to establishing:

- legislative and legal frameworks,
- the necessary knowledge and tools,
- the institutional platforms established through agencies such as the National Upgrading Support Programme and the Housing Development Agency, and
- the development of the necessary professional skills and competencies in key institutions and professional staff.

Furthermore, the Urban LandMark programme developed a set of important assets that will contribute significantly to the achievement of programme purpose going forward and will assist the Government of South Africa to achieve their urban targets for 2014. These assets include: data, research regulatory impact assessment capability and legal drafting capacities needed by the Government of South Africa in order to reform the legislative and regulatory frameworks in ways which will create more enabling environments

Global Legal Empowerment Programme

The intended impact of this programme was greater legal empowerment around the world, i.e. more people able to understand and make use of the law. A key achievement of GLEI has been the establishment of Namati, a global organisation dedicated to putting the law in people's hands, with a particular focus on paralegals.

Main Impacts for Land Component:

- Securing land tenure and strengthening local land governance. In Mozambique, Uganda, Burma and Liberia, Namati and partners have developed a model for documenting customary land claims and strengthening local governance over community lands, with a particular focus on gender equality, sustainable natural resource use, and authentic community approval for all transactions with outside investors.
- Namati has also been strengthening land rights in Myanmar through testing how frontline paralegals can scale up support farmers to protect their land rights under a new registration process. Paralegals have tested and made progress in addressing the following justice problems: securing farming rights in forest land; return of land grabbed by military and company; resisting land confiscation; fair compensation for land taken; lack of knowledge among farmers how to use land certificates to protect land tenure long term. This has resulted in 6000 cases being handled to date.
- In India Namati has been in the early stages of understanding how paralegals can assist communities who are already experiencing industrial investments of their land. Namati is testing how paralegals can handle cases pertaining to regulation of coastal management zones and developing training models to empower communities to monitor compliance. By the end of the reporting period 47 cases are being actively pursued by paralegals in Gujarat and Uttara Kannada, with 12 resolved.

Other, transferable key impacts from the programme are:

- Paralegals who have specialist knowledge are likely to generate faster results on difficult issues and be able to better educate beneficiaries of specific issues. This was verified during the monitoring visit, when Namati held a workshop in Inhambane, paralegals with technical knowledge on agriculture and land rights were able to manage land related issues and gain the trust of communities quickly; and
- Namati has completed ground-breaking research, built a network of over 400 organizations and developed its own innovative projects in eight countries, aimed at improving access to justice, healthcare, land rights and citizenship rights. Namati works with local partners on the design, technical support and evaluation of projects which are implemented primarily by partners themselves, with varying levels of input by Namati. As

well as helping resolve thousands of cases, either directly or through partners, Namati has used the data collected on cases to advocate for systemic reforms.
- Citizens have directly benefited from legal advice and basic legal services to resolve numerous justice problems, whether related to human rights, land rights or social service accountability.
- Robust evidence of how paralegals can address failures in the rule of law and achieve positive outcomes for poor and marginalized groups has been developed and shared internationally.
- Legal empowerment practitioners have become more effective through the use of evidence and data and international exchange of best practice.
- National policy changes have steered the law and its implementation towards the poor.
- A unique community land protection methodology, which has achieved substantial impact in Uganda, Mozambique, and Liberia. It demonstrates the importance of community governance to sustainable and gender-balanced stewardship of land.

Table A4: Overview of land components in logframes of non-core land programmes

Programme	Outcomes, Outputs that target land	Details
Multi-Stakeholder Forestry Programme - Nepal	None obvious	Although there are no clear components on land governance, the rationale driving the Business Case is that through becoming involved in community forests, poor households will be able to access valuable forest land.
Sport Relief 2012 - UK Aid Match - Slums	Outcome 1 Output 1	Outcome 1: Proportionately more people benefitting from improved access to affordable and accountable services - primarily water and sanitation; housing; health; education. Output 1-indicator 1.1: Increased proportion of slum dwellers experiencing improved provision of water and sanitation services and improved housing conditions
Forest Governance, Markets and Climate Programme	Outcome, Indicator P.3; Output 1; indicator 1.1	Outcome statement Governance and market reforms that reduce the illegal use of forest resources and benefit poor people. Indicator P.3 Progress with adopting and implementing pro-poor land tenure reforms at national level7/. 7/This refers to (a) improving the legal framework in relation to land, and (b) increasing the security of community land tenure and use rights. Output 1; 1.1: Capability of national stakeholders to participate effectively in deliberative processes in order to deliver political reforms in relation to market, forest, and land tenure in VPA countries12/. Outputs differ by country--they make reference to expected change in policies and implementation.
Growth and Employment in States Programme (GEMS) Component 3	Outcome D; Output 2.	Additional Outcome Indicator D GEMS 3 only: Improved access to land, tax and investment services: Number of land registration, tax or other relevant targeted certificates received by target group. Assumptions: 1. The scale of land registration will only be achieved if funds are being made available by PTCLR/State Governments: total to achieve 0.6 m titles by 2017 July is GBP 4.9m. The disaggregation by year is presented in GEMS3 Dec 2012 Quarterly report. Output 2. Value adding business services and "products (i.e., policies, strategies)" addressing "Land" constraints for target enterprises and firms are identified and strengthened. Indicators: # Improved processes, services, regulations and other "products" related to land :(DBI land related (procedures, time and cost); information services, advocacy and PPD services, land related services)
Global Legal Empowerment Initiative	None, or all!	There is no specific output or outcome indicator on land; as issues are not topic specific, but rather more broadly about legal empowerment.
Investment Climate Facility for Africa	Output 1; indicator 1.2	Output Indicator 1.2: All ICF projects which address constraints in either business or land registration will result in a fewer number of procedures to register the relevant asset.
Support to National Policies for Urban Poverty Reduction (SNPUPR)	Impact; Purpose (indicator 2)	Impact: States implement security of tenure and at least 1 out of 2 pro-poor policy reforms, earmarking pro-poor budget, reservation of dwelling space of r the urban poor. Purpose indicator 2: Number of additional persons with access to (1) improved water, sanitation and (2) tenure security (deemed beneficiaries) But other outputs on policy documents also likely relevant to land.

(continued)

Programme	Outcomes, Outputs that target land	Details
Support Programme for Urban Reforms in Bihar	Purpose; Output 4.2	Purpose indicator 1 [about access to services, not land per se). Access of 6.36 million citizens, o/w 2.83 million poor (to be disaggregated by social group and gender) to basic urban services: a). water supply (coverage); b). Sewerage (coverage) in Patna; and c). Sewerage (coverage) in other cities. Output 4: indicator 4.2 percentage of Uls completing municipal land mapping; (b) percentage of Uls using municipal land for private investment
Madhya Pradesh Urban Infrastructure Investment Project (MPUIIP)	Output 3; Output indicator 3.2	Output 3: Greater financial security from land for poor people Output Indicator 3.2: Number of poor women securing access to land as an asset
West Bengal: Kolkata Urban Services for the Poor (KUSP)	Goal, Indicator 3;	Goal, Indicator 3; Proportion of the poor, disaggregated by social groups, reporting improvement in livelihood opportunities and security of tenure Output 2: Number of households taken out of poverty through coordinated Mission approach (this seems to includes work on improving tenure)
Creating Opportunities for the Poor and Excluded in Bangladesh (COPE)	Output 4, indicators b, d.	Output 4: Legal rights and access to resources realised in programme areas. Indicator b: b) Number of acres of additional khas land leased to poor and marginalised people. d.) Total value (in million £) of government khas land and water bodies accessed by beneficiaries.
Improving governance of Land Use, Land-Use Change and Forestry in Indonesia	Output 2 Output 3	Output 2: Improved national and local policies on LULUCF (informed by improved research) Indicator 2.1, 2.2: # of new or revised national policies consistent with legal drafts/reviews/ positions produced and/or advocated by SETAPAK partners on sustainable land and forest resources management; (2.2=2.2 provincial and district governments) Output 3: Improved rule of law on LULUCF and recognition of rights of communities affected by LULUCF (specifically customary land tenure and free, prior and informed consent - FPIC) esp. indicator 3.4: # of Community based forest management permit processes (e.g. Hutan Desa, Hutan Kemasyarakatan, Hutan Tanaman Rakyat) initiated in conjunction with SETAPAK partners' activities
Degraded Land Mapping for Kalimantan and Papua provinces	Output 2, esp. Output 2.1	Public, free access to policy maker-friendly "How to" guidance for sustainable palm oil expansion while avoiding deforestation; 2.1 number of community maps* created within the West Kalimantan (2009-12) pilot site; Number of management plans* created for the spared forest area within the West Kalimantan (2009-12) pilot site
Urban Land Reform-Urban LandMark	Impact:	Impact indicator: Number of people living in slums. Supply of serviced land to trade on, to use productively. Functioning property markets which improve access to land for poorer households and communities
Madhya Pradesh Urban Services for the Poor (MPUSP)	Impact, Output 3 (Note: the link made with land tenure in the logframe is not explicit)	Impact: Urban poor with access to improved water and sanitation; Output 3 participatory and citizen centric governance: Average time taken to get access to services- (1) Birth and death certificates; (2) Water Connections; (3) Building Permission
Comic Relief Programme Partnership Arrangement	None specified.	None specified.
Forest Land use and governance in Indonesia	Outcome 3; Output 1; Output 3	Outcome3: Number of land-based social conflicts; Output 1: More effective and transparent land-use Output 3, Indicator 3.1 Number of forestry/ land use regulations issued by OJK.

Table A5: Beneficiaries that programmes aim to serve

Programme	Direct Beneficiaries (measured at outcome (OC) output (OP) level)
Multi-Stakeholder Forestry Programme - Nepal	Impact: Poor people, incomes; disadvantaged people, with four sources of income; People in climate vulnerable areas, with activities that reduce their vulnerability. OC: disadvantaged and climate vulnerable households and people, *benefiting from revenues of local user group forest products*.
MOLA (Mozambique Land Action)	Impact: Households in target areas, *with higher incomes*; OC: # Local councils and local communities*, who are more aware of gender issues* OP: Land parcels in rural and urban areas; competent service providers and institutions. # Communities *with land rights*; investors, traditional leaders with *knowledge of gender* ; district land authorities *that are well-equipped.*
Sport Relief 2012 - UK Aid Match - Slums	Impact: reduction in urban poverty. OT: % Slum households experiencing improved provision of water, improved housing conditions. Slum Children with better health, education % slum dwellers experience higher incomes, better livelihoods (sp. Women).NGO's performing well and hold authorities to account; Local government expenditure or policy implementation that benefits slum-dwellers
Forest Governance, Markets and Climate Programme	National stakeholders participating in VPA related processes; Policy improvements [likely more at each country level--see country LF]
Rwanda Land Tenure Regularisation Programme	Impact: vulnerable households, accessing credit; Women, accessing land titles, singly or jointly; citizens, who feel they can participate in local decision making;
Community Land Use Fund	OP: # Service providers (sp. Women); community organisations; OC: # Producer organisations (sp. Women); rural communities *benefitting from forestry tax*; rural households (sp. women)
Growth and Employment in States Programme (GEMS) Component 3	Impact: #poor people (sp. Women) *registering increases in income*; change in income (sp. Women); no. of jobs (sp. women); firms *with increased sales* (sp. Women owned). OC: business environment indicators (sp. those important to the poor: land, tax, investment; Outputs: all businesses, better biz environment sentiment and practice surveys
Land Investment for Transformation (LIFT)- Wealth Creation Programme	Impact: # Women, Economically empowered; OC: # Rural households, strengthened security of tenure; increased incomes; in which women have equal land rights to men; Woreda incomes OP: Households, with named certificates produced under SLLC process;
Global Legal Empowerment Initiative	OP: # People s*erved by grassroots legal advocates*. Legal empowerment organisations and practitioners in *a learning network*.
Investment Climate Facility for Africa	OC: Businesses; improved times to register businesses.
Support to National Policies for Urban Poverty Reduction (SNPUPR)	Purpose Indicator 2: persons with access to (1) improved water, sanitation and (2) tenure security (deemed beneficiaries) Outputs refer to main policy documents the programme supports and pilot programmes.
Support Programme for Urban Reforms in Bihar	Purpose: poor citizens, all citizens a*ble to access basic urban services*; OP 3.2, Households, with improved water supply, sanitation. 5.1 Women's self-help groups (disaggregated by social group inc. religion), *with access to loans and financial planning.* 5.2women leaders (inc. from Dalit, Muslim communities) *in local government groups.*
Madhya Pradesh Urban Infrastructure Investment Project (MPUIIP)	Impact: Urban households, with access to improved water supply; improved sanitation in urban areas. Children, reporting lower incidence of diarrhoea, Outcome: # additional poor men and women with sustainable access to improved drinking and water, and sanitation. OP3: Number of poor women securing access to land as an asset.
West Bengal: Kolkata Urban Services for the Poor (KUSP)	Impact: poor, disaggregated by social groups, reporting improvement in livelihood opportunities and security of tenure. Purpose: # poor, disaggregated by social groups with access to basic services, OP: self-help groups, trained; poor youth, in work placements; # poor, with increased incomes; targeted slum dwellers, with access to health care; # poor, disaggregated by social groups with access to basic services,

(continued)

Programme	Direct Beneficiaries (measured at outcome (OC) output (OP) level)
Support for the Implementation of the Voluntary Guidelines on Land Tenure (VGGT)	Impact: Countries in which improved gov of tenure has contributed to the eradication of hunger and poverty; Outcome: Men and Women in target countries confirming improved land governance systems and practice and improved tenure security.
Creating Opportunities for the Poor and Excluded in Bangladesh (COPE)	OP: Small partners; organisations; community monitors ; migrant workers in decent work; children withdrawn from hazardous work; girls saved from early marriages; victims of violence receiving medical treatment; children learning native languages in schools; marginalised people participating in local government; Outcomes: beneficiaries of low pay increments through collective bargaining; hectares of land redistributed; marginalised men and women elected to local bodies; women victims accessing justice; numbers of poor and marginalised supported by government safety nets.
Improving governance of Land Use, Land-Use Change and Forestry in Indonesia	Impact: #poor people (provincial poverty rates); OP: Setapak's partners. (Unspecified in LF); district governments. OP*: implied* beneficiaries of community forest permits.
Degraded Land Mapping for Kalimantan and Papua provinces	OP: oil palm companies. Civil society organisations.
Urban Land Reform- Urban LandMark	Impact: People living in slums, Most vulnerable urban residents
Tanzania Land Programme	Impact: Investors, land use rights holders *with improved perception of tenure security;* Outcome: *multi-stakeholder group members*; Households with titles;
Comic Relief Programme Partnership Arrangement	Impact: poor and disadvantaged young people, supported to access primary school. Men and women, incomes. People, supported to access primary health care. Small and diaspora development organisations
Forest Land Use and Governance in Indonesia	OC: Businesses adopting responsible and sustainable business practices; Social conflicts

Table A6: Programme scores for ongoing and complete programmes

Project / Activity name	Land component score	Programme Score
Urban Land Reform- Urban LandMark		A++ (PCR)
Growth and Employment in States Programme (GEMS) Component 3	A(2013), A++ (2014)	
Global Legal Empowerment Initiative		A+ (PCR)
Madhya Pradesh Urban Services for the Poor (MPUSP)	A+ (2012 PCR)	
Improving governance of Land Use, Land-Use Change and Forestry in Indonesia	Policy on land use and forestry A+ (2015); A+ (2014) Output 3-Rule of law on land use and forestry A+ (2015), A+ (2014)	
West Bengal: Kolkata Urban Services for the Poor (KUSP)	A (2015); Slum delineation scored A++	
Creating Opportunities for the Poor and Excluded in Bangladesh (COPE)	Exceeded (2015): Not achieved (2014)	
Multi-Stakeholder Forestry Programme - Nepal		A (2015)
Land: Enhancing Governance for Economic Development (LEGEND)		A (2015)
Support for the Implementation of the Voluntary Guidelines on Land Tenure (VGGT)		A (2015)
Sport Relief 2012 - UK Aid Match - Slums	A (2014)	
Forest Governance, Markets and Climate Programme	A(2015) A(2014)	
Rwanda Land Tenure Regularisation Programme		A (AR)
Community Land Use Fund		A (PCR)
Land Investment for Transformation (LIFT)- Wealth Creation Programme		A (2015)

Project / Activity name	Land component score	Programme Score
Support to National Policies for Urban Poverty Reduction (SNPUPR)	A (2015)	
Support Programme for Urban Reforms in Bihar	A (2014)	
Degraded Land Mapping for Kalimantan and Papua provinces	B (2015 PCR)	
Investment Climate Facility for Africa	B (2015), A (2014) (Output 1.2: which addresses constraints in either business or land registration (not disaggregated)	
Madhya Pradesh Urban Infrastructure Investment Project (MPUIIP)	B (2014)	
MOLA (Mozambique Land Action)		No AR report yet
Forest Land Use and Governance in Indonesia		No AR report yet
Tanzania Land Programme		No AR report yet

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.

Readers are encouraged to reproduce material from LEGEND Reports for their own publications, as long as they are not being sold commercially. As copyright holder, LEGEND requests due acknowledgement and a copy of the publication. For online use, we ask readers to link to the original resource on the LEGEND website. The views presented in this paper are those of the author(s) and do not necessarily represent the views of LEGEND.

© LEGEND 2016. This work is licensed under a Creative Commons Attribution-NonCommercial Licence (CC BY-NC 4.0).
ISSN: 2052-7209

All LEGEND Reports are available from www.landportal.info/partners/legend