GLTN Tools and Approaches in Support of Land Policy Implementation in Africa

Jamal Browne (UN-Habitat), Jaap Zevenbergen (ITC), Danilo Antonio (UN-Habitat), Solomon Haile (UN-Habitat)
Land Policy
Development in Africa

The Global Land Tool Network (GLTN) acknowledges the absolute importance of the Framework and Guidelines on Land Policy in Africa (F&Gs) to the continent’s development agenda.

The Framework and Guidelines were developed through the joint efforts of:
1. The African Union Commission (AUC);
2. The United Nations Economic Commission for Africa (ECA); and

Goal of the F&Gs
“...promoting Africa’s socio-economic development, through inter alia, agricultural transformation and modernization”
Land Policy Development in Africa


Each member state maintains the right to determine what constitutes their national land policy.

The F&Gs are neither binding nor instructive, but can be viewed as collaborative and supportive – thus laying the foundations for a fluid, streamlined, socially-responsive land policy development process.
The Global Land Tool Network (GLTN) seeks to add considerable value to its collaboration with the LPI by fortifying the policy foundations established through the high-level adoption of the F&Gs, while supporting the implementation and operationalization of the F&Gs at country-level.
Land Policy Development in Africa

The foundation on which GLTN was originally established – based on an analysis conducted prior to the network’s launch in 2006 – is explored as follows:

1. While there are many examples of good land policies, there are few policies that have been fully implemented due to lack of pro-poor, gender-responsive and large-scale land tools;
2. Conventional land titling approaches have largely failed to deliver their expected results; and
3. The need for:
   a. Better donor coordination;
   b. Stronger partnerships with key land actors; and
   c. Capacity development initiatives and continuous dialogue and communications between and amongst key stakeholders.
Land Policy
Development in Africa

Similarly, the foundation on which the document ‘Framework and Guidelines on Land Policy in Africa – Land Policy in Africa: A Framework to Strengthen Land Rights, Enhance Productivity and Secure Livelihoods’ – was developed can be explored as follows:

1. Countries regard the proper management of Land as an important factor in development and ensuring or preserving peace and security;

2. Reforms have proceeded in the absence of any articulated continental guidance or national consensus on the vision which should inform such reforms; and

3. Over time, African countries have accumulated a multiplicity of sectoral policies and laws relating to land, its management, and use without overarching policies which rationalize, harmonize and clarify the otherwise uncoordinated approaches and complex interventions between these laws and policies.
The GLTN secretariat in June 2014 commissioned a comprehensive review of the F&Gs. This exercise identified strategic entry-points for a number of GLTN tools and approaches. These tools and approaches were categorized as follows:

1. Relevant GLTN Tools & Approaches (Have been developed or still under development);
2. Relevant GLTN Tools & Approaches in Practice (Have been or will be piloted by December, 2014); and
3. Emerging GLTN Tools & Approaches (To be revised/adopted by December 2014).

With 18 tools and approaches currently at different stages of development, complemented by ongoing work on 8 cross-cutting issues, GLTN is well positioned to deliver a range of land-related solutions to African states in their efforts to improve their land sectors.
The review identified five thematic areas for chapters 2 through 6 of the LPI consortium’s 2010 revised publication of the Framework and Guidelines. The five thematic areas include:

1. Land Issues in the African Context;
2. Land-based Strategies for Poverty Reduction, Agriculture Development and Sustainable Land Management;
3. Developing Comprehensive, Sustainable and Socially Responsive Land Policies;
4. Enhancing Action Planning and Implementation Strategies; and
The GLTN analysis of the F&Gs first sought to identify those guidelines that were most closely associated with the GLTN tools and approaches. Using the five F&G thematic areas identified for the analysis, it was found that at least 21 individual guidelines (from the F&Gs) are relevant to GLTN’s current tool development agenda.

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<th>LPI THEMATIC AREAS</th>
<th>INDEX OF GUIDELINES (FROM THE F&amp;G)</th>
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<td>2. Land-based Strategies for Poverty Reduction, Agriculture Development and Sustainable Land Management</td>
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<td>4. Enhancing Action Planning and Implementation Strategies</td>
<td>5 (.2.4) (.2.5) (.3.2) (.3.3)</td>
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<tr>
<td>5. Tracking Progress in Land Policy Development and Implementation</td>
<td>6 (.1.1) (.1.3)</td>
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GLTN in Land Policy Development in Africa

The pool of GLTN tools and approaches relevant to the F&Gs (Relevant GLTN Tools & Approaches) include:

- Socially Appropriate Adjudication (Clarifying property rights)
- Building on the Continuum of Land Rights Approach
- Grassroots Participation in land administration and management (Publication)
- Costing and Financing of Land Administration Systems (CoFLAS)
- Addressing land in post-crisis and post-disaster situations (Publication)
- Managing Information on Spatial Units (The Social Tenure Domain Model)
- Gender (The Gender Evaluation Criteria)
- Enumerations for Tenure Security
- Pro-poor Land Policy Development (Publication/Guide for Practitioners)
- Land Readjustment (Enhancing access to land)
- Donor Coordination
- Land Indicators
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### 7 Emerging GLTN Tools and Approaches

Of this pool, 7 have been identified as Tools/Approaches that have already been/are expected to be piloted by December 2014. These include (highlighted):

<table>
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<th>Tools/Approaches</th>
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<td><em>Donor Coordination</em></td>
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<tr>
<td>Addressing land in post-crisis and post-disaster situations (Publication)</td>
<td><em>Land Indicators</em></td>
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Pro-poor Land Policy Development

The GLTN 2007 publication ‘How to Develop a Pro-poor Land Policy’ supports Guideline Category 5.3 (from the F&Gs), which refers to the ‘Necessary Steps for Effective Land Policy Implementation’.

This compact document offers guidance on:
1. Managing potential conflicts;
2. Action planning;
3. Managing the “politics” of the process;
4. Addressing the technical issues;
5. Keeping people informed and involved;
6. Supporting approval and implementation; and
7. Key ingredients of land policy process.
Donor Coordination

Donor Coordination requires donors to work together with government and civil society to develop a shared vision and program to reform the land sector. Donor Coordination promotes: Efficiency, effectiveness, and sustainability in land policy development and implementation.

Donor Coordination is facilitated through mechanisms such as:
1. Joint secretariats;
2. Memorandums of understanding;
3. Agreed partnership principles;
4. Joint declarations and meetings; and
5. Coordinated funding of non-state actors and pilots.
Participatory Enumerations

Participatory Enumerations are best described as:

...a data-gathering process... designed and conducted by the people who are being surveyed.

The GLTN publication ‘Count Me In: Surveying for tenure security and urban land management’ details a variety of useful enumeration techniques in support of the following:

1. Community empowerment;
2. Relocation and resettlement;
3. The recognition of informal rights and claims;
4. Land administration;
5. Land adjudication;
6. Post-conflict scenarios;
7. Local planning; and
8. City-wide slum upgrading.
The Social Tenure Domain Model (STDM)

The STDM is comprised of the following modules:

1. A new way of thinking about land records;
2. A software package based on free, widely used open-source systems to record information about land;
3. A method of collecting data about land; and
4. A way of using and disseminating information about land and property.

The STDM has been successfully piloted in Kenya, Uganda, and Colombia, with ongoing pilots in Zambia and the Democratic Republic of Congo (DRC).

Final arrangements are currently being made for the inaugural STDM implementation exercise in Uganda (Photos: Participants at a GLTN STDM training of trainers workshop in Kampala, Uganda – August 2013).
The Gender Evaluation Criteria (GEC)

GLTN Phase 1 developed and piloted the Gender Evaluation Criteria (GEC) for evaluating the gender sensitiveness of particular large-scale land tools and interventions.

The GEC has to date been rolled-out in five (5) African states, including:

Nigeria  Uganda  Rwanda

Togo  Zimbabwe

Plans are currently being made to commence work on the GEC in five additional states. These include:

DRC  Ghana  Kenya

Sudan  Zambia
Grassroots Participation in Land Administration and Management

The GLTN publication ‘Not about Us without Us: Working with grassroots organizations in the land field’ is the outcome of a GLTN partners meeting on grassroots held in 2007.

The publication outlines several imperatives in GLTN’s strategy for working with the grassroots. These include:

1. Ensuring grassroots participation in large-scale land tool development;
2. Scaling up community-led initiatives;
3. Strengthening the capacity of the grassroots to engage in land administration and land management; and
4. Promoting grassroots participation approaches amongst GLTN partners.

Pilots to date: Peru, Philippines, India, Tanzania
Land Indicators

At the global, regional, and national levels, there is a trend towards an increased use of indicators to monitor development and track progress on these various dimensions on land.

This is premised on the following key issues:
1. There is need for a common framework, understanding and tracking progress on critical land issues globally;
2. Promoting nexus the between global, regional and country/ project level is critical to ending poverty; and
3. There is convergence of global, regional and country initiatives through the Post-2015 development agenda, and frameworks and guidelines such as those currently being championed by the African Land Policy Initiative (LPI).

(Photo Left: Participants in a Global Land Indicators Working Group Meeting – The Hague, October 2014)
Conclusion

The common thread shared by GLTN tools and approaches is that they are all:

1. Pro-poor;
2. Gender responsive; and
3. Take into consideration a continuum of land rights.

Comparatively, the advantage of applying GLTN tools at country-level is the guarantee that where a range of land-related challenges exist, one can find a bundle of complementary and inter-related land tools. In essence, GLTN’s selling-point is its focus on the development of not just one-off tools and approaches, but a “Bundle of Scalable Tools and Approaches.”

This has ensured that GLTN products are all complimentary of each other, hence the leverage to apply multiple tools and approaches (without complications) within a given country context.
Conclusion

A total of 7 GLTN tools and approaches (at different stages of development) were found to be directly applicable within the context of the Framework and Guidelines for land policy in Africa.

In light of the constantly changing demands of Africa’s land sector – induced by changes in the national, regional and global socio-political and economic environments (in relation to Africa’s vast land and associated natural resources) – GLTN anticipates an impending need for the scaling-up of additional tools and approaches at country-level across the continent.
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