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The Land Tenure Security Advantage

A catalytic asset for sustainable and inclusive rural transformation

IFAD
Investing in rural people

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Abbreviations and acronyms

APR	Asia and the Pacific
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
ESA	East and Southern Africa
FAO	Food and Agriculture Organization of the United Nations
GEF	Global Environment Facility
GLTN	Global Land Tool Network
IFAD	International Fund for Agricultural Development
ILC	International Land Coalition
IPCC	Intergovernmental Panel on Climate Change
LAC	Latin America and the Caribbean
NEN	Near East, North Africa, Europe and Central Asia
RBA	Rome-based Agencies
RFS	Resilient Food Systems (GEF-supported initiative)
SDG	Sustainable Development Goal
UNCCD	United Nations Convention to Combat Desertification
UNIDROIT	International Institute for the Unification of Private Law
VGGT	Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security
WCA	West and Central Africa
WFP	World Food Programme

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IFAD's key messages on land tenure security

Key catalyst for multiple benefits in poverty eradication, food security and nutrition
Land tenure security for the rural poor is key to delivering on Sustainable Development Goals (SDGs) 1 and 2 to eradicate poverty and hunger. In addition to this, tenure security is a key factor for realizing at least 10 of the remaining SDGs and for the International Fund for Agricultural Development's (IFAD's) mainstreaming agenda and strategic priorities for achieving inclusive and sustainable rural transformation.

Social inclusion and empowerment
IFAD is currently supporting an estimated 37-45 million poor rural people in 60 countries in tenure-related interventions, thereby contributing significantly to IFAD's social inclusion agenda, including the empowerment of women, young people, indigenous communities and other vulnerable groups. Tenure security also helps reduce conflicts over land and natural resources.

Sustainable land management and climate change resilience
Land tenure security is an important factor in people's ability to invest in sustainable land and natural resource management and for achieving equitable access to these resources, especially water. This, in combination with its contribution to social inclusion and cohesion, makes it a major contributor to climate change resilience. Furthermore, people with secure tenure are motivated to invest in farming practices that help mitigate climate change.

IFAD's investment: more than US$320 million for tenure security
IFAD-supported investment in tenure security between 2011 and 2020 currently exceeds US$320 million, of which IFAD is financing just over half. National governments have committed around 17 per cent, and 27 per cent has so far been raised in co-financing arrangements from bilateral agencies and others. Between 2016 and 2020, IFAD supported 146 projects including tenure security measures in 60 countries. These 146 projects comprise 133 loans and around 60 grant projects, including those financed through IFAD's Indigenous Peoples Assistance Facility.

IFAD's advocacy for the land rights of poor rural women and men
IFAD engages in global processes to advocate for secure land tenure for the rural poor, in partnership with other members of the International Land Coalition and the Global Donor Working Group on Land. It is a founding member of the International Land Coalition and it has played an active role in the formulation and implementation of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security. More recently, IFAD contributed to the inclusion of tenure-related targets and indicators in the SDGs for the United Nations 2030 Agenda for Sustainable Development. IFAD strives to advance knowledge in a range of relevant thematic topics, such as access to land for women, youth and indigenous people, climate change resilience, and evaluating the impact of tenure security on project outcomes and achieving the SDGs.

A holistic approach to land tenure security
IFAD promotes a holistic approach, in which tenure security for poor rural women and men encompasses not only land but also secure access to water, forests, soil and other natural resources. Formal land titling is important, but IFAD also promotes the recognition of group and customary tenure systems in ways that work for the rural poor.

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Introduction

Land tenure security and governance: game-changers in sustainable development

"The eradication of hunger and poverty, and the sustainable use of the environment, depend in large measure on how people, communities and others gain access to land, fisheries and forests. The livelihoods of many, particularly the rural poor, are based on secure and equitable access to and control over these resources. They are the source of food and shelter; the basis for social, cultural and religious practices; and a central factor in economic growth." Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (FAO, 2012).

Today, land tenure security,[1] including for all of the natural resources and property associated with it, is widely acknowledged as a critical success factor for achieving the ambitious development goals agreed by global leaders under the United Nations 2030 Agenda for Sustainable Development (UN, 2015). For poor rural people, the target group of the International Fund for Agricultural Development (IFAD), secure access to land and its natural resources (such as water, rangelands and forests) is central to their empowerment, food security and nutrition and also to their climbing out of poverty. It also encourages them to practise more sustainable

1 In this report, "land" refers to both land and the natural resources on it, such as water, wetlands, pastures and forests. "Land tenure" refers to the rules and norms and the institutions that govern how, when and where people access land or are excluded from such access. "Land tenure security" refers to enforceable claims on land and people's recognized ability to control and manage land and its natural resources. (Adapted from IFAD. 2008. Policy on Improving Access to Land and Tenure Security.)

agriculture because, when people have secure access to and control over land and related resources, they are motivated to invest in it and can potentially reap multiple benefits over the longer term. Secure access to land and natural resources also fosters poor rural people's economic empowerment, which makes a range of social benefits, such as education and health care, more accessible.

This report presents an overview of IFAD's engagement in securing land tenure for the rural poor, specifically through the lens of its mainstreaming priorities for inclusive and sustainable rural transformation: gender equality and women's empowerment, youth employment, indigenous peoples, climate change and the environment. It briefly presents the importance of land tenure for global commitments relevant to IFAD's mandate, together with some important challenges. Next, the report explains how IFAD is tackling those challenges. Five case studies from each of IFAD's regions of intervention illustrate IFAD's support for land tenure security in practice, and the final section looks ahead to new initiatives.

Over the past decade there has been a growing recognition of the centrality of tenure security for the sustainable development of people and the planet. This is witnessed by the endorsement of the Framework and Guidelines for Land Policy in Africa at a Summit of Heads of State in 2009 and the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security by the Committee on World Food Security (FAO, 2012) and, more recently, by the inclusion of a set of tenure indicators in the Sustainable Development Goals (SDGs) that are relevant for at least 12 of the SDGs, including 59 targets and 65 indicators (see Figure 1).

Moreover, it is widely recognized that tenure security is closely linked to rural women's empowerment and gender equality; a United Nations convention sets out the rights of rural women and national obligations with regard to land and natural resources (CEDAW, 2015) – see Box 1. Secure land rights for women are not only a fundamental right but also linked to better economic, food security and nutrition outcomes for the whole family.

"Access to land is a process of citizen emancipation… where beneficiaries attain legal security of their rural properties for current and future generations... Access to land takes men, women and youth out of poverty, making them lead actors in their own development".

Wilson Dias, Director-President, Development Company of Regional Action (CAR), State of Bahia, Brazil.

Box 1: United Nations convention sets out land rights of rural women

The Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) recognizes women's role as farmers and in food security/nutrition and secure land tenure as central to this. Countries are required to take measures necessary to achieve the effective equality of rural women in relation to land and natural resources, and put in place strategies to address discriminatory practices that impede their rights. This includes paying special attention to customary and land tenure systems, to ensure that they do not discriminate against rural women, and raising awareness about rural women's rights among policymakers and leaders including traditional, religious and customary leaders. Legislation should guarantee rural women's rights to land, water and other natural resources on an equal basis with men, and indigenous women in rural areas should have equal access with indigenous men with regard to ownership and possession of and control over land, water, forests, fisheries and other resources.

Adapted from CEDAW (2015), General Recommendation 34.

Young people's access to land as a key productive asset is an important determinant of their economic empowerment, enabling young women and men to realize their potential as farmers and rural entrepreneurs. Secure tenure in the hands of young rural people could also catalyse benefits of the demographic "youth dividend" (i.e. the large young population for the wider economy in many countries.

For indigenous peoples, land represents more than a livelihood pathway; land is part of their cultural identity. Land cannot be seen as a commodity, and it is often sacred and the source of spirituality. The majority of indigenous peoples and ethnic minorities have distinctive cultural land tenure systems that are based on collective rights, regulated by complex customary laws and systems. Their unique knowledge of natural resource management offers sustainable solutions that could significantly contribute to global development goals.

Tenure security benefits the planet as well as people. A special report on climate change and land by the Intergovernmental Panel on Climate Change (IPCC) confirmed that tenure security, among other factors, contributes to sustainable land management and poverty eradication and that "[l]and policies … can provide both security and flexibility in response to climate change" (IPCC, 2020), and good management of land and related resources can help reduce greenhouse gases. According to the United Nations Convention to Combat Desertification (UNCCD), positive impacts of secure land tenure include food security, access to water, job creation, peace and stability. All of these benefits are key to boosting smallholders' resilience and capacity to adapt to climate change. Tenure security is recognized as key to tackling land degradation because those who hold land securely are motivated to invest in conservation over the longer term (UNCCD, 2019).

Tenure insecurity: a driver of poverty and a threat to food security and nutrition

Despite the many benefits that equitable, well-governed land and natural resource tenure bring to people and the planet, they are under threat. Competition for land has never been greater. The world faces an increasing population, rapid urbanization, climate change, declining soil fertility and an increasing demand for food and fuel security. In many developing countries, competing land uses and increasing demand for land are sources of conflict, often contributing to the underuse or abandonment of land and outmigration from rural areas, especially in more fragile states. Weak land governance and inefficient management of natural resources compound these challenges.

The scarcity of land resources and inequities in their allocation are growing, with poor and marginalized people having the least access to land and the associated natural resources, including water, forest products and fish. Potentially confined to "poverty traps" in marginal and degraded lands, they are increasingly vulnerable to climate variability because they lack secure tenure (FAO, 2011a). Even as global efforts are being stepped up to eradicate hunger and malnutrition, a flagship report on the state of global food security and nutrition warns that hunger is on the rise again after decades of progress and identifies inequitable access to land as a major factor (FAO et al., 2019). Weak tenure rights and landlessness, especially of women,

compound this trend because of the role of land tenure in ensuring household food security and nutrition.

Across the world, rural women tend to have less access to land than men. In many countries, they do not enjoy the rights set out in national policy or law because of traditional norms (FAO, 2011a). Where community-based tenure systems are changing in favour of more individualized ones, women sometimes lose out, as traditional leaders have less power to protect them. If women hold tenure rights through male family members, they risk losing their entitlement in the event of divorce, widowhood or their husband's migration. Where they do have access to land, women's land parcels are generally smaller and of lower quality (FAO, 2010).

In the context of longer life expectancy, young people have to wait longer to inherit land, working for little or no remuneration on family farms while they wait – or even abandoning farming altogether. Evidence from sub-Saharan Africa suggests that limited access to land is one of the key factors determining young people's decision to migrate, while policy measures that promote access to land and security of tenure significantly shape young people's engagement in farming and their livelihood options (IFAD, 2019a). Poverty may force parents to sell their land to outsiders, excluding the next generation from access to land, as high unemployment rates prevent them from buying or leasing it (FAO, 2014). To make matters worse, increasing land degradation means that less agricultural land is available for young people (FAO, 2011b).

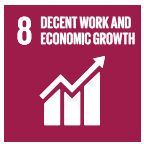
In many parts of the world, the land tenure systems of indigenous and tribal peoples are either only partially recognized by governments and legal systems or not recognized at all, leading to social and political marginalization, poverty and conflict. Challenges specific to these peoples include a lack of recognition of their customs and traditional concepts of territory, especially for pastoralists, shifting cultivation communities and hunter-gatherers. Weak safeguards ensuring free, prior and informed consent are also a barrier to indigenous peoples' access to land, as they are for the rural poor in general. If indigenous peoples are to survive and prosper, culturally and economically, they must have secure rights to their ancestral lands and territories. IFAD also recognizes that many indigenous people face interrelated challenges; for example, young indigenous women could be seen as having a "triple burden".

The climate crisis is also having a negative impact on tenure security and, conversely, insecure tenure is exacerbating the climate crisis, affecting the ability of people, communities and organizations to make the changes needed to advance climate adaptation and mitigation. Limited recognition of customary access and ownership can increase vulnerability and decrease adaptive capacity (IPCC, 2019). Similarly, lower security of tenure is also one of the biggest barriers to wider adoption of sustainable land management practices, because the occupant and development partners are not sure of returns on the investment over time. In fact, the opposite occurs: overuse of natural resources through exploitative techniques by tenure-insecure people trying to get as much as possible out of the land in the short term results in degradation and a reduction in agricultural productivity. In turn, this leads to additional land clearing and exploitation to meet basic food and other household needs, often on marginal lands (UNCCD, 2019), and so the vicious cycle continues.

IFAD has highlighted the potential threats that foreign land acquisition poses to the land rights and livelihoods of smallholder farmers, pastoralists, indigenous communities and other vulnerable groups. But IFAD also recognizes the negative impacts of domestic elites and weaknesses in national land administration systems as well as the potentially constructive role that foreign investors could play in supporting smallholder farmers. An IFAD paper reflects on the challenges and some principles and guidelines proposed for promoting good land governance and responsible investment in agriculture (IFAD, 2010). Furthermore, IFAD and other development actors are focusing on the catalytic potential of well-governed tenure systems to help achieve multiple SDGs (see Figure 1).

Figure 1: Tenure-related SDG targets and indicators

Goal	Target	Indicator
Core targets and indicators		
Goal 1: Poverty Eradication	**1.4** Equal rights to economic resources, including ownership and control over land and natural resources	**1.4.2** Proportion of total adult population with secure tenure rights to land, with legally recognized documentation and who perceive their rights to land as secure, by sex and by type of tenure
Goal 5: Gender Equality	**5.a** Women's equal rights to economic resources, including ownership and control over land and natural resources	**5.a.1** Proportion of total agricultural population with ownership or secure rights over agricultural land, by sex; and share of women among owners or rights-bearers of agricultural land, by type of tenure **5.a.2** Proportion of countries where the legal framework (including customary law) guarantees women's equal rights to land ownership and/or control
Other tenure-related targets and indicators		
Goal 2: Food Security, Nutrition and Sustainable Agriculture	**2.3** Double agricultural productivity and incomes of small-scale food producers (women, indigenous peoples, family farmers, pastoralists and fishers) including through secure and equal access to land	Reference is made to using indicators **1.4.2** and **5.a.1** for measuring this
Goal 15: Sustainable Land Management	**15.1** Ensure conservation, restoration and sustainable use of land and inland freshwater and their services (forests, wetlands, mountains, drylands) as per international agreements **15.3** Combat desertification, restore degraded land and soil, including land affected by desertification, drought and floods	**15.1.1** Forest area as a proportion of total land area **15.1.2** Proportion of important sites for terrestrial and freshwater biodiversity that are covered by protected areas, by ecosystem type **15.3.1** Proportion of land that is degraded over total land area

Goal	Target	Indicator
Targets that are impacted by or have an impact on tenure security		
	Goal 6: Clean Water and Sanitation	By 2030, implement integrated water resources management at all levels, including through transboundary cooperation
	**Goal 8: Inclusive Economic Growth**	Achieve higher levels of economic productivity through diversification, technological upgrading and innovation, including through a focus on high-value-added and labour-intensive sectors (8.2); Promote policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro-, small- and medium-sized enterprises, including through access to financial services (8.3); substantially reduce the proportion of youth not in employment, education or training (8.6)
	Goal 10: Reduced Inequalities	Empower and promote the social, economic and political inclusion (10.2); Ensure equal opportunity and reduce inequalities, including by eliminating discriminatory and promoting appropriate legislation, policies and action (10.3)
	Goal 11: Sustainable Cities and Communities	Enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management in all countries (11.3); Ratio of land consumption rate to population growth rate (11.3.1)
	Goal 12: Sustainable Consumption and Production	Implement the 10-year framework of programmes on sustainable consumption and production (12.1); Achieve the sustainable management and efficient use of natural resources (12.2)
	Goal 13: Combat Climate Change	Strengthen resilience and adaptive capacity to climate-related natural disasters (13.1); Integrate climate change measures into national policies, strategies and planning (13.2); Promote mechanisms for raising capacity for effective climate change-related planning and management, including focusing on women, youth, and local and marginalized communities (13.B)
	Goal 16: Promote Peace, Justice and Strong Institutions	Promote rule of law and ensure equal access to justice (16.3); Reduce corruption and bribery (16.5); Develop effective, accountable and transparent institutions at all levels (16.6); Ensure responsive, inclusive, participatory and representative decision-making at all levels (16.7); Broaden and strengthen the participation of developing countries in the institutions of global governance and provide legal identity for all (16.8); Ensure public access to information in accordance with national legislation and international agreements (16.10); Strengthen relevant national institutions, build capacity at all levels to prevent violence (16.A); Promote and enforce non-discriminatory laws and policies (16.B)
	Goal 17: Building Partnerships to Support the SDGs	Contribute to capacity-building for national plans to implement all the SDGs (17.9); Enhance policy coherence for sustainable development (17.14); Build on existing initiatives to measure progress on sustainable development and support statistical capacity-building (17.19)

Source: IFAD 2018

IFAD's commitment to land and natural resource tenure security for smallholders

From the outset, IFAD has recognized the important role that tenure security has for poverty eradication and rural transformation. IFAD was a founding member of the International Land Coalition in 1995 and it hosts the Secretariat of the International Land Coalition (ILC).[2] IFAD's current Strategic Framework (2016-2025) commits the Fund to promoting secure tenure and equitable rights to, and governance of, land, territories and natural resources, by designing programmes that directly address issues of access and tenure and promoting policies at the national and international levels that establish secure access to resources as a central tenet of rural transformation. IFAD's Policy on Improving Access to Land and Tenure Security (IFAD, 2008) also provides overall guidance and sets out the principles of engagement in supporting land tenure (see Box 2).

Furthermore, IFAD has integrated tenure security into other policies and guidance in recognition of the need for a multisectoral approach. Its Policy on Gender Equality and Women's Empowerment (2012) recognizes that more secure land tenure rights within both statutory and customary systems are key to achieving the strategic objective of women's economic empowerment. Access to land and natural resources is a priority area in IFAD's Rural Youth Action Plan (2018). IFAD's Policy on Environment and Natural Resource Management (2012) includes improved governance of natural assets for poor rural people by strengthening land tenure and community-led empowerment as a core principle for achieving productive and resilient livelihoods and ecosystems. Its Policy on Engagement with Indigenous Peoples (2009) commits IFAD to promoting equitable access to land and territories for indigenous peoples and to enhancing their tenure security by strengthening their own capacity to manage their territories and resources in a sustainable way. The policy also recognizes that IFAD must have an adequate understanding of the complex customary laws and systems that often regulate indigenous peoples' access to ancestral territories and resources.

Box 2: IFAD's principles of engagement in supporting land tenure

1. Alignment with national priorities and support for poverty-reduction strategies
2. Adherence to the "do-no-harm principle" at all times
3. Appreciation of the diversity and dynamic nature of existing agrarian structures and tenure systems
4. Centrality of the empowerment of poor rural people and organizations that represent them
5. Complementary partnerships with like-minded actors
6. Focus on the gender dimensions of land rights
7. Adherence to the principle of free, prior and informed consent
8. Support for production services and market linkages to maximize the positive effects of access to land and tenure security.

IFAD. 2008. Policy on Improving Access to Land and Tenure Security.

2 The ILC is a global alliance of over 260 civil society and intergovernmental organizations that promotes people-centred land governance.

These policies are backed up by extensive operational guidance designed to ensure that good intentions translate into "tenure-sensitive" investments and grants. For example, a toolkit contains detailed guidance on how to address land tenure security in country strategies and projects, as well as lessons learned in targeting women, young people and pastoralists, participatory land-use planning and on the implications for IFAD in promoting uptake of the VGGT. Furthermore, IFAD's Social, Environmental and Climate Assessment Procedures (2017) contain guidance on how to safeguard the tenure rights of rural communities in line with international best practices. As part of these safeguards, IFAD adheres to the principle of Free, Prior and Informed Consent (FPIC) for *all* local communities, including communities of indigenous peoples, to give or withhold their consent to proposed programmes that may affect their rights, access to lands, territories and resources, and livelihoods.[3]

Partnerships are key to continually refining operational guidelines and implementation. For example, IFAD supports the ILC's 10 commitments[4] for promoting people-centred land governance. Furthermore, IFAD has been a strong financial and technical supporter in the formulation and application of the Africa Land Policy Framework and Guidelines and the VGGT. More recently, IFAD has collaborated with the Global Land Tool Network (GLTN) to produce guidelines on assessing the impact of land tenure and governance interventions.[5] IFAD is also collaborating with the International Institute for the Unification of Private Law (UNIDROIT) and the Food and Agricultural Organization of the United Nations (FAO) to develop a legal guide on agricultural land investment contracts, which will help to ensure that leasing of agricultural land is done responsibly and with the necessary safeguards to protect human rights, livelihoods, food security, nutrition and the environment.[6]

An overview of IFAD-supported interventions

The IFAD approach focuses on helping people in rural areas to gain legal rights to their land and natural resources, including support for recording and registering land rights, decentralized land administration, and more secure water, forest and rangeland rights. IFAD also encourages good governance through participatory land-use planning and conflict resolution, as well as inclusive and responsible investment and multi-stakeholder dialogue.

Today, IFAD is supporting an estimated 37-45 million poor rural people in tenure-related interventions. This outreach is backed up by an investment of around US$324,254,000 through the Fund's loans and grants, with the biggest investments in Africa and Asia (see Figure 2).

In line with its overall investment in eradicating rural poverty, IFAD has been steadily increasing investment in tenure security measures since at least 2006 (see Figure 3).[7]

3 IFAD's note *How To Do: Seeking free, prior and informed consent in IFAD investment projects* (IFAD, 2015) sets out step-by-step guidance.

4 See https://www.triennial.landcoalition.org/commitments-2

5 UN HABITAT. 2019. *Guidelines for Impact Evaluation of Land Tenure and Governance Interventions*.

6 See the online consultation at http://www.fao.org/fsnforum/activities/discussions/ALIC

7 Data are derived from a 2015 stock-take that went back to only 2006. The intention is to update this every five years. The apparent decline in investment in tenure security measures in 2019/20 is because it was not possible to ascertain at the time of the stock-take the expenditure for projects still in the design phase.

Figure 2: IFAD's investment in land tenure security 2011-2020 (US$)

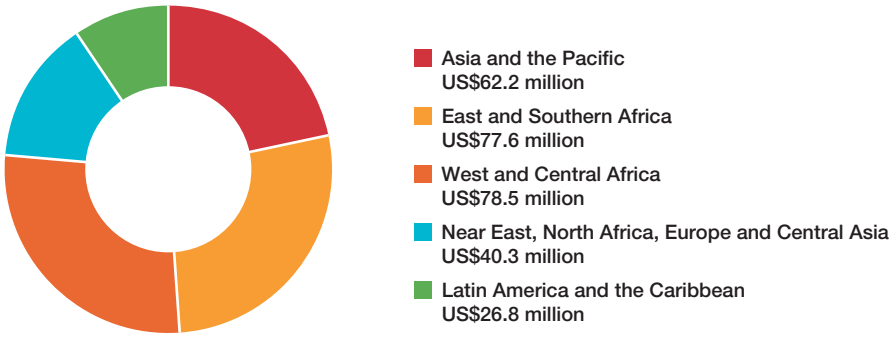
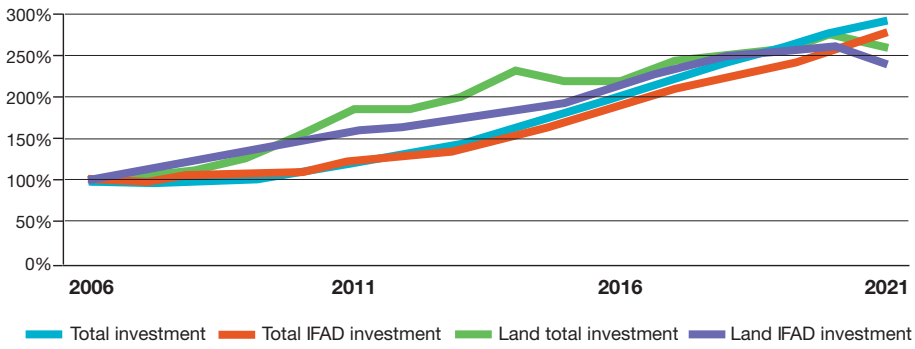


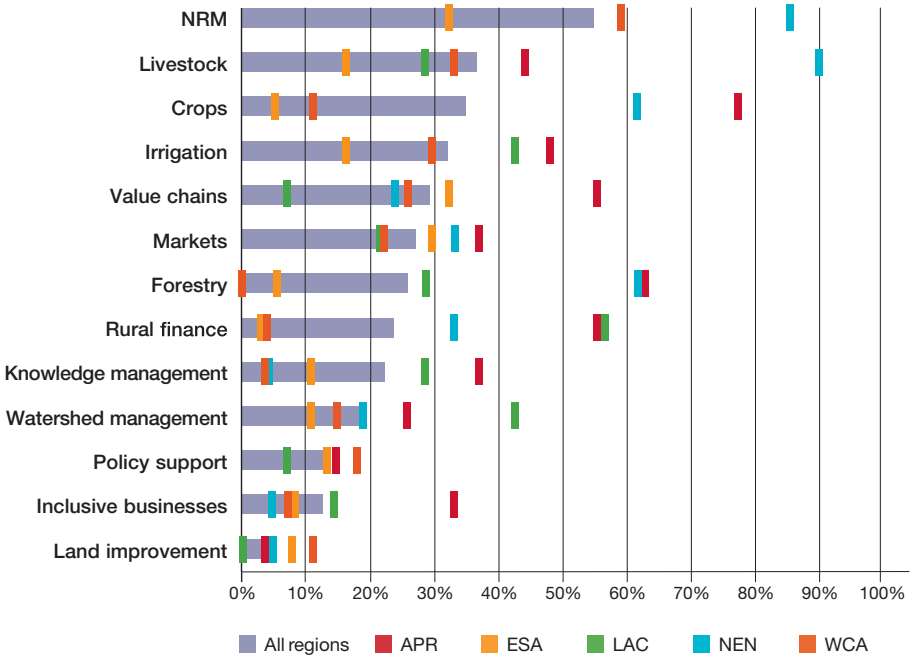
Figure 3: IFAD's investment in land tenure security 2006-2021



IFAD's support for tenure security is typically integrated into broader agricultural and rural development investments, rather than in "stand-alone" projects, which maximizes the impact of tenure security measures on eradicating poverty at project and higher levels and on inclusive development outcomes. It also creates opportunities to engage with other government agencies that have an interest in improved governance of land and natural resources but are not directly responsible for land policy implementation.

Globally, over half of the investments that include tenure security measures also tackle natural resource management and climate change, reflecting the close linkages between tenure and environmental goals. Investments related to livestock (37 per cent) and crops (35 per cent) are next, followed by investments in irrigation, value chain and market development, and forestry and rural finance, among others. There are also regional variations that reflect agroecological and sociocultural contexts. For example, in the Near East, North Africa, Europe and Central Asia (NEN) region, over 90 per cent of projects have a livestock focus and tenure is often linked to rangeland management, while, in the West and Central Africa (WCA) region, watershed management is a top priority (see Figure 4).

Figure 4: Types of investment that mainstream land tenure security[8]



Often, investments have more than one focus area, reflecting the complexity of rural realities and land tenure systems. The many interlinkages between land, water and natural resources mean that changes in tenure security can lead to unintended outcomes if attention is not paid to the broader governance framework. For example, granting tenure rights without encouraging good land stewardship can lead to the sale of lands because the upfront costs of sustainable land management are perceived as too high, making selling land assets a more viable option (UNCCD, 2019). Annex 1 summarizes the main types of action or strategy supported by IFAD investments, in which mapping and planning, including participatory land-use planning and the use of geographical information systems, are the most prevalent activities on a global scale, followed by capacity-building activities.

How tenure security is advancing IFAD's mainstreaming priorities

IFAD's support for secure tenure delivers on each of its mainstreaming priorities – gender equality and women's empowerment, youth employment, food security and nutrition, and climate change and the environment.

Empowering women, youth, indigenous peoples, pastoralists and others

Tenure security is key to empowering women, youth, indigenous peoples, pastoralists and other marginalized groups. An IFAD stock-take of land tenure interventions in

8 APR, Asia and the Pacific region; ESA, East and Southern Africa region; LAC, Latin America and the Caribbean region; NEN, Near East, North Africa, Europe and Central Asia region; NRM, natural resources management; WCA, West and Central Africa region.

2019 revealed that half of all projects including tenure security measures explicitly target women, 24 per cent target young people, and 34 per cent target indigenous peoples and pastoralists (see Figure 5). In addition, around one third of projects address group (rather than individual) tenure rights, which are particularly relevant for marginalized groups, including landless people, as this is often the main way that they can access land. As might be expected, the proportion of projects with a focus on indigenous peoples in Asia and the Latin America and the Caribbean (LAC) region is relatively high, while group rights are a priority in the Asia and the Pacific (APR) and East and Southern Africa (ESA) regions. Almost three quarters of projects in the WCA region and more than two thirds in the APR region target women, and the WCA region also has a major focus on youth (67 per cent).[9] The actual package of actions depends very much on context and project priorities.

Women's empowerment

Formalizing secure land rights through titling and sensitizing women's understanding of their rights through literacy and capacity development contributes to women's economic empowerment; for examples, see the Bangladesh case study and a project in Ethiopia (Annex 5). Strengthening group tenure, together with women's access to these groups, can also be an effective way to empower women (see Annex 2). Many IFAD-supported projects work to increase their access to natural resources, which also helps to reduce women's workloads. Women's decision-making is supported by projects that promote their participation in and leadership of natural resource management and water user groups. Other strategies to improve women's land rights include working at the household level to address deeply rooted biases against women's land rights – see the Mozambique case study below and Annex 2 for project examples.

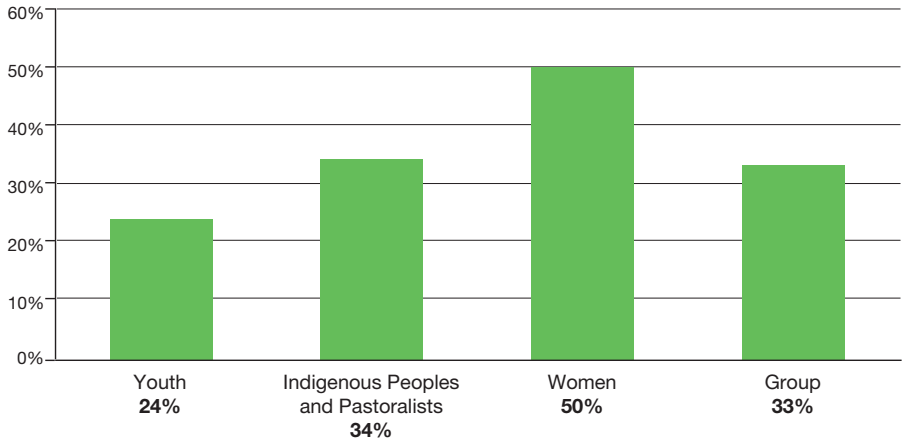
Rural youth

"I'm very happy to have my land certified … Now the land is safe for my children and grandchildren".
Bruno Zafimihary,
a rice and cassava farmer,
Madagascar.

IFAD's Rural Youth Action Plan (2019-2021) is translating into more IFAD-supported projects integrating young people's priorities, including tenure security. Interventions that mean that land can be inherited help secure it for future generations. In Madagascar,[10] IFAD has been supporting a government policy to improve land tenure security and simplify certification. By supporting poor rural people to obtain identity papers, despite not having birth certificates, the project helps them overcome a common obstacle to their applying for land certificates. Since 2006, IFAD has supported over 70 land offices, and these successfully produced almost three times more certificates compared to the national average, with special attention given to equitable distribution, including issues of sharecropping and secondary land use rights. See Box 3 and Annex 3 for examples of how IFAD-supported projects are improving young people's land tenure security.

9 The total is more than 100 per cent because projects focus on more than one target group, and the figures do not include projects that do not explicitly mention these target groups but rather mainstream them.
10 Project to Support Development in the Menabe and Melaky Regions – Phase II.

Figure 5: Targeting of tenure security measures



Box 3: Increased incomes expand land access options for Nigerian youth

©IFAD/Bernard Kalu

Terwase Aerkera is chair of Kaatema Mem Agricultural Cooperative Society in Benue state, Nigeria. The cooperative was farming just 5 hectares of land when it joined the IFAD-supported Value Chain Development Programme in 2016. By 2018, the cooperative was farming 180 hectares. This increase is a direct result of the support the cooperative received from the project, which included access to quality certified seed, agricultural machinery, extension services and low-interest loans.

The cooperative has significantly increased the yield of rice per hectare through improved planting practices. Increases in productivity have resulted in increased income, which has allowed the cooperative to expand and diversify activities into other cash crops and fisheries, thereby supporting its ability to cope with a changing climate.

©IFAD/Francesco Cabras

Indigenous peoples and pastoralists

For indigenous peoples and pastoralists, mapping the land, water, forests and other resources that they depend on is often a key step in obtaining free, prior and informed consent for proposed actions relating to land and natural resources. The Bolivia and Sudan case studies below are examples of this approach. IFAD also supports the restitution of land following international norms. For example, a regional grant has helped rural Afro-descendant communities in Bolivia, Brazil, Ecuador and Peru[11] to do just that, alongside a broader suite of livelihood actions. The project supported Fundación ACUA to engage in policy and provide technical assistance in territorial claims procedures. Fundación ACUA convened stakeholders from different sectors to update a law on fishing and to include the priorities of coastal communities engaged in small-scale fishing.

Of course, supporting governments to implement supportive policy and legal provisions for indigenous peoples is also key. The entire IFAD country strategy[12] for India, for example, has a focus on strengthening access to land, tenure and entitlements, particularly in tribal areas, working with the Ministry of Tribal Affairs, especially in conflict-affected tribal areas. The Odisha Particularly Vulnerable Tribal Groups Empowerment and Livelihoods Improvement Programme (2016-2021) is working on ensuring titles for land under cultivation by these groups according to provisions under the Forest Rights Act. It is also recording community rights on forests traditionally managed by the community and supporting access to water. This project builds on successful previous projects that focused on securing land titles for tribal households, revitalizing traditional tenancy systems and implementing laws governing access to natural resources. The project's predecessor[13] secured over 70 community titles under the Forest Rights Act.

IFAD also revitalizes traditional land management systems and blends these with modern technologies. In Peru, for example, over the past few decades, IFAD has supported Quechua and Aymara families to diversify livelihoods and introduced the "*Pacha Mama Raymi*", an innovative methodology that has been scaled up in Bolivia, Rwanda and Viet Nam.

11 Programme to Increase the Visibility and Strengthen the Entrepreneurship of Rural Afro-descendant Communities in Latin America.

12 Country Strategic Opportunities Programme (COSOP) 2018-2024.

13 Odisha Tribal Empowerment and Livelihoods Programme.

Food security and nutrition

IFAD's mandate focuses on working towards "all people, at all times, hav[ing] physical and economic access to sufficient safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life".[14] The project examples above illustrate how IFAD-supported land tenure security contributes to all four dimensions of food security (availability, access, use and stability) and also better nutrition, including through increasing incomes.

In recent years, IFAD has strengthened its focus on nutrition security and declared nutrition to be a mainstreaming priority. Many projects aim to improve nutrition by reserving small plots, especially for women, to grow more diverse and nutritious foods throughout the year.

See Annex 4 for examples of projects that contribute to food security and nutrition through strengthened land tenure security. An example of a large-scale intervention that supports all dimensions of food security and nutrition is the Resilient Food Systems initiative supported by the Global Environment Facility (GEF), which is presented below.

"Our incomes are much higher thanks to this garden. Now we have healthier and more balanced diets. These vegetables have improved our nutrition and we have many food choices every day", says Karafanding Badjie, president of the Berefet garden association in Gambia. The National Agricultural Land and Water Management Development Project supported communities to get their land registered through written agreements between youth *kafos* (traditional village groups) and government authorities.

Climate change and environment

IFAD sees land tenure security as a core element in mainstreaming climate change adaptation and the resilience of poor rural people across all its investments. Indeed, many projects including tenure security measures are co-financed by major climate and environment actors, such as the Adaptation Fund under the United Nations Framework Convention on Climate Change, the Green Climate Fund (GCF) and the GEF. Many projects show how greater and more secure access to land, forestry, water and other natural resources are boosting resilience by helping poor rural women and men increase and diversify their incomes as well as their food security and nutrition. More sustainable farming practices across watersheds and landscapes are tackling the issue of degraded land, thereby making more land available to farm, as well as helping to avoid or sequester greenhouse gas emissions. The project in Lao People's Democratic Republic outlined in Annex 4 is an example of how IFAD supports greater tenure security to encourage farmers' investment in sustainable practices and climate change adaptation measures.

IFAD also works to address conflict over land tenure to ensure that adaptation investments, such as better access to water and land rehabilitation, are effective and equitable. For example, a project in Niger, where there is immense pressure on land and conflict over its scarce resources, will work closely with the Land Commission and communities to build social cohesion at the local level before making major investments in soil and water management.[15]

An example of a large-scale intervention by IFAD is the Resilient Food Systems (RFS) initiative, which focuses on the natural resources that underpin food and nutrition security – land, water, soil, trees and genetic resources – as well as supporting climate change adaptation and mitigation goals. Led by IFAD, this initiative reaches over 2 million people in 12 countries and is implemented by a partnership of various agencies including

14 FAO. 1996. Rome Declaration on World Food Security. World Food Summit, 13-17 November, Rome.
15 Project to Strengthen Resilience of Rural Communities to Food and Nutrition Insecurity. Approved by IFAD in 2019, with additional climate financing from GEF, GCF and others.

Conservation International, FAO, the United Nations Development Programme, UN Environment, the United Nations Industrial Development Organization and the World Bank. Other partners such as AGRA, Bioversity International and World Agroforestry are also supporting the implementation of RFS at the regional level. Annex 5 presents examples of tenure security measures and selected climate-related intended outcomes of the initiative in addition to climate change adaption. It also presents an example of tenure security as a foundation for environmental outcomes in Ethiopia. Community-based solutions are at the core of IFAD's approach in the country, with a strong emphasis on women's equal land tenure rights.

Global advocacy and knowledge advancement

Securing land rights can be complex and requires sustained international support. IFAD is therefore engaged in the global policy dialogue on land as part of the Global Donor Working Group on Land (part of the Global Donor Platform for Rural Development) and is a founding member of the ILC. In partnership with these and other actors, IFAD works to highlight the importance of secure tenure for the world's rural poor.

For example, IFAD collaborated with FAO, the Committee on World Food Security and others on the formulation and implementation of the VGGT. IFAD also worked with the African Union Commission and its partners to develop pan-African land policy guidelines.[16] More recently, IFAD has collaborated with a range of partners to include indicators 1.4.2, 5.a.1 and 5.a.2 in the SDG reporting framework. Indicator 1.4.2 measures the sex-disaggregated status of tenure security on all types of land in both rural and urban contexts. Indicator 5.a.1 aims to measure gender disparities in tenure rights over agricultural land, and indicator 5.a.2 measures the percentage of countries where the legal framework (including customary law) guarantees women's equal rights to land ownership and/or control. The inclusion of the three core land indicators in the SDG reporting framework marks the recognition of the important role of land tenure in sustainable development. The placement of the indicators under goals 1 and 5 also signals the importance of tenure security for poverty reduction and gender equity.

IFAD also contributes to advancing global knowledge based on lessons learned from its experience and from new research. For example, in 2017, IFAD undertook a comprehensive review of the evidence for the various expected benefits of rural land tenure security and of the contextual factors that shape the impact of tenure-related interventions. A key expected benefit of rural land tenure security is that it motivates farmers to invest in their agricultural activities, leading to greater productivity and food security and increased income. The review found substantial evidence for the investment effect but less for higher productivity or income and a gap in the available data for the impact on food security. It also found positive effects on women's empowerment indicators for tenure security measures that focused specifically on women's land access, although many qualitative studies noted that women were often excluded from interventions lacking a specific female focus. Importantly, the review confirmed strong evidence for the impact on investment in land conservation, whereby households with stronger tenure security were motivated to take a longer-term view and conserve their land.

16 Available at: https://www.uneca.org/sites/default/files/PublicationFiles/fg_on_land_policy_eng.pdf

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Introduction to case studies

The five case studies in the following pages present further examples of IFAD's approaches to and achievements in promoting land tenure security for poor rural women and men. Each case study is from a different IFAD region. They have been selected from ongoing or recently completed investments, because they demonstrate how IFAD's support for land tenure security can deliver benefits in all of its mainstreaming areas: women's and youth empowerment, climate change and the environment, and food security and nutrition. All of the projects presented in the case studies are also examples of how IFAD is supporting better access to water for food security and nutrition (SDG2) as well as cash crops, and to the economic empowerment of smallholders (SDG1).

In the APR region, the various phases of the Char Development and Settlement Project (CDSP) in Bangladesh illustrate how a combination of land titling and strengthening natural resource management groups can achieve multiple benefits for extremely poor people even in a relatively short time frame and in a context of rapid geophysical and climate change.

The Economic Inclusion Programme for Rural Families and Communities in the Territory of Plurinational State of Bolivia (ACCESOS), with funding from IFAD's Adaptation for Smallholder Agriculture Programme (ASAP) from the LAC region, presents how IFAD has been bringing together science and traditional community knowledge, including that of indigenous peoples, to improve their access to and governance of natural resources.

The case study from the NEN region is drawn from the Butana Integrated Rural Development Project (BIRDP) in Sudan; the focus in this case study is on building strong institutions and aligning traditional systems with civil law to improve rangelands and tackle conflict management.

In the ESA region, the Mozambique-based Pro-Poor Value Chain Development Project in the Maputo and Limpopo Corridors (PROSUL) has adopted different approaches to land tenure security for various inclusive and climate-resilient value chains.

And in the WCA region, the Fostering Agricultural Productivity Project – Financing from the Adaptation for Smallholder Agriculture Programme (PAPAM/ASAP) in Mali has been supporting the government to raise awareness of legal provisions with regard to land tenure and helping to reduce conflict over land-based resources.

All projects featured combine land tenure security measures with other project services, depending on context. Challenges common to all of the project areas include:

High poverty rates

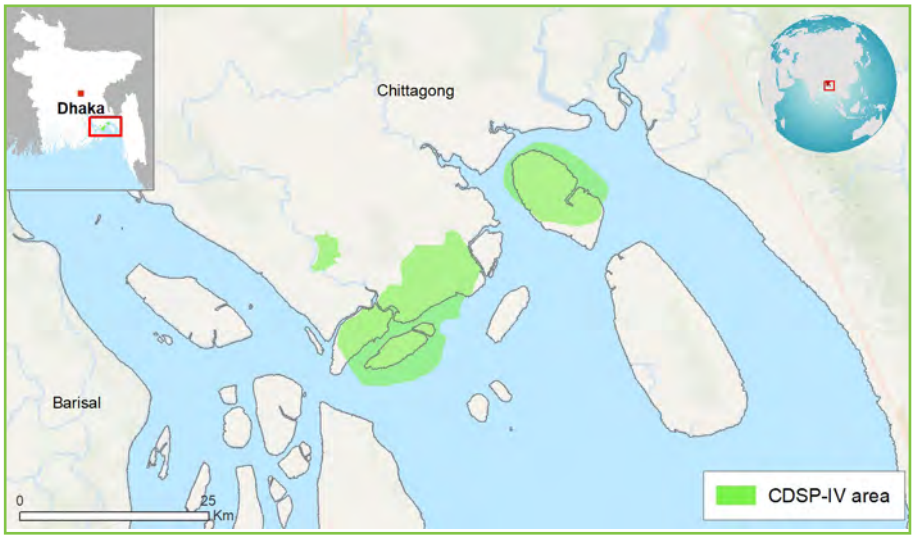
Less access to inputs, heavy workloads for women, limited decision-making

Malnutrition

Youth outmigration to seek livelihoods elsewhere

High vulnerability to climate change, degraded ecosystems

Marginalization and erosion of indigenous knowledge



Bangladesh: women's land rights transform the landscape

Key facts

Project name and dates	Char Development and Settlement Project – Phases I - IV (CDSP) including Additional Financing phase, 2011 - 2021
Financing	US$144 million from IFAD, Government of the Netherlands, Government of Bangladesh, non-governmental organization (NGO) partners, beneficiaries
Programme objective	Improve and secure livelihoods in agriculture, provide legal land titles and develop climate-resilient infrastructure for 28,000 poor and destitute households

The land tenure challenge

Bangladesh is one of the countries in the world most vulnerable to climate change,[17] subject to cyclones, storm surges and salinization, among other phenomena. In the project area, in the south-eastern delta coastal zone, where three major rivers flow into the Bay of Bengal, accretion and erosion of land are common. These newly accreted lands (*chars*) attract poor and destitute people trying to make a living. Each year, between accretion and erosion, *char* lands grow by around 20 km^2, representing small but catalytic windows of opportunity in a country where agricultural land is decreasing but population and cropping intensity are increasing.[18]

17 158th out of 169 countries, according to the Notre Dame Global Adaptation Index in February 2020.
18 Government of Bangladesh. 2018. Bangladesh Development Forum.

Despite the fact that these lands are often highly fertile, challenges include ongoing erosion, saltwater intrusion and lack of water, and a total lack of services, infrastructure or institutions at the outset. Local gangs made life very hard for *char* settlers, who were vulnerable because of their informal status.

IFAD-supported actions

The CDSP projects set out to support viable livelihoods for *char* dwellers, through a comprehensive set of measures to stabilize the land with dykes and social forestry to protect it from climate change impacts, to undertake agricultural/off-farm activities, and to build roads, markets and cyclone shelters cum schools.

Tenure security interventions include establishing equitable institutions to govern access to natural resources and clean water. A key strategy has been to formalize settlers' land title deeds, preceded by mapping and supported by upgrading government systems to record this. The project has adopted a highly participatory approach, and it has introduced the innovation of land certificates being issued in the name of both spouses, with the woman's name first. In the event of a divorce, the land remains with the woman. Public certificate presentations have also helped to maintain high levels of transparency. *Chars* are dynamic in nature, but these land tenure security measures have meant that families whose lands are affected by erosion in the future can claim government compensation, as well as draw on the financial and social capital that they can accumulate as a result of the project.

At the landscape level, CDSP Phase IV has continued the work of earlier projects, transforming the physical landscape from an empty expanse to thriving, well-connected areas that have been "greened" by trees and agricultural activities. Joint land titling, economic empowerment of women and promoting their full participation in institutions have been slowly improving women's status and transforming gender norms – the project won an IFAD Gender Award in 2017. A further phase of the project is being planned to scale up the results.

Selected results and impact[19]

In the photo below, a government official presents a khatian (land title deed) at a public distribution event in Char Nangulia, Hatiya. Settlers registered under the Land Records Management System are provided with final land rights documents, making them owners of their respective plots on a permanent basis.

©IFAD/Fahad Kaizer

Reached 185,824 people
400 per cent average increase in income between 2011 and 2017
700 per cent increase in average value of household and productive assets
90 per cent and 87 per cent of participants in the project impact assessment consider themselves solvent in the two *chars* where participants received land titles

29,000 households obtained access to drinking water
98 per cent increase in homestead vegetable production
Fish consumption almost doubled; 98 per cent of households cultivating fish, up from 51 per cent
70 per cent more milk consumed at home, thanks to milk production being more than doubled

90 per cent reduction in crop damage due to flood protection work
67 per cent decrease in average soil salinity between 2012 and 2016
40 cyclone shelters constructed, 8 used as clinics and 29 as schools

Over 12,000 households received land titles; the woman's name appears before the man's
40 per cent women's participation in water management organizations, over 30 per cent in their management committees, and 100 per cent of tubewell user groups
84 per cent of women feel that their position in the household has greatly improved, 94 per cent feel much more secure in the community due to tenure security, and 68 per cent feel that their household decision-making power has greatly improved, all as a result of joint land titles

19 For CDSP Phase IV, not including Additional Financing phase.

Bolivia: maps and *concursos* boost access to natural resources

Key facts

Project name and dates	Economic Inclusion Programme for Families and Rural Communities in the Territory of Plurinational State of Bolivia (ACCESOS), 2013-2019
Financing	US$58.9 million from IFAD including ASAP, Spanish Trust Fund, Government of Bolivia and beneficiaries
Programme objective	Increase the socio-economic, cultural and environmental resilience of target groups and their territories through strengthening capacity to face climate change impacts

The land tenure challenge

The project area has a rural population of Quechua, Aymara and campesino households characterized by high levels of poverty and malnutrition. The area includes a wide variety of ecosystems with fragile, threatened or degraded natural resources, and rural development is very vulnerable to climate change.

Water is increasingly scarce, which also means that keeping livestock is becoming difficult: in addition to the immediate nutritional impacts of less meat and milk being available, a related complication includes a lack of manure for communities to use as a natural fertilizer. Most smallholders do not have access to commercial fertilizers, and without livestock manure they find that crops are not growing as well. This includes crops such as the staple potato, once the pride of the project area in terms of the range of varieties and a rich source of nutrients. Families cannot grow enough potatoes to feed themselves, let alone to sell.

IFAD-supported actions

Improved agronomic practices, irrigation and land rehabilitation have been three key strategies for increasing resilience to climate change impacts on the livelihoods of rural communities, and there are social and nutritional co-benefits. The work included identifying and disseminating knowledge about indigenous adaptation practices, which have the potential for replication.

Georeferenced "talking maps", a visual and inclusive form of natural resource mapping, have been bringing together science and traditional community knowledge to identify key issues as well as adaptation techniques and priorities. These efforts helped resolve various community problems and led to an inventory of options for financing; funding was released through a system of local competitions, or *concursos*. These proved to be successful in engaging communities in sustainable management of ecosystems and the natural resource base. The process involved entire communities in a series of *concursos* to recover, adapt and innovate technologies for sustainable community natural resource management in the context of climate change. Selection criteria included better community nutrition, youth inclusion and women's participation. The project has built on this mechanism to embed community-driven priorities in local planning.

Tenure security interventions financed by the project include *quthañas*, a water harvesting system used by the Aymara people, which was scaled up to tackle water scarcity due to climate change. The project also built on traditional agroecosystems, such as the *aynokas* (vertical sections of the watershed in which, each year, a different crop is communally grown) and the *sayanas* (family lands usually close to houses used by the families to complement the production of the *aynokas*). The project promoted home gardens, with local horticultural and medicinal plant species and communal seed banks being used and exchanged among families to generate income as well as provide food security and nutrition.

To summarise, participatory mapping identified issues and potential with regard to land and access to natural resources, and the *concursos* enabled communities to act on jointly identified priorities to combat climate change.

Selected results and impacts

IFAD has in the past worked with indigenous peoples in Bolivia to strengthen their organizations and involve them in the land reform process. The first step was to bring about legal recognition of indigenous communities – a prerequisite for obtaining collective titles to ancestral land and territories. As a result of the project, about 1.3 million hectares were delimited and titled, benefiting 157 indigenous communities of more than 15,500 men and women. Using the talking maps methodology, maps depicting the past show how natural resources were managed, and maps showing the present highlight problems that communities face, including a shortage of resources, conflict and poverty. Maps of the future envisage the hopes and dreams of the community. The talking maps (see photo on page 30 and *concursos* methodologies are expected to be further scaled up in ACCESSOS RURAL, a follow-on project.

©IFAD/Oliver Page

Reached 27,296 women and 14,345 young people (46 and 24 per cent of total, respectively)

Indigenous peoples comprised 74 per cent of target groups and 74 per cent of *concursos* beneficiaries

Over 1,200 groups accessed funding through *concursos*, of which 43 per cent were women and 19 per cent youth

Diversified food production allowing diversified diets

Increased income for purchasing food

Government school meals programme benefited from increased production[20]

15,220 people improved resilience to climate change, around 39 per cent of whom are women

20 per cent reduction in climate-related losses

Over 5,000 hectares of degraded land restored and rehabilitated

Over 500 ecosystems/biodiversity management groups with women leaders

Over 1,000 marketing groups with women in leadership

Over 27,000 women-headed families received project services (46 per cent of total)

20 Concrete statistics will be confirmed from a rigorous impact assessment in May 2020.

Mali: communicating land rights and policy support

Key facts

Project name and dates	Fostering Agricultural Productivity Project – Financing from the Adaptation for Smallholder Agriculture Programme (PAPAM/ASAP), 2012-2019
Financing	US$103.7 million from IFAD including ASAP, European Union, GEF, World Bank, Government of Mali, local private sector, beneficiaries
Programme objective	Promote poverty reduction, food security and climate resilience through improving agricultural productivity

The land tenure challenge

The availability of rural land in Mali is declining and causing intense and sometimes violent competition over increasingly degraded land. As always, this impacts those with the weakest tenure security to start with, including women and youth (IIED, 2014).

IFAD-supported actions

In recognition of the multisectoral nature of the challenges facing people in Mali, a project component aimed to strengthen programmatic and sector-wide approaches. Under this component, the project supported the government to develop a new Law on Agricultural Land Tenure in 2017.[21] Innovative in that it targets the specific challenges of rural tenure, the new law also has provisions to strengthen women's

21 Loi No. 2017-001/ du 11 Avril 2017 portant sur le Foncier Agricole.

land tenure security as well as youth access. However, the project also supported the National Assembly of Mali to disseminate the new law and people's rights at the local level, for example by supporting six subregional divisions and 31 communes to establish a dedicated Tenure Commission (*Commission Foncière*). The Tenure Commission also had a mandate to address conflicts and safeguard the land rights of smallholders and especially those of women. These Tenure Commissions were considered successful and are to be scaled up at the village level in a new project[22] that plans to support 600 of them, with at least 30 per cent representation from each of women and youth.

PAPAM/ASAP also supported people's access to water through investments in irrigation and soil and water management to improve productivity. The project supported people's sustainable access to plant resources by financing a seed bank under the Institute of Rural Economy. Over the longer term, community climate change adaptation plans were based on a highly participatory process and captured priorities for sustainable access to natural resources in the face of climate change; these plans were financed by the project. IFAD has already supported such plans in previous projects[23] and will scale them up further through MERIT, a new investment. The government's decision to operationalize its National Investment Plan in Agriculture through these community-led plans mean that they represent a key large-scale strategy to ensure equitable access to natural resources.

The project linked up with another IFAD-supported project focusing on Mali's youth to help them set up income-generating activities that require little or no land.

Selected results and impacts

FODESA III successfully developed community-led climate change adaptation plans, also adopted in PAPAM/ASAP and to be scaled up further through another IFAD investment. Adopted by the government to operationalize its National Investment Plan in Agriculture, these plans are an example of how IFAD supports governments to achieve land tenure reform and deliver it on the ground.

22 Multi-Energy for Resilience and Integrated Territorial Management.
23 Such as the third phase of the Sahelian Area Development Fund Programme (FODESA III, 2008-2013).

©IFAD/Amadou Keita

120,000 people reached, of whom 57 per cent are female and 35 per cent youth

1,679 youth-led income-generation projects financed

Incomes increased by 255 per cent from rice grown in lowlands

Over 5,000 hectares of small-scale irrigation schemes established

5 per cent decrease in chronic malnutrition, 6 per cent decrease in acute malnutrition

265 hectares of kitchen gardens helped diversify household diets as well as increase income with which to buy what cannot be grown

57,732 engaged in climate risk mitigation actions

13,260 people have improved access to climate services and 3,468 people adopted practices that reduce greenhouse gas emissions

6,587 people have stable productivity despite climate impacts/increased adaptive capacity

38,807 women benefited from biogas digesters, reducing the time spent collecting firewood by 60 per cent

Women comprised 89 per cent of kitchen garden beneficiaries

Women have doubled their income from kitchen gardens thanks to year-round access to water

Mozambique: value chains and tenure diversity

Key facts

Project name and dates	Pro-Poor Value Chain Development Project in Maputo and Limpopo Corridors (PROSUL), 2013-2019
Financing	US$44.9 million from IFAD including ASAP, Spanish Trust Fund, Government of Mali, local private sector, beneficiaries
Programme objective	Achieve sustainable increased returns from increased production volumes and quality in targeted value chains, improved market linkages, efficient farmer organizations and higher shares for farmers of the final added value

The land tenure challenge

Land is still relatively abundant in Mozambique compared with other African countries, which is significant, as agriculture is still central to the lives of most of the population. The Mozambique Land Law (1997) recognizes rights attached to customary and long-term occupation of land by communities and individuals without needing a formal title, but concerns that tenure security may be threatened by large-scale land acquisition prompted the government to step up formal registration of land parcels under the *Terra Segura* programme and to improve the land information/cadastral systems.

IFAD-supported actions

PROSUL supported measures to strengthen the land rights of target groups and improve the management of land use by farmer organizations and communities.

Project inception activities included (i) participatory analysis of access to land and the tenure security situation among smallholder farmers and farmer organizations, with special attention given to poor and vulnerable groups including women and youth, and (ii) developing a land tenure security strategy and action plan with key interventions in each targeted value chain.

The results of the mapping and consultation shaped project support to community land delimitation, issuing of land certificates to farmer organizations as well as mapping of irrigation schemes. Interventions were adopted according to each value chain as follows:

(i) mapping and establishment of a cadastre for irrigation schemes in the horticulture value chain

(ii) land regularization resulting in land certificates being issued to farmer organizations in the cassava value chain

(iii) delimitation of community areas in the red meat value chain, including zoning and mapping of grazing areas, strengthening community and farmer organization management rules for these areas, as well as designing and implementing natural resource management plans.

The project worked with local leaders to raise awareness of the need to extend tenure security to women and young people as well as men. Given the ambitious tenure targets, a land tenure adviser and land tenure service provider were also engaged to promote tenure security interventions and provide technical assistance. As with other IFAD-supported projects, tenure security measures were backed by a broader range of tools such as innovative approaches to transforming gender relations (the Gender Action Learning System) and climate change adaptation measures.

Selected results and impacts[24]

One lesson learned is that farmers often need accurate information on the costs of land regularization, and another is that climate change is making nuanced mapping of irrigation systems important. Care needs to be taken to ensure that mapping exercises are downscaled to the plot level, otherwise some farmers may end up paying by land area even though their plots are unusable because of high levels of salinity. A promising observation was that, once engaged, farmers can be very active in demarcating land and managing parcels.

24 As of October 2019.

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Ownership/user rights over natural resources registered for 16,333 households including women (46 per cent); men (38 per cent); co-registration with both men and women (6 per cent); co-owners with children and other relatives (10 per cent)

89 per cent of households have access to rural financial services, compared with 10 per cent at the start of the project

Youth comprise 22 per cent of participants in accumulative savings and credit associations

2,395 extension workers/farmers trained in nutrition-sensitive value chains

260 and 130 per cent yield increases achieved for tomato and green beans, respectively

Nutritious, fortified yellow cassava promoted on 22 hectares in line with national policy

141,390 people supported to cope with climate change impacts (52 per cent women)

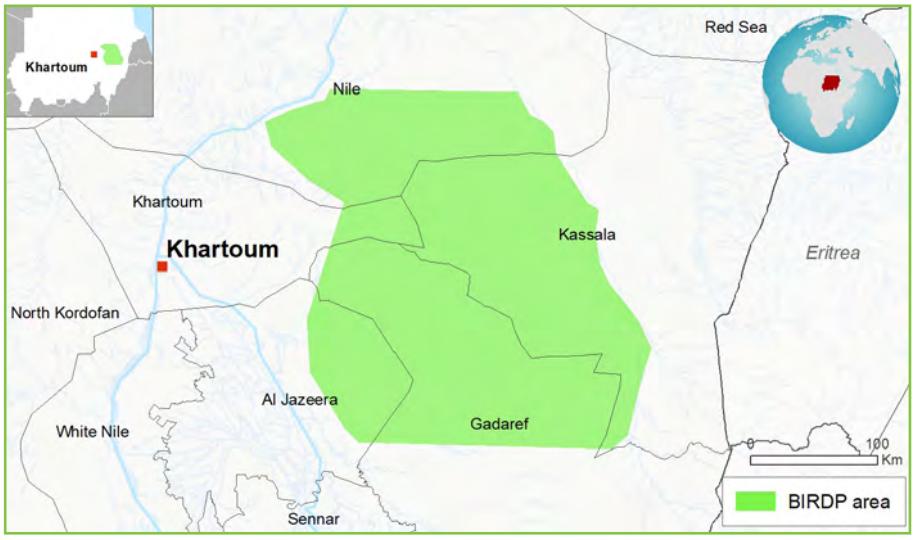
7,795 hectares brought under climate-resilient practices

144 per cent of households adopted sustainable/climate-resilient technologies and practices

Gender-transformative approach adopted by 131 groups

Women comprise 65 per cent of those receiving project services as a whole

Women make up 53 per cent of participants in water user associations and 49 per cent of those in multifunctional borehole management commissions



Sudan: aligning customary practices and civil law

Key facts

Project name and dates	Butana Integrated Rural Development Project (BIRDP), 2008-2019
Financing	US$46.7 million from IFAD including ASAP, Government of Italy, Government of Sudan, local private sector, beneficiaries
Programme objective	Achieve sustainable improvement in livelihoods and drought resilience of rural poor households and pastoralists through establishing an effective natural resources governance framework, improving access to and the bargaining positions of women and men in marketing, and developing the capacity of communities to engage in development initiatives and management of natural resources

The land tenure challenge

Key challenges in this water-scarce region include the expansion of crop cultivation on forest and rangelands, the mismanagement of water resources, unregulated allocation of both village and government land to investors, and uncontrolled gold mining. Open access to rangeland and water resources in the region has led to severe environmental damage around water facilities and also to acute water shortages.

IFAD-supported actions

The project targets smallholder pastoralist households in the sand dunes and clay plains of the region, households engaged in irrigated farming, and smallholders who migrate seasonally with their herds.

A project objective was to establish a coherent and cost-effective governance framework that ensures regulated access to the land and water resources of the Butana; land tenure security was therefore part of the theory of change. The project was rooted at the local level but also prioritized policy and institutional support, including strengthening the role of the Butana Development Agency (BDA), which was key to the sustainability of policy process with regard to land tenure. The BDA was complemented by a task force made up of stakeholders from localities and states and from farmer and pastoralist unions.

A land policy adviser helped facilitate awareness-raising and dialogue through inter-village workshops, which strengthened the capacity of community-level institutions to manage their own resources and become more aware of their legal rights related to these resources as well as exercising them. The project consolidated these workshops with follow-up meetings with BDA Board members, state governors, local commissioners, government officials and other stakeholders on issues arising from the workshops. These issues included common challenges, for example accessing rangelands and water resources, existing policies, legislative/regulatory and institutional frameworks at each level, and proposed joint actions.

This consultative process was complemented by work to strengthen existing laws and regulations and enact new ones as necessary, align customary practices and regulations with civil laws and regulations to form a coherent governance framework, and identify mechanisms for implementing the framework. Mapping and land-use planning processes at the local level were also strengthened, building on the land and natural resource management plans developed at the village level. Equal benefits for women were prioritized from the start, and the project employed household methodologies to promote women having equal voices in the home and community.

Selected results and impacts

The photo below shows eight women who have joined hands to protect and restore their community's grazing land. The project has worked to regulate access to rangelands, improve the livelihoods of poor rural households, and strengthen communities' resilience in the face of recurrent drought.

©BIRDP/IFAD

11,399 women and men have access to financial services

26,850 people (including pastoralists) have access to secondary and primary markets

13,143 people trained in income-generating activities (40 per cent women)

44, 240 households have increased assets

51,929 people reporting secure access and user rights to land/water (55 per cent women)

8,787 men and women trained in nutrition

Prevalence of malnutrition in children under 5 down from 26 per cent to 9 per cent (girls) and from 22 per cent to 11 per cent (boys)

164,880 poor smallholder household members supported to cope with climate change impacts

37,176 hectares of land under climate-resilient practices

85 community forests managed and protected by communities

Women constituted 64 per cent of beneficiaries of extension and training programmes

Women comprised 99 per cent of members of village savings and credit groups

One third of community development committee office bearers and water management and procurement committee members are women

474 young professionals (424 women and 50 men) engaged and trained in 2019 and ready to join the labour market and take up community roles

Looking ahead

The preceding pages show how IFAD's investments in land tenure security are key to advancing gains in SDGs 1 and 2, among others, as well as in IFAD's mainstreaming priority areas. Key lessons from IFAD-supported projects include the following:

- the recognition of rural communities' land and natural resource rights (collective, familial and individual) is fundamental for rural transformation, poverty eradication, social inclusion, sustainable land management and climate change resilience
- while IFAD's support for tenure security measures is a relatively modest portion of our investment, we have found that it has had a substantially positive impact on these investments
- key is recognizing the multiple and sometimes overlapping rights especially of women, youth and more marginalized social groupings, including group or communal rights that are typically governed by customary tenure systems
- the recognition of women's land rights in particular has a major impact on their social and economic empowerment as well as on household food security and nutrition
- improving access to land for young people is critical for keeping them in farming and in rural areas
- the principle of free, prior and informed consent should be embedded in every investment that could have an impact on rural communities' land and natural resource rights and their associated livelihoods
- collaborative multi-stakeholder involvement in land policy formulation and implementation is typically an important factor in the success of these policies
- by integrating tenure security measures into wider agriculture and rural development programmes, IFAD's investments contribute significantly to generating evidence on the positive impacts as well as to the engagement of multi sectoral ministries and other stakeholders in promoting tenure security and good land and natural resource governance.

Looking ahead, IFAD's 11th replenishment (IFAD11) outreach ambition is to reach 120 million poor rural people by 2021. Beyond this, IFAD's ambition is to double its impact by 2030[25] and, concretely, to double the size of the programme of loans and grants in IFAD14, thereby paving the way to at least doubling its impact in terms of outreach. IFAD sees potential in upscaling land tenure interventions in support of these ambitions; indeed, robust safeguards for people's rights to land and natural resources are critical as IFAD expands its impact.

25 Based on IFAD's achievements.

One example of how land tenure security can boost mainstreaming outcomes at scale is the initiative Creating Employment Opportunities for Rural Youth in Africa: Support to Integrated Agribusiness Hubs.

Jointly financed with Germany and the Visa Foundation, the initiative sees improving youth access to land as an essential condition for the socio-economic inclusion of young men and women in their communities. An example of an approach that could work for youth-oriented agribusiness hubs is supporting the development of alternative land tenure models and including related training and legal support. IFAD has seen how communal land management by young farmers can help to address issues such as limited representation and the challenge of meeting the cost of registering land. There is great scope for initiatives on a similar scale that can provide multiple benefits, including for the environment and mitigating climate change.

IFAD's mainstreaming targets for inclusive and sustainable rural transformation:

100 per cent of projects to mainstream climate and environment

25 per cent of IFAD's programme of loans and grants to be climate-focused

25 per cent of projects to be gender-transformative

50 per cent of projects to be nutrition-sensitive

50 per cent of projects to mainstream youth and youth employment

While there have been many achievements, there is always room to improve, and IFAD places great emphasis on this. For example, an IFAD annual report highlights that while land issues are often identified as constraints during project development, they are not always addressed. Although there may be many reasons for this, the report notes that more resources are needed (IFAD, 2018b).

IFAD also needs to continue investing in action-oriented research to assess what works, where and why. For example, IFAD is currently supporting research into the often-made assertion that secure access to land helps boost access to rural finance for the rural poor. Preliminary findings indicate that tenure security can indeed help farmers to access financial instruments such as credit and insurance in a number of different ways but that it also needs to be bolstered by attention to inclusive finance and the risk borne by farmers. Understanding these linkages will help to refine how land tenure interventions are designed and their effectiveness. IFAD has identified potential new areas in which to expand its knowledge, such as by deepening its cross-regional and thematic analysis in, for example, the interface between land and water governance and through public-private-producer partnerships.

IFAD also learns by doing. A new grant aims to contribute to the development and integration of gender-transformative approaches to promoting women's land rights in development programmes, policies and strategies in selected countries.

"Without significant progress towards securing and protecting land rights of women, smallholders, Indigenous Peoples, pastoralists and local communities, the aspiration of the SDGs of leaving no one behind will not be achieved and most of the Sustainable Development Goals and Targets will remain out of reach …

"Fully implementing SDG's land indicators … is absolutely critical. Their implementation will be a major stepping stone towards the success of Agenda 2030 and the realization of people-centred land governance."[27]

Global Land Indicators Initiative, Huairou Commission, ILC, Landesa, Oxfam, Rights and Resources Initiatives. Recommendation for the Inter-Agency Expert Group on SDGs (IAEG-SDG) meeting (11-14 November 2017, Manama, Bahrain).

This goal is to be achieved by (i) developing and testing transformative approaches and tools for strengthening women's land rights and (ii) improving knowledge and awareness of how to integrate such approaches to promoting women's land rights in rural development interventions. The expected results include:

- 10,000 rural women's ownership/user rights over natural resources being registered in national cadastres and/or geographic information management systems[26]
- improved legal and administrative systems for land governance.

IFAD cannot step up results through land tenure measures without consolidating, innovating and expanding its partnerships, such as those with ILC and the Global Land Tool Network. An example of its evolving collaboration with other ILC members is the recently launched partnership on tenure security and climate change adaptation in sub-Saharan Africa. Supported by the second phase of ASAP (ASAP II) and benefiting from the expertise of Natural Justice, a Member of ILC, it aims to improve the linkages between tenure security and climate change adaptation by reviewing existing investment programmes. The partnership will provide a framework of different land tenure regimes that can be replicated and scaled up.

As IFAD works to deliver on its Strategic Framework to 2025, which is closely aligned to the United Nations 2030 Agenda for Sustainable Development and commits IFAD to promoting inclusive land tenure security, it looks forward to continued collaboration with established partners and to forging new partnerships.

26 IFAD Core Indicator 1.1.1.

27 Source: https://landportal.org/news/2017/11/full-implementation-sdgs-land-rights-indicators-needed-ensure-successful-agenda-2030

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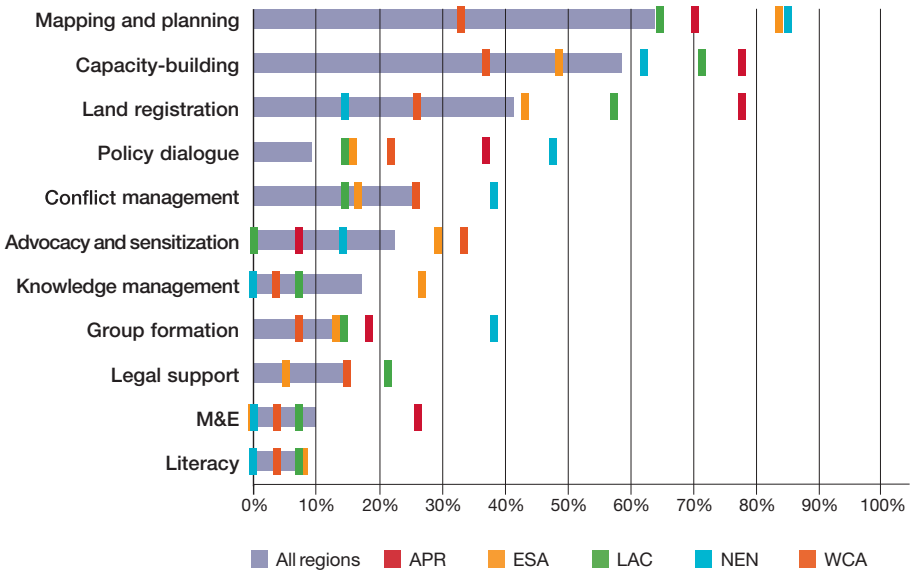
Annex 1

Types of IFAD action related to tenure security

Figure 6 summarizes the main types of tenure security-related action or strategy supported by IFAD investments. Mapping and planning, including participatory land-use planning and the use of geographic information systems, are the most prevalent activities on a global scale, followed by capacity-building activities such as training of staff, watershed management groups and natural resource management user groups. Over 40 per cent of projects with tenure-related activities support land registration and over one quarter, 30 per cent, include policy dialogue and conflict management.

Again, there are wide regional variations. For example, advocacy and sensitization is a priority in Africa. In the APR region, the most prevalent activity is land registration, reflecting the fact that many of the projects in APR support the recognition and registration of community land. In the ESA region, mapping and planning exercises are important because of the many projects that are, for example, undertaking participatory land-use planning. The figures for the NEN region again reflect the importance of pastoralists and rangeland management, as many groups are being formed to manage communal rangeland and undertake participatory land-use planning.

Figure 6: Types of IFAD action related to tenure security



Annex 2

Group tenure rights transform gender norms in Kyrgyzstan

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In Kyrgyzstan, livestock and pasture management is seen as a man's domain, although women are involved in animal husbandry and marketing, among other tasks. Women traditionally do not participate in decision-making about pasture resources, and in general their interests are not taken into account in pasture governance. Yet access to pastures and their governance is important for women given their role in ensuring food security and livelihoods.

In Kyrgyzstan, IFAD has been working on improved community pasture management in line with a Pasture Law (2009) that aims to achieve a fair system. By recognizing that all residents of a community are members of a pasture users' union, the law can be seen as positive for women, because their ability to use and manage the pastures is not based on their marital status, their ancestry or where they were born.

The Livestock and Market Development Programme began in 2013 and put in place a package of support for women pasture users to have a better say in local pasture users' unions and their *jayit* committees (representative executive bodies). *Jayit* committees are important, as they develop and implement community pasture management plans and annual pasture use plans. Underpinned by a gender strategy, the package includes extensive outreach and training as well as prioritizing women's engagement in financing of community pasture management plans.

This strong focus on women's empowerment has been changing gender norms in access to pastures – their representation in the pasture committees increased from 8 per cent in 2016 to 24 per cent in 2018 and there are even four women chairs of pasture committees. Women have also been engaged in evaluating the annual performance of the *jayit* committees and in village meetings approving pasture plans. Furthermore, women leaders in pasture committees and water user unions have also been supported through an innovative methodology (Gender Action Learning System) that aims to transform gender norms. The project and its subsequent phases are a good example of how IFAD's support for group tenure security can create an effective entry point for women.

Annex 3

Examples of land tenure security benefits for youth

In Nigeria, the Value Chain Development Programme (2015-2021) is collaborating with rural communities to invest in land development to provide agricultural land for landless youth and women. Out of almost 2,000 hectares developed in 2018, 23 per cent was allocated to women and 31 per cent to young women and men, and the combination of developing land together with improved technologies has led to a doubling of output by young and female farmers. The project is also an example of how IFAD connects young people with the range of services they need to increase income and access additional land (see Box 4).

In Senegal, IFAD's Agricultural Value Chains Support Project[28] worked with youth associations to negotiate access to land with their respective families. An impact assessment shows that the project was successful in increasing productivity and that these gains translated into higher income from crops and overall gross income, especially for members of women's and youth organizations.[29]

The WCA region has a particular concentration of youth/land tenure interventions given the interconnected crises of a massive youth population, the challenges caused by scarce, diminishing and poor-quality agricultural production, the effects of climate change and land degradation, and pervasive food insecurity and malnutrition. Examples include the following:

- In **Sierra Leone**, the Rehabilitation and Community-based Poverty Reduction Project facilitated long-term and legally binding land leasing for youth and women with little or no access to land.
- In **Benin**, the Market Gardening Development Support Project aims to improve land tenure security for producers through advocacy and sensitization activities with stakeholders on land rights for women and young people.

In **India**, the Odisha Tribal Empowerment and Livelihoods Programme has trained educated local village youth as community resource people, whose role is to identify landless households and vacant village land and to assist them in securing land and land titles. This innovative approach goes beyond youth-oriented land tenure and rather focuses on empowering them as change agents.

Another IFAD approach that is especially relevant for youth with limited access to land is promoting income-generating activities that require little or no farmland – see the Mali case study.

28 Projet d'Appui aux Filières Agricoles.

29 IFAD. 2018c. *Impact Assessment Report. Republic of Senegal. Projet d'Appui aux Filières Agricoles (PAFA)*.

Annex 4

Examples of land tenure security fostering food security and nutrition

In the **Lao People's Democratic Republic**, IFAD is partnering with the World Food Programme (WFP) and the private sector, among other partners, in the Strategic Support for Food Security and Nutrition Project. Communities most prone to undernutrition live in upland areas where household agriculture and access to non-timber forest products are increasingly constrained by various factors. One of these factors is tenure insecurity as a result of land concessions. In response and working to support government reforms, this project aims for 10,000 farmers (50 per cent women) to have new land use rights recorded and recognized by national or customary law. Given the emphasis on nutritional outcomes, the project is focusing on land-use planning and land-use rights registration, with land titling as a longer-term option. Land-use planning and registration underpin village-level investments to improve nutritional outcomes. IFAD has previously contributed to the Ministry of Agriculture and Forests' Strategy for Agricultural Development (2011-2020), which promotes community-based participatory land-use plans and land titling as two strategies to improve tenure security.

In **Senegal**,the Support to Agricultural Development and Rural Entrepreneurship Programme aims to reduce hunger caused by annual dry seasons by improving access to water. As a result of the programme, families are 9 per cent more likely to be food-secure and women achieve year-round vegetable production on plots reserved for them.

Protracted crises call for a targeted and concerted approach by IFAD and partners. The Rome-based Agencies Resilience Initiative is an example of how land tenure security measures, as part of a broader package, are helping to tackle protracted food crises (see Box 4).

Box 4: United Nations agencies supporting land tenure security to tackle protracted food crises in Niger

The Rome-based Agencies Resilience Initiative is an innovative, five-year programme covering the Democratic Republic of the Congo, Niger and Somalia, supported by the Government of Canada. Niger is affected by recurrent food and nutrition crises, triggered by widespread vulnerabilities and the increased frequency of climate shocks. In the two *communes de convergence* of the Maradi and Zinder regions, gender-sensitive participatory community planning exercises are helping to identify specific community needs and discuss assets and land tenure issues. This is closely aligned with the national Nigeriens Nourish Nigeriens initiative and the ongoing IFAD-supported Family Farming Development Programme (ProDAF is the French acronym), which are reinforced by Food Assistance for Assets programmes and technical assistance to improve production.

Source: FAO. 2018. *Rome-based Agencies Resilience Initiative*.

Annex 5

Land tenure security in Resilient Food Systems and in Ethiopia

Box 5 presents some land tenure security measures and intended global environmental benefits in the GEF-supported RFS, and Box 6 presents an example of tenure security as a foundation for environmental outcomes in Ethiopia.

Box 5: Examples of tenure security measures and intended global environmental benefits in the Resilient Food Systems initiative

59 million metric tonnes
of CO2e

1.1 million hectares
under improved production practices

2.1 million hectares
under sustainable land management

15% increase
in genetic diversity in production landscapes

The following are examples of ongoing actions in the RFS initiative that support climate and environmental outcomes, alongside extensive support for access to natural resources.

Burkina Faso: extending land tenure security. **Burundi**: participatory negotiated territorial development processes. **Eswatini**: working with traditional authorities (chiefdoms) to regulate land use. **Ethiopia**: improved soil and water management. **Malawi**: strengthening village natural resources management committees. **Nigeria**: facilitation of formalized/customary land ownership rights. **Tanzania**: training in participatory joint land-use mapping, planning and regulation. **Uganda**: community-based/participatory land-use planning process; land tenure issues addressed with communities and local government; training on appropriate tenure guidelines.

Source: World Agroforestry. 2019. Key Themes and Activities Across the Twelve Resilient Food Systems Country Projects.

Box 6: Can communities govern natural resources in Ethiopia?

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Hayelom Kebele, Tigray, Ethiopia. The Participatory Small-scale Irrigation Development Programme – Phase II (PASIDP II) is designed to reduce the impact of climate change, enhance economic growth and reduce rural poverty. The aim is to develop 18,400 hectares of small-scale irrigation schemes in four regions, including Tigray, and to enhance water efficiency through climate-smart agriculture in the adjacent watersheds. Through these activities, smallholder farmers (particularly women and young people) have greater and more reliable access to water, thereby increasing their agricultural productivity and incomes and ensuring that they are more resilient to unpredictable and adverse weather patterns, including drought.

The project is scaling up the success of a previous project in the country. The results of the Community-Based Integrated Natural Resources Management Project (CBINReMP) speak for themselves: 24,000 hectares of degraded communal land were rehabilitated, over 11,500 hectares benefited from tree planting, and over 140 million fruit and forestry seedlings were produced to support green livelihoods. In addition, more than 13,000 hectares of pastures were afforested and had gullies rehabilitated. Degraded land is now protected from grazing through “exclosure zones”, supported by local community by-laws and reforestation.

Furthermore, community engagement and social cohesion have increased as a result of land registration and issuing land certificates. As well as reducing boundary conflicts, land certification has given more than 282,700 smallholders an incentive to keep their watershed well managed. For women, having their names on the certificates means that they can now keep their share of the land in the event of divorce. Tenure security has also been found to encourage farmers to increase their working capital, which is an effective buffer against climate-related shocks.

Looking to the future, more than 600 community watershed plans have captured local priorities through an inclusive process and will help to maintain the programme’s momentum. At the national level, learning from the project is being scaled up under the new phase of the national Sustainable Land Management Programme. The project was financed by IFAD, the Government of Ethiopia, GEF, the Spanish Trust Fund and smallholders.

"Land" refers to both land and the natural resources on it, such as wetlands, pastures, forests and water. IFAD supports countries in their efforts to improve access to these natural resources.

"Water is a basic human right and guaranteeing its access entails strategic support for living in a semiarid area, which benefits millions of smallholders. In this way, the Government of Ceará is strengthening the SDGs."

Francisco de Assis Diniz, Secretary of Agrarian Development, Setate of Ceará (CE), Brazil and President of the Forum of State Secretaries of Northeast Brazil.

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