



## The Global Programme Responsible Land Policy (GPRLP)

## Abbreviations

<b>CMS</b>	Conflict Monitoring System
<b>CSO</b>	Civil Society Organisation
<b>ELTeS</b>	Enhanced Land Tenure Security
<b>FFP</b>	Fit-For-Purpose
<b>FPIC</b>	Free, Prior and Informed Consent
<b>GLTN</b>	Global Land Tool Network
<b>GNSS</b>	Global Navigation Satellite System
<b>GPRLP</b>	Global Programme Responsible Land Policy
<b>PRAI</b>	Principles of Responsible Agricultural Investments
<b>ProPFR</b>	Promotion d'une Politique Foncière Responsable (Benin and Madagascar)
<b>QGIS</b>	Quantum Global Information System
<b>RELAPU</b>	Responsible Land Policy in Uganda
<b>S2RAI</b>	Support to Responsible Agricultural Investments
<b>SDG</b>	Sustainable Development Goal
<b>SIC Comunidades</b>	Cadastral System for peasant and native communities
<b>SICAR</b>	Cadastral System for Rural Properties in Peru
<b>VGGT</b>	Voluntary guidelines of the Responsible Governance of Tenure of land, Fisheries and Forest in the context of National Food Security
<b>WFP</b>	World Food Program of the United Nations

# Land Rights Matter

**SECURE LAND TENURE IS A PREREQUISITE FOR THE ERADICATION OF HUNGER.** For a large part of the world's population, livelihoods depend directly on access to land and its secure long-term use. According to the United Nations Food and Agriculture Organization (FAO), 820 million people suffer from hunger, of which 75 % are farmers, ranchers or agricultural workers.<sup>1,2</sup> Most agricultural plots are run by smallholders, with 85 % of all farms smaller than two hectares.<sup>3</sup> As land is an essential factor for 90 % of the global food production, only its efficient and responsible use can guarantee long-term food security.<sup>4</sup> Insecure tenure puts people at the risk of being evicted, displaced or losing access to the land or resources they depend on. Insecure tenure can be a cause for national and international migration flows and threatens the social cohesion of nations as well as entire regions.

**THE VAST MAJORITY OF THE GLOBAL POPULATION LACKS FORMALIZED LAND RIGHTS.** Just 30 % of the global population has access to a land administration system that guarantees documented and officially recognized land rights.<sup>5</sup> A striking number of landowners and land users only hold informal or traditionally granted rights – in Sub-Saharan Africa only 10 % of land is formally documented.<sup>6</sup> Land rights span from informal or customary rights as loose agreements to formal rights recognized and documented by the state, a situation characterized as a “Continuum of Land Rights” by the Global Land Tool Network (GLTN).<sup>7,8</sup> Worldwide, only 30 states have legislation that adequately recognizes those traditional land rights.<sup>9</sup> Without adequate consideration, structures often overlap and cause insecurity over land and resources.

**CONFLICTS AND DISPLACEMENT OCCUR DUE TO INSECURE LAND RIGHTS.** Due to current demographic, economic and environmental dynamics, the increasing competition for the scarce resource land results in an increasing potential for land conflicts. This applies in particular to shared land without clear rules of use. Clashes over access to land happen wherever land use is not adequately regulated. They involve disputing parties with equal as well as highly unequal power relations. Power relations between conflicting parties are a major factor that influences the outcomes of such disputes. For example, marginalized people are less likely to be able to solve land conflicts when faced with politically or economically more powerful actors. In addition, private medium

and large-scale investments increasingly exert pressure on the resource land and can contribute to the exacerbation of land conflicts and displacement.

**INDIGENOUS PEOPLE ARE ESPECIALLY DISADVANTAGED.** Despite numerous pressures, indigenous peoples still live on more than half of the global land area,<sup>10</sup> but only 18 % of tenure is officially recognized. For the vast majority, land is not only a resource, but forms an important part of their identity. Communities often lack access to the institutional framework and cannot present their legitimate claims. Hence, indigenous communities are particularly affected by corruption and discrimination in the land sector.

Rights of women are not sufficiently recognized. This concerns both traditional and formalized tenure. Although as many women as men work in agriculture, women hold less than 20 % of land ownership worldwide.<sup>11</sup> In terms of land security, women tend to be disadvantaged by traditional customs and laws. In 90 countries, traditional land administration systems favour their legal exclusion from access to land.<sup>12</sup> In 35 countries, neither daughters nor widows can claim their rights in the same way as male relatives.<sup>13</sup>

**SECURED LAND RIGHTS SET INCENTIVES FOR SUSTAINABLE ENVIRONMENTAL, SOCIAL AND ECONOMIC DEVELOPMENT.** Land rights foster development based on the primary sector, as the holding of land titles allows for long-term planning regarding resource management and economic activities. Secure land tenure rights for all are essential to reduce poverty and create sustainable development, because they underpin economic development, ecological sustainability and social inclusion. Secure land tenure rights enable people in rural and urban areas to invest in their livelihoods and homes, and land titles facilitate the access to credits, thus reinforcing investments in land. For instance, farmers with secure tenure are more likely to invest in activities like soil conservation to maintain or improve soil fertility or to engage in climate smart agricultural practices to strengthen their resilience against negative impacts of climate change. The dimension of collective land rights often concerns communal forest management and conservation as well as pasture areas as a common resource pool to secure livelihoods.

# The Global Programme Responsible Land Policy (GPRLP)

**THERE IS GREAT OPPORTUNITY FOR INTERNATIONAL ACTORS TO ENGAGE.** Given its relevance, fostering responsible land policy has become a major concern for the international community. Action by multiple stakeholders in the land sector is based on international policy frameworks like the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT), the Principles for Responsible Investment in Agriculture and Food Systems (PRAI) as well as the concept of Free, Prior and Informed Consent (FPIC). In an increasing number of countries, new land policies and laws are in line with international norms, including the recognition of customary land rights.

**THE GPRLP IS A MULTIDIMENSIONAL PROGRAM THAT CONTRIBUTES TO GLOBAL SUSTAINABLE DEVELOPMENT GOALS BY IMPROVING THE LAND RIGHTS SITUATION IN SELECTED COUNTRIES.** As part of the German Special Initiative “One World – No Hunger”, it is implemented by GIZ in Benin, Ethiopia, Laos, Madagascar, Peru, Paraguay (already completed) and Uganda. Safe and fair land use and ownership rights contribute to the Sustainable Development Goals (SDG) of the Agenda 2030: SDG 1 (End poverty in all its forms everywhere), SDG 2 (End hunger, achieve food security and improve nutrition and promote sustainable agriculture), SDG 5 (Achieve gender equality and empower all women and girls), SDG 10 (Reduce inequality within and among countries) and SDG 16 (Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels).

## LAND RIGHTS AT A GLANCE

**TARGET GROUP:** The project improves the land ownership and land use rights of about 500,000 people in the partner countries. At least 20 % of them are women. Particular attention is paid to the rights of marginalised groups such as indigenous peoples.



**BUDGET:** EUR 41.2 million

**OBJECTIVE:** The project supports people in improving their livelihoods through secure and fair access to land and in developing long-term economic prospects in rural areas.



**COUNTRIES:** The project is active in Benin, Ethiopia, Laos, Madagascar, Paraguay, Peru and Uganda.

**IN EACH COUNTRY, A SET OF MULTIPLE ACTORS IS INVOLVED.** Stakeholders include decision-makers and professionals from government institutions at national, regional and local level, civil society and the private sector. To anchor policies in the institutional framework, cooperation with national ministries is crucial. Special emphasis is placed on the inclusion of Civil Society Organisations (CSO) in implementation processes and policy dialogue, in order to balance government and civil society priorities and issues. Multi-stakeholder dialogues are key to conflict resolution processes and this in turn enhances the likelihood for responsible investments in land.



The activities in the GPRLP fall into three interrelated areas of action:

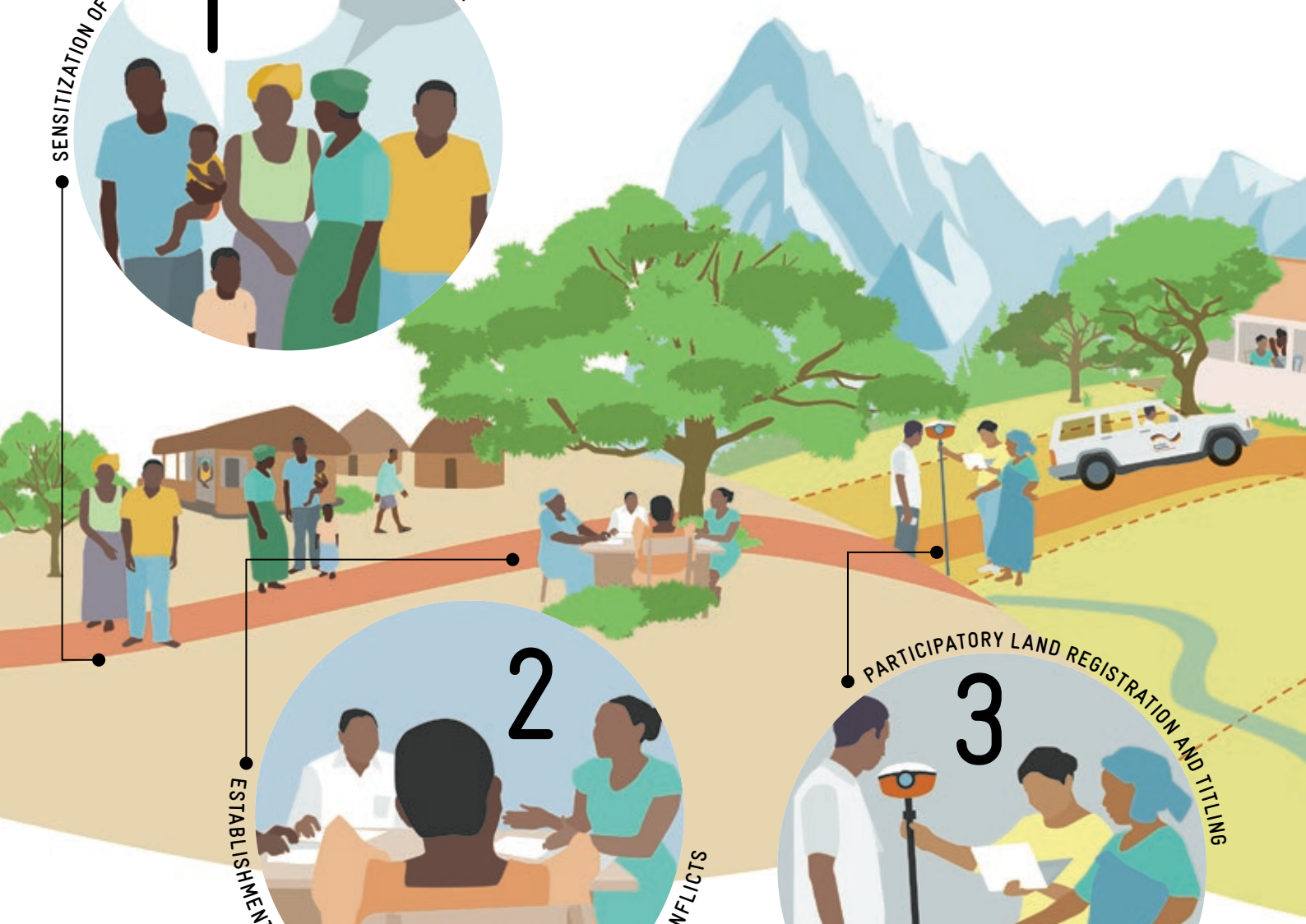
1. **Improved institutional capacities and procedures for securing land use and land ownership rights of the rural population.** Capacities regarding the formalization of land rights are enhanced through institutional learning and the introduction of technological innovations.
2. **Support to Civil Society Organisations (CSO) in the participation of responsible land governance.** Civil society groups like farmer organisations and indigenous people's organisations are strengthened and supported in active participation in policy dialogues.
3. **Sensitization of agricultural investors for international and national guidelines and legislation.** Responsible investments in line with established legislation and international guidelines like the VGGT and PRAI are supported by measures of capacity building, awareness raising and dialogue facilitation of state actors, private sector, CSO and local land users.



# Our Approach

**THE ESTABLISHMENT OF VIABLE LAND ADMINISTRATION SYSTEMS HAS BECOME A PRIORITY TO THE INTERNATIONAL COMMUNITY.** A growing number of states recognize international guidelines and standards like the VGGT<sup>14</sup> and gradually incorporates them into national land policies. However, advanced land management systems require a high standard of technical and administrative capacity. Developing countries cannot easily replicate expensive and complex technological models. The practical implementation in states with weak governance capacities often requires context specific, holistic as well as cost efficient means to guarantee rapid and long-

term solutions. To “fit” not only purpose but also practicability, Fit-For-Purpose (FFP) approaches aim at providing effective approaches by means of a “minimum viable product” in terms of accuracy and efforts.<sup>15</sup> Outcomes need to be flexible enough to be incrementally improved under more favourable political and economic conditions. The implementation process includes capacity building, as cooperating institutions receive trainings and learn from practical implementation. The GPRLP pilots systematic approaches for a range of land registration procedures in each country module. Context specific opportunities and/or restraints require adaptations to suit specific settings of target countries while at the same time maintaining seven core activities:



ESTABLISHMENT OF A VIABLE GEODATA INFRASTRUCTURE

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SUSTAINABLE MANAGEMENT AND REHABILITATION OF LANDSCAPES

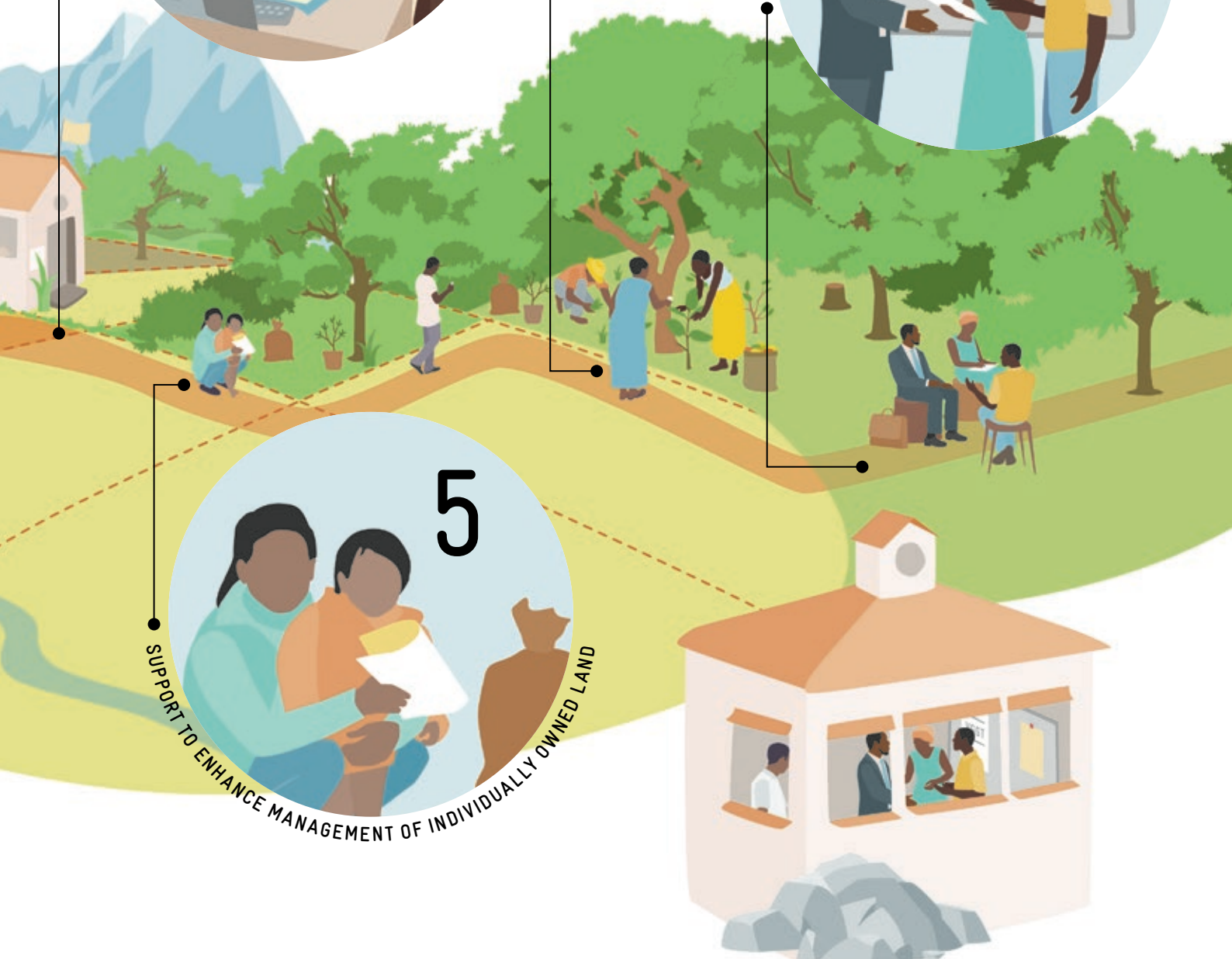
INCORPORATION OF THE PRIVATE SECTOR



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SUPPORT TO ENHANCE MANAGEMENT OF INDIVIDUALLY OWNED LAND

5



# Core Activities – Examples

## SENSITIZATION OF PARTNER INSTITUTIONS AND LOCAL PEOPLE:

In **BENIN**, the country module ProPFR (*Promotion d'une Politique Foncière Responsable*) is piloting awareness raising trainings in the Borgou district. The target group covers 200,000 rural people in the Borgou in five communes, covering over 300 villages. They are informed about their rights and opportunities to secure tenure rights in compliance with international standards and the recently revised national land law of 2017. Certified land security will be given to 12,000 households. An initial investigation with nearly 3,000 households in 2018 revealed that especially women lack information about their legitimate land rights. 75 % of women believed they would need someone else's permission to own land. In the case of a divorce, 90 % of the interviewed women believed they could not keep the land after the separation. GIZ supports the farmers' association SYNPA as an important cooperation partner, who has a great impact on land policy and bridges the administrative gap between local realities and decisions makers at governance level.

## ESTABLISHMENT OF MECHANISMS TO MONITOR AND SOLVE LAND CONFLICTS:

In **LAOS**, during supported land management activities, such as land use planning or land registration in the villages, land disputes may surface, which often occur between owners of adjacent plots of land or within extended families. Diverging plans for how to use land may cause tensions, not just between neighbours, but also between a village and the district or provincial government, between an investor, a village and a community or between two communities. Most conflicts can be solved in the course of supported activities quickly; others may be more complex and require further analysis, observation or a long-term multi-stakeholder process to define steps towards resolution.

In general, conflicts are categorised according to the level at which they occur:

1. Village internal conflicts (micro)
2. Village-cluster conflicts (meso)
3. District & province conflicts (macro)

They are also clustered according to the most frequent types of conflict witnessed in Laos (e.g. involving investors).

In the field, data is collected via mobile apps, so as to record especially micro-conflicts arising during Land Use Planning and Land Registration in villages and to transmit this information to a central database. Data entry is carried out by the country module ELTeS (Enhanced Land Tenure Security) team itself during activities conducted together with government partners. The application includes options to enter any new conflict, to show existing conflicts on a map, and to display all conflicts as a list. Thereby the current number of conflicts at micro-level in the target villages is updated as well as monitored in terms of resolution during the land management process. This whole process is referred to as the Conflict Monitoring System (CMS).





### **PARTICIPATORY LAND REGISTRATION AND TITLING:**

In central and eastern **UGANDA**, the country module RELAPU (Responsible Land Policy in Uganda) aims at formalizing land rights for 80,000 households by demarcation of land parcels, their digital documentation and eventually the issuance of land certificates. The local population accompanies surveying teams on the ground to define land parcel and village boundaries with Global Navigation Satellite System (GNSS) receivers. Data is processed and documented with the Quantum Global Information System (QGIS) software. Spatial information is made available to all relevant administration units and the local population. The systematic land registration process allows to systematically cover entire villages in a time and cost efficient manner. By doing so, the institutional framework and the procedures for securing the land use or ownership rights of the rural population are sustainably improved.



### **SUPPORT TO ENHANCE MANAGEMENT OF INDIVIDUALLY OWNED LAND:**

In **LAOS**, increased perceived land security is an incentive for farmers to invest in the sustainable management of their farming systems. Investments in soil conservation and/or afforestation are reasonable when tenure security allows for long-term planning of agricultural or agroforestry activities. An impact study conducted with more than 2,000 men and women published in 2019 has revealed that households were more likely to change farming practices when in possession of land titles.<sup>16</sup> The formalization of land enhanced access to loans, and about 21 % of those who took out a loan in target villages used their land title as collateral. Beneficiaries used loans most frequently for farming activities, such as inputs, labour and the improvement of gardens. Early land titling (before 2015) in combination with a loan makes the household likelier to have increased household incomes than the average. However, there remain other, more popular ways of accessing loans that require no formal collateral through banks specialising in small group loans.



### **ESTABLISHMENT OF A VIABLE GEODATA INFRASTRUCTURE:**

In 2018, **PERU** – with GPRLP support – has launched a digitized national rural cadastre system (SICAR). The country module ProTierras Comunales cooperated closely with the Peruvian Ministry of Agriculture to elaborate this system as well as the first online database for peasant and native communities (SIC Comunidades). Formally registered land rights are a prerequisite for functional land administration and guarantee formal tenure rights to individuals and communities. Parts of SICAR makes open data available online, which enhances transparency and prevents corruption.



**SUSTAINABLE MANAGEMENT AND REHABILITATION OF LANDSCAPES BASED ON TENURE SECURITY:** The **MADAGASCAR** country module ProPFR (*Promotion d'une Politique Foncière Responsable*) is working on the interface between secure tenure rights and forest landscape restoration. Experience shows that both individual and collective tenure rights can have significant positive impacts on natural resources as incentives increase for their sustainable management. Based on already existing land use plans, where local stakeholders elaborated their vision of the future landscape, the project analyses the current tenure situation and fosters the securitization of tenure rights according to the provisions in the Malagasy land law. Both individual and collective rights are considered in order to respect traditional uses of natural resources. A systematic land inventory supports this process in an efficient way and helps to establish a comprehensive view of the area in terms of tenure. A catalogue combining different options of forest landscape restoration (like afforestation, agroforestry, natural forest management or mangrove rehabilitation) and the respective appropriate solutions for tenure security supports decision making at local level for investments in sustainable landscapes. The project collaborates with other projects of German Cooperation like the Global Project for Soil Protection and Rehabilitation, which supports the same target groups in implementing restoration measures.



**INCORPORATION OF THE PRIVATE SECTOR:** In **ETHIOPIA**, GIZ has supported the establishment of technical and knowledge prerequisites and removed various institutional constraints to favour that land investments in the agricultural sector are increasingly in accordance with national and international standards. Through public events, training and advisory services, government officials as well as private agricultural investors are trained to manage their leased land plots in accordance with international and national guidelines. The country module S2RAI (Support to Responsible Agricultural Investments) under the GPRLP is a continuation of the eponymous project in place since 2016. It has already established significant technical and skills prerequisites and successfully advocated for a significant reduction of the commercial investment ceiling from a maximum of 1 million ha to 1,000 ha for national and 3,000 ha for international investors. S2RAI developed the capacity of more than 700 partners and engaged 120 communities with investors to discuss conflicts and livelihood issues through joint planning sessions. It contributed to a paradigm shift from giving out large-scale state land leases to investors towards granting smaller areas and preferring out-grower schemes and contract farming. By supporting the establishment of investor associations and teaching initial members, it helped to create a foundation to spread knowledge about social and environmental performance standards to a larger group of investors.



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# Country portfolio

The GPRLP is active in Benin, Ethiopia, Laos, Madagascar, Paraguay, Peru and Uganda. In each country, a context specific approach in line with the global GPRLP concept aims at improving the access to land as a core condition for combating poverty and hunger in rural areas for specific population groups, particularly women and socially marginalised groups.

## Peru

**TARGET GROUP:** State-recognised indigenous communities that have applied for land titles in their regions

**REGION:** San Martín and Ucayali (Amazon region)

**DURATION:** November 2015 to October 2021

**BUDGET:** EUR 6 million

**IMPLEMENTING PARTNERS:** Agricultural authorities within both regional governments; indigenous organisations; NGOs

**LEAD EXECUTING AGENCY:** Ministry of Agriculture and Irrigation (MINAGRI, Ministerio de Agricultura y Riego)



## Benin

**TARGET GROUP:** The rural population in Borgou (12,000 households), specifically women and socially marginalised groups (young people, pastoralists and migrants).

**REGION:** The project is implemented in five local communities in the department of Borgou.

**DURATION:** July 2016 to October 2021

**BUDGET:** EUR 6 million

**IMPLEMENTING PARTNERS:** Benin's Ministry of Agriculture, Livestock and Fisheries (MAEP) and the National Agency for Domains and Land (ANDF) within the Ministry of Economy and Finance.

**LEAD EXECUTING AGENCY:** Ministry of Agriculture, Livestock and Fisheries (MAEP, Ministère de l'agriculture, de l'élevage et de la pêche)



## Uganda

**TARGET GROUP:** Smallholders from four districts

**REGION:** Central Uganda (Mubende and Mityana districts) and North-East Uganda (Katakwi and Soroti districts)

**DURATION:** May 2016 to October 2021 (Eastern Uganda); January 2017 to June 2021 (Central Uganda)

**BUDGET:** EUR 10.8 million, of which EUR 4 million is co-financed by the European Union

**IMPLEMENTING PARTNERS:** A range of non-government organisations, research institutions (e.g. Makerere University) and the World Bank Research Group), the private sector and other international organisations and GIZ projects

**LEAD EXECUTING AGENCY:** Ugandan Ministry of Lands, Housing and Urban Development



## Laos

**TARGET GROUP:** Approx. 100,000 smallholders

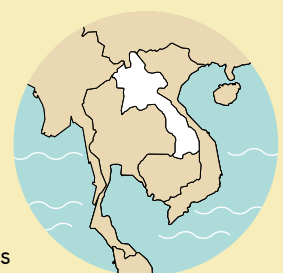
**REGION:** The project is implemented in five rural areas in Sayaboury, Luang Namtha and Huaphan provinces in Laos

**DURATION:** October 2016 to December 2020

**BUDGET:** EUR 5.745 million

**IMPLEMENTING PARTNERS:** Ministry of Natural Resources and Environment (MoNRE), in particular the Land Administration department.

**LEAD EXECUTING AGENCY:** Department of International Cooperation within the Lao Ministry of Planning and Investment (MPI).



## Madagascar

**TARGET GROUP:** 90,000 smallholders

**REGION:** 8 municipalities of the Boeny Region in northwest of Madagascar

**DURATION:** July 2017 to October 2021

**BUDGET:** EUR 5.5 million

**IMPLEMENTING PARTNERS:** NGOs (e.g. Transparency International), Ministries of research, environment, agriculture and interior

**LEAD EXECUTING AGENCY:** Ministry of land use planning, housing and public works (MAHTP Ministère de l'aménagement du territoire, de l'habitat et des travaux publics)



## Paraguay

**TARGET GROUP:** 3,300 people from indigenous groups

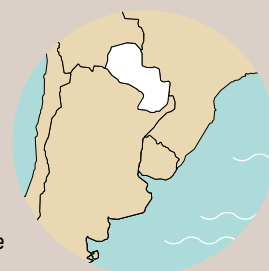
**REGION:** 30 communities in Caazapá und Caaguazú

**DURATION:** March 2017 to June 2018

**BUDGET:** EUR 0.226 million

**IMPLEMENTATION PARTNER:** 3 NGOs, namely Pastoral Indígena de Coronel Oviedo, Promoción Ecueménica Social Oguazú and Pastoral de la Diócesis de Tavaí.

**LEAD EXECUTING AGENCY:** none



## Ethiopia

**TARGET GROUP:** smallholders in various districts affected by agricultural investments

**REGION:** Benishangul-Gumuz, Gambella

**DURATION:** January 2019 till October 2021

**BUDGET:** EUR 1,725 million

**IMPLEMENTING PARTNERS:** Regional governments of Benishangul-Gumuz and Gambella and NGOs

**LEAD EXECUTING AGENCY:** Ministry of Agriculture (MoA)



# Further reading

## **Governance of Tenure technical guides**

FAO, 2013–2018

➤ <http://www.fao.org/tenure/resources/collections/governanceoftenuretechnicalguides/en>

## **Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security**

FAO, 2012

➤ <http://www.fao.org/3/i2801e/i2801e.pdf>

Browse for more information on the land sector in the GIZ online information centre:

➤ <https://mia.giz.de/esearcha/browse.tt.html>

## **Land Management in German Development Cooperation: Guiding Principles, Challenges and Prospects for the Future**

Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (BMZ).

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## **Understanding, preventing and solving land conflicts: A practical guide and toolbox**

Wehrmann, Babette

Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH, 04.2017

## **Secure Land Tenure Rights for All: A Key Condition for Sustainable Development. Successful approaches and Their Impacts.**

Sector Project "Land Governance"/Global Project "Responsible Land Policy"

Sectoral Department // Policy Brief 01

Wehrmann, Babette and Lange, Andreas, Eschborn: Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), 07.2019

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