

# GLTN PHASE 2 PROGRAMME

## Mid-Term Review

MDF TRAINING & CONSULTANCY



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# EXECUTIVE SUMMARY

This Mid Term Review (MTR) report is meant to establish the progress made in the implementation of the Global Land Tool Network (GLTN) Phase 2 Programme (2012-2017), covering the period of 2012-2015. The GLTN, a unit within UN-Habitat, is a partner-network of over seventy international institutions. It is established in 2006 and works to promote secure land and property rights for all, through the development of pro-poor and gender sensitive land tools. The GLTN's Programme objective is to ensure that international organisations, UN-Habitat staff and related land Programmes including targeted national and local governments, are better able to improve tenure security of the urban and rural poor.

Phase 2 of the GLTN Programme is coordinated by the GLTN Secretariat. Its task is to support the planning, implementation, monitoring and evaluation of the activities of the Network in collaboration with its Partners at global, regional and country level. The GLTN Phase 2 Programme has three "expected accomplishments", concerned with *policy, knowledge & awareness*, and *Partner capacity*. To realize the mentioned accomplishments, a number of activities were undertaken and outputs achieved that are regularly reported upon. For the first accomplishment the focus is on the development and testing of tools and approaches, for the second the focus lies on research, advocacy and communication, and for the third the focus is on capacity development and support for tool implementation. The GLTN Phase 2 is to be implemented with an estimated budget of USD 40 Million.

## *Scope of the MTR*

The emphasis of the MTR is on capturing progress towards outcome achievements on the one hand and the assessment of the network governance structure on the other hand. The MTR hereby goes beyond its initial scope, including both pre- and post-Phase 2 developments other than mere progress implementation. Programme's relevance, effectiveness, efficiency, sustainability and impact were measured along a five level appreciation scale ranging from highly satisfactory to highly

unsatisfactory. The MTR took place in the period from March to September 2016.

## *Methodology and methods applied*

A combination of methods was applied during this MTR. The team conducted an extensive document review, interviewed 32 internal and external Partners and stakeholders of GLTN<sup>1</sup>, made 3 to 7 day field visits to selected countries (DRC, Uganda and Kenya), initiated an on-line survey and assessed a sample of four GLTN tools that were implemented in the visited countries (the land mediation tool, the Gender Evaluation Criteria checklist (GEC), the Social Tenure Domain Model (STDM), and the Participatory Enumeration Approach).

In line with the emphasis on outcome achievement and network governance, the approaches of Outcome Harvesting (OH) and network dynamics were applied. OH collects evidence of what has been achieved in a number of predefined "outcome areas" and works backward to determine whether and how the GLTN programme contributed to the change. This makes it suited for complex change processes that involve many stakeholders and are difficult to predict, such as Programmes implemented in a network context. As for the analysis of the governance structure and vibrancy of the Network, the Capacity WORKS building blocks for successful network cooperation were used. These consist of five elements i.e. strategy, cooperation, steering structure, processes, and learning and innovation.

The overall appreciation of the GLTN tool development and implementation was analysed using the model of the Spiral of Initiatives (E. Wielinga, 2011). The Spiral of Initiatives shows the path a GLTN tool takes, from the birth of an idea, through inspiration of others, via planning, development and up scaling of the idea, towards the dissemination and embedding of the tool.

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<sup>1</sup> Half of these interviews took place in Washington DC during the Annual World Bank Conference on Land and Poverty held in March 2016. . The interviewees represented 21 different GLTN Partner organizations.

In March 2016 an inception workshop with Programme staff took place in Nairobi to investigate the network vibrancy and connectivity. A stakeholder analysis was done and a Programme “pathway of change” was reconstructed through focus on stakeholder-based outcomes. The MTR team coordinated with the steering group within the Secretariat for technical and organizational matters. The inception report was reviewed and validated by the Secretariat and the International Advisory Board (IAB).

#### *Findings and conclusions*

Regarding the GLTN Phase 2 **Programme** the Mid Term Review rates the overall performance as “satisfactory”, with a tendency towards “highly satisfactory.”

Regarding Programme relevance, the GLTN Phase 2 responds in an increasing degree to the needs of global, regional and national players in the field of land rights and land tenure policies and practice. As the majority of the World’s population has no access to conventional land administration systems, there is a great need for alternative ways to secure land tenure. The tools of GLTN offer this alternative by combining technical tools with a social perception of land and tenure security for all, including poor men, women and youth. It is also observed that an increasing number of Partners and donors opt for inclusion of the GLTN agenda and principles like the Continuum of Land rights in their policies, tools and approaches. This apparent ‘demand’ for GLTN products creates an array of challenges for governments, land actors and stakeholders, many of whom do currently not have the awareness or capacities needed to make the necessary changes. Capacity development is therefore central to the achievement of the GLTN’s Programme objectives. In addition, the objective and implementation of GLTN Phase 2 is consistent with UN-Habitat strategies and responds to UN-Habitat’s Medium Term Strategic and Institutional Plan. GLTN is especially responsive to cross-cutting issues of the UN-Habitat strategy regarding the integration of gender and youth perspectives. The role that GLTN takes on local, national, regional and global level is currently diverse ranging from programme implementer, capacity builder, knowledge expert and broker, convener of policy debate, and lobbyist / advocate.

Regarding effectiveness, GLTN has made important progress on global and regional levels. Final outcomes remain work-in-progress, as expected with the programme being half-way, though still a range of global and regional “emerging” outcomes are observed covering 9 of the 16 outcome areas being distinguished. These emerging outcomes illustrate the degree in which the expected accomplishments for phase 2 have been achieved. They show that global land policy stakeholders have endorsed the most important GLTN policies and included them in their own strategies that global land policy frameworks now include the GLTN agenda and that GLTN tools are used. It is furthermore found that GLTN Partners start to mobilize their own resources to implement the GLTN agenda and provide implementation support to national governments, and that international academic institutions develop knowledge and mainstream the GLTN agenda in their learning programmes.

GLTN has for example exerted itself to have the concept of the Continuum of land rights endorsed. This resulted into Partners incorporating the concept into the GLTN tool development; countries showing interest and requesting GLTN for further guidance; as well as the UN-Habitat Governing Council’s committing itself to the Continuum. The adoption of the GEC by the Internal Land Coalition (ILC), who together with the Huairou Commission set out to expand and monitor the implementation of gender sensitive land policies in numerous countries is another example. On the global level, GLTN made an important contribution to the inclusion of land indicators into the SDGs through GLII, the inclusion of the Continuum in the VGGT as well as the growing involvement of GLTN in the implementation of the VGGT at country level, and the inclusion of Land in Habitat III. The active involvement of the GLTN Secretariat and Partners has been important to achieve this last example.

Furthermore, GLTN Partners are increasingly including GLTN’s agenda and values in their own strategies and programming. This process of inclusion is a result of coinciding affinity (vision and mission) with and/or increased involvement in GLTN’s work. Use of own resources towards the GLTN agenda is happening, but not by all in the same degree. Africa is most advanced in this respect, but Asia and the Pacific, Eastern

Caribbean regions and Arab states have started to follow. This is clearly a result of the active involvement of the GLTN (Secretariat and Partners) in Africa over the past years. Tool development, knowledge building and advocacy and capacity development, all three implementing strategies belonging to the three Expected Accomplishments were needed to make the above mentioned changes happen.

The area where progress is lagging behind is in the way donors go about land rights. Donors accept land as an important issue, but programming and funding GLTN inspired land programmes is still limited. Another area for improvement is GLTN's involvement in regional research and training institutes in mainstreaming and dissemination of the new GLTN concepts and tools. Research and training institutions are slowly moving away from training graduated land specialists to changing land management curricula of universities, although the number of changing universities is still very low. Furthermore, collaboration and coordination among global land actors has increased and joint land programmes are initiated. However, within the Network there is still competition among a number of Partners, especially among the powerful players at global level. There is hard work going on to define how to monitor global and regional changes. This goes for the land indicators of the SDGs, LPI and Habitat III monitoring frameworks. The current need for establishment and harmonisation of these three frameworks is a major opportunity to bridge the existing gap on global land monitoring.

On country level, strong results are achieved at the community level in terms of increased awareness and understanding of land/tenure rights. An improved relationship between community representatives and local authorities as well as enhanced negotiating power of the inhabitants, providing a feeling of increased tenure security, is clearly noticed. The capacity built of national country partners (CSO's and national, country/municipal government) has furthermore led to an enhanced understanding and promotion to implement pro-poor land policies. The application of GLTN tools has identified development needs in informal settlements attracting funding of third-party settlement upgrading programmes. Bottlenecks also still exist, like the slow progression of national land reforms and access to official

documentation that legally protects community citizens. These elements are at present beyond the control of the Programme, but respondents have suggested that GLTN, as a Network, comprising important global players and hosted by a UN organisation, can put more efforts in encouraging national and local governments in this respect.

GLTN's M&E strategy is well designed and aligned to its Results framework as presented in the GLTN project document (Project's Logic Model and Logical Framework). The M&E system is based on the three Expected Accomplishments mostly capturing quantitative successes on the achievements of promised deliverables. The monitoring strategy does not capture qualitative information on targeted stakeholders changed behaviour. This information could however be instrumental in steering the GLTN Phase 2 towards achieving its ambitions. At present, GLTN delivers on its commitments at output level, while progress at outcome level is emerging with a significant contribution of GLTN. It is however too early to draw firm conclusions about how far the Programme has progressed towards enhanced tenure security, being GLTN's ultimate objective.

GLTN consciously tries to do its best to be as efficient as possible, mainly by making maximum use of Partners who make various efforts on a voluntary basis. GLTN is focused on transfer of competencies as soon as possible via guidelines and Partner platforms and as such the value of GLTN goes beyond what is delivered by the Network itself. Developing local capacities as quickly as possible, via collaboration with national implementing partners, contributes to less expenditure and more efficiency. GLTN indeed has increasingly invested in partnership, with almost half of the budget spent on capacity development on country level in 2015. A firm conclusion about the managerial efficiency of the Network is difficult to make given limitations in the breakdown of expenditure and the absence of a reasonable benchmark. It is however clear that GLTN has made significant efficiency gains in the period 2012 – 2015 with overhead costs reducing from 36% to 12% of expenditures. Despite this, a number of Partners still is critical about GLTN's efficiency, due to bureaucracy and delays, e.g. in the making of plans and strategies, and the high costs of a Secretariat that runs under UN terms and conditions.



Regarding the sustainability of the Programme, the GLTN partners play a crucial role in the GLTN approach. They help drive the Programme, with their collective large scope of interests and skills, and their critical understanding of the needs in the land sector, particularly at the country level. The key GLTN strategy is to embed tools and new thinking in Partner's programmes and business models to ensure scale and sustainability. GLTN is herewith on the right track and sustainability is potentially high. Up scaling of the Programme via dissemination and embedding of tools within partner organisations or country governments, within the budgetary availability of the programme, is the biggest challenge.

#### *Governance Structure*

Overall, the MTR rates the GLTN Phase 2 **governance structure** as "partially satisfactory". The governance structure has functioned well during the initial years of the GLTN being a relatively small Network. However, at this point in time the existing mechanisms of representation of Partners and decision making no longer meet the needs and requirements of the Network.

The long-term strategy formulation has taken place at the start of GLTN in 2006 and fine-tuned at the formulation of GLTN Phase 2. Partners (in and outside the IAB) miss a more continuous discussion on long-term goals and strategic choices. They like to be involved from early stages of preparation.

The Network has an added value for Partners and it has created new (unexpected) partnerships, as they meet at the Biannual Partner Meeting and in different expert groups. Partners have started to collaborate on common issues and increasingly understand and appreciate each other. The network gives authority to the Partners and weight to their points of view on poor land management outside the Network. Partners highly appreciate the way tools and approaches are developed among different kinds of stakeholders. The strategic mixture of land stakeholders can be intensified even more, especially when it concerns the mainstreaming of cross-cutting issues like gender and youth. Collaboration with government and private sector is still limited in the cooperation dynamics of the GLTN and new partners come in on own initiative, not because of strategic invitation from the GLTN.

Partners appreciate the work of the Secretariat. They perceive the Secretariat as being a liaison between UN-Habitat Steering Committee and the IAB and as being loyal to the Network. Decision making mechanisms are aligned with UN-Habitat procedures, which do not necessarily always meet the needs of the Network Partners or the Programme. Decision making is perceived as non-participatory, which hampers the development of collective ownership and participation of Partners. The formal division of tasks among IAB, Steering Committee, Secretariat and Clusters doesn't correspond with daily reality and current needs of the Network. The naming of the different entities reinforces confusion (e.g. the Steering Committee does not actually steer the Network but mostly verifies compliance with UN-Habitat principles, objectives, rules and regulations). The composition of the IAB is questioned as the donors present in discussions have a stronger voice than others, while partners do not feel adequately represented by the cluster representatives and grassroots organisation still play a marginal role. In addition the majority of Partners feel that the cluster division, the representation of the clusters in the IAB and the internal processes are not adequate anymore. Clusters miss overall strategic guidance and a long term vision. The clusters, due to their growth, do not perform optimally in terms of using their capacities, commitment, leadership, and internal collaboration.

The Secretariat's network coordination is sub-ordinate to its programme management responsibility due to a mixture of tasks assigned to staff and staff-shortages. The Secretariat has many functions and is wearing many hats, which risks to create confusion and tensions in the management of the Network. The Secretariat's role in project management is not clear to all Partners.

The Network is very much appreciated by the Partners, as it has facilitated access to innovations, to recent research, new knowledge, the latest experiences and publications. Through participation in the Network, Partners have acquired new insights and have strengthened their capacities. The current M&E system serves the purpose of accountability very well, but as it is mainly focused on outputs and immediate outcomes, the purpose of learning of Partners is limited. GLTN struggles with the measurement and attribution of higher impact level results, especially

when Partners use their own funding for the implementation of the tools.

However, Partners experience limited ownership within the Network. Due to the growth and functioning of certain Clusters, the limited participation and transparency in decision making processes together with the lack of strategic invitation of new partners and strategic use of Partners' capacities for the Network's purposes, Partners do not participate, collaborate and contribute to their full capacity.

#### *Recommendations<sup>2</sup>*

##### *Recommendations for immediate action to enhance Programme performance under phase 2;*

In order to confirm the added value of the Network for future funding, it is recommended that in the remaining 18 months under Phase 2 GLTN captures and demonstrates more compelling evidence of the impact of its work beyond its own sphere of control i.e. the extent to which tool and capacity development contributes to behavioural change of target actors that will impact tenure security. To do so a temporary focus on selected tools or capacity building approaches with a high potential for making and capturing significant progress is needed (1).

A dedicated campaign to further the development and up-scaling of these selected tools and approaches aimed at achieving change at outcome level would then be needed. These campaigns ideally would have to be based on a well-articulated 'pathway of change' that illustrates GLTN's thinking of how these high-potential tools & approaches are going to make a difference towards the development and implementation of pro-poor gender sensitive land policies and Programmes. From this pathway, a clear results-chain can be developed, including key assumptions in regard to this (2).

This results chain would have to be accompanied by a fitting monitoring system that does justice to the complexity of reality and offers a systematic, yet practical way to capture outcomes (3). Captured outcomes can serve as evidence to enhance visibility

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<sup>2</sup> Numbers refer to the recommendation in the report.

of the Network as well as help in the formulation and management of Phase 3 of GLTN (4).

##### *Recommendations to enhance Programme performance on the longer run (phase 3).*

Given the political sensitivity of the global, national and local land debates with many actors having big and often conflicting interests, it is recommended that GLTN positions itself as an entity that depoliticizes the debate. This by offering broadly supported and tested technical 'solutions', whilst levelling the playing field by empowering the less powerful with objective evidence to pursue their land and tenure rights (5).

In line with its clarified position, GLTN can become more specific about its complementary role at local, national and global level. At *local* level, GLTN may want to stick to playing a catalytic role equipping individual Partners to become more effective in promoting the implementation of pro-poor gender sensitive land policies and practices. At *national level* GLTN can convene its own partnership for the sake of sharing and learning as basis for providing joint technical inputs into relevant policy debates (i.e. not convene the national land debate). Although a number of Partners mention the neutral position of GLTN as UN related network and therefore see the Network fit for lobby purposes at national level, the MTR team is convinced that the major added value of GLTN lies in promoting a joint technical message concerning the best possible way forward in practicing pro-poor / gender sensitive land governance. This message should be consistently used by the collective as well as individual Partners in their advocacy / policy influencing work. At global level, the essence of GLTN would be to facilitate processes of cross-learning between global players and between countries with the aim of up-scaling, always around technical solutions equipping other like-minded organizations to influence pro-poor gender sensitive global land policies and resolutions (6).

Based on the GLTN's collective conceptual thinking, it is advised that it's next strategic framework is to be more explicit about how desired change at local, national and global level can be brought about. This strategic framework would make it easier to formulate a comprehensive results chain logically linking GLTN outputs (sphere of control, distinct from individual partners) to outcomes (sphere of influence, in terms

of behaviour change of GLTN's target actors) to impact (sphere of concern, in terms of broader societal change in land and tenure rights) (7). Having clearly articulated outcomes and impact expectations will make it possible to develop a fitting monitoring system that helps capturing success beyond the achievements of promised deliverables. This monitoring system will have to complement the existing output-oriented monitoring efforts and would need to include a practical protocol for capturing outcome-level achievements and contribution analysis that offers systematic and practical help in distinguishing GLTN's added value from that of its Partners and other key actors in the land arena (8).

To have real impact, GLTN is advised to remain engaged beyond the development and (pilot) application stage of its technical tools and approaches. This implies that the nature of GLTN's activities may become more diverse with a changing involvement and prominence of Partners in the evolution of a particular GLTN initiative. The GLTN should become more explicit about how the full diversity of its Partnership can play a meaningful role in all phases of the initiative (9). To do this capacity is needed to go beyond the application of tools. It is recommended to build (institutional) capacity of those GLTN Partners that can play a role in the dissemination of GLTN tools and approaches. This could be done by sharing evidence based knowledge among GLTN Partners to come up and use a joint *technical* message concerning the best possible way forward in practicing pro-poor / gender sensitive land governance. This message should be consistently used by the GLTN collective as well as individual Partners in its advocacy / policy influencing work (10).

To allow for transparency and analysing trends in financial performance over time, more consistent and detailed annual reporting of network costs in terms of direct (programme) and indirect (overhead) costs is recommended. This would enable GLTN to set financial targets (e.g. in indirect / direct cost ratio or diversification of funding, including partner / member fees) and allow for better financial steering including funds mobilisation (11).

#### *Recommendations to enhance the GLTN governance*

*Improve strategy development* through a more intensive involvement of GLTN's Partners and in

particular a more hands-on role for the IAB in the preparation and monitoring of GLTN's strategy. The Secretariat is recommended to guide and coordinate but not take the lead in writing this strategy but expected to lay out a process plan (roadmap) for the coming strategy development (1).

*Make space to encourage cooperation and vibrancy*, which requires the future strategy to explicitly address this issue including the formulation of a deliberate Partner and Member engagement strategy. The GLTN Secretariat needs to make the creation of a functional and attractive platform for exchange among members a priority and strengthen its internal capacity to do so. This as GLTN is not an organisation but a Network, which means that enhanced Partner cooperation is not just a means but a goal in itself and the reason for many Partners to join (2).

*Optimise GLTN's steering structure*. This requires an in-depth review of the current division of responsibilities among the different entities that together shape GLTN (in particular Steering Committee, Secretariat and IAB and the representation of Partners in the decision making processes) for which a dedicated task force or working group, to be nominated by the IAB, is suggested. This includes articulating a more distinct and feasible role for the Secretariat with more emphasis on its role as network facilitator (including provision of administrative support) and less as manager and implementer of Programme activities (3). Linked to this is reducing the existing confusion and conflict of interest that results from the current arrangement of GLTN under UN-Habitat (GLTN being both a programme and a Secretariat). This most likely requires a more distant hosting arrangement that serves GLTN's sustainability and ascertains its independence.

A measure that does not have to wait for the new strategy would be to start revisiting the distribution of responsibilities and align them with the 'labels' in the network that currently cause misunderstandings. Building on this it is recommended to elevate the IAB to a 'governing board' (co-)chaired by UN-Habitat that has the final say over strategic matters where needed using others (such as bi-annual partner meetings) as their sounding board. Such a 'governing board' would still have to rely on the secretariat for administrative support and truly need to reflect the



diverse interests of the broader network, which means rethinking the size, selection and term of representatives on the board (3).

In terms of *streamlining processes* it is recommended to review and redesign these processes in detail, with the aim to make these processes more transparent and giving the Partners (i.e. the governing board) a bigger say in the distribution of funds without reducing the efficiency of these processes. The role of the Secretariat would then be limited to fund mobilization and possibly administration but much less prominent in budget approval and fund allocation, which in turn will help reduce the perceived donor-recipient dynamic between Secretariat and in particular CSO partners. Furthermore, GLTN would benefit from paying more deliberate attention to creating processes that stimulate cooperation among Partners and members. The Secretariat can play a strong role in stimulating this cooperation among Partners and Members (4).

Learning processes can be stimulated further by having in place functional monitoring systems that capture success and failure and with that the evidence

of what works well and less well. Subsequently new ways need to be found, taking optimal advantage of technological means, to make these lessons accessible in a user-friendly way to the right people at the right time. Many other networks face and overcome similar challenges, so a review of how other networks go about sharing knowledge (not just information) may help in making progress on this.

Finally, it is recommended to go beyond the sharing of knowledge among members and include capacity building efforts on how to scale up GLTN's collective technical knowledge (mostly through *joint* advocacy and policy influencing processes on national and local level). This can be done amongst others by organising trainings in lobby & advocacy, translation of evidence in policy briefs and media briefs aiming for publications in influential newspapers or magazines. This complements the earlier recommendation of GLTN remaining engaged beyond the development of tools and advocate the up scaled *use of tools* through its Partners. (5)

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# ACRONYMS

AAPS	Association of Planning Schools
ACHR	Asian Coalition for Housing Rights
ANGOC	Asian NGO Coalition for Agrarian Reform and Rural Development
AISRGD	African Institute for Strategic Research , Governance and Development
AU	African Union
AUC	African Union Commission
DPGL	Development Partners Group in Land (Kenya)
DRC	Democratic Republic of Congo
EA	Expected Accomplishments; part of the results framework of GLTN Phase 2
EC	European Commission
ECOWAS	Economic Community of West African States
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
F&G	Framework and Guidelines on Land Policy in Africa
FIG	International Federation of Surveyors
FGF	Fédération des Géomètres Francophones
GEC	Gender Evaluation Criteria
GIZ	Gesellschaft für Internationale Zusammenarbeit
GLTN	Global Land Tool Network
IAB	International Advisory Board
IALTA	International Alliance on Land Tenure and Administration
IFAD	International Fund for Agricultural Development
IHS	Institute for Housing and Urban Development Studies
IIRR	International Institute of Rural Reconstruction
IUM	International Islamic University of Malaysia
ILC	International Land Coalition
ITC	Faculty of Geo-Information Science and Earth Observation of the University of Twente
LAC	Latin America and the Caribbean
LGAF	Land Governance Assessment Framework (World Bank)
LPI	Land Policy Initiative for Africa
MCC	Millennium Challenge Corporation
MWEDO	Masai Women Development Organisation
OECS	Organization of Eastern Caribbean States
PILaR	Participatory and Inclusive Land Readjustment
PSUP	Participatory Slum Upgrading Programme
RCMRD	Regional Centre for Mapping of Resources for Development
ROLAC	Regional Office for Latin America and the Caribbean (UN-Habitat)
SADC	Southern African Development Community
SDC	Swiss Agency for Development and Cooperation



SDI	Slum/Shack Dwellers International
SIDA	Swedish International Development Cooperation Agency
STDM	Social Tenure Domain Model
TSLI-ESA	Land and Natural Resource Tenure Security Learning Initiative for East and Southern Africa
UEL	University of East London
ULA	Uganda Land Alliance
UMB	The Norwegian University of Life Sciences
UNECA	United Nations Economic Commission for Africa
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNON	United Nations Office in Nairobi
UNOPS	United Nations Office for Project Services
UWI	University of West Indies
VGGTs	Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in
WB	World Bank
YLRC	Youth and Land Responsiveness Criteria
YSN	Young Surveyors Network (FIG)

# I INTRODUCTION



# 1 BACKGROUND

## Context

Established in 2006, the Global Land Tool Network<sup>3</sup> is a growing coalition of more than 70 international partners concerned with rural and urban land issues, working together to contribute to poverty reduction and sustainable development through promoting secure land and property rights for all, demonstrated through country-level interventions.

The network was formed as a proactive response to pressing land challenges, both globally and particularly in developing countries. Securing land tenure and property rights are fundamental to shelter and livelihoods, and for the realisation of human rights, food security, poverty reduction, economic prosperity and sustainable development. Next to this general connotation, there are a number of global challenges that influence directly the land issue, such as climate change, rapid urbanisation, the increased demand for natural resources, insecurity in food, water and energy, and natural disasters and violent conflicts.

In addition to these general global challenges, there are some specific urban challenges that also have a major land dimension, such as the fast growing number of people living in urban settlements, especially in developing countries. By 2050 in the developing countries 5.3 billion people are expected to live in urban areas, of which 1.2 billion as slum dweller population. In reality the urban growth in these countries equates slum growth. In Sub Saharan Africa 62% of the cities are slums, while in Southern Asia 43% of the cities consist of slums. Global cities are expected to have expanded their ecological footprint with 175% by 2030.

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<sup>3</sup> In order to avoid any confusion, in this report the word GLTN is used for the network as a whole, including Partners, Secretariat, International Advisory Board (IAB) and Steering Committee. When specific parts of the Network are meant, they are addressed by their names, like Partners or Clusters, Secretariat, IAB and Steering Committee. Referring to the GLTN Phase 2 Programme is done with the full name or by mentioning the Programme. Phase 1 and Phase 3 Programmes are always mentioned by using full wording.

In relation to the global challenges on land tenure and security, only 30% of all land has cadastral coverage at this moment. As cadastral registration has been the only way to formalise land ownership, this would mean that 70% of tenures are not secure, as they are off the formal register. However, in the pace conventional land administration is taking place at this moment, it would practically take more than 1000 years to register all land, without taking into account the costs of the system.

Besides the fact that conventional land administration systems hardly can handle the demand for secure land tenure, the current system is unaffordable for the majority of the world's land owners. Furthermore, in many countries land rights, claims and records have become very complex over the past decades, which the conventional land administration systems can't solve. A final yet important notion is the fact that only 2 to 3% of the tenures are owned by women

In response to these pressing global challenges on land GLTN advocates a paradigm shift on land; away from seeing land as a purely technical matter, towards pro-poor, gender-responsive and fit-for-purpose land administration which provides for a continuum of legitimate, inclusive land tenure rights, aimed at achieving tenure security for all. Next to the paradigm shift the GLTN offers land tools that relate to the how of implementing pro-poor and gender-responsive land policies for tenure security.

The GLTN Programme, implemented by the network partners and the GLTN Secretariat, hosted by the Urban Legislation, Land and Governance Branch of UN-Habitat, seeks to implement the "Resolution on sustainable urban development through expanding equitable access to land, housing, basic services and infrastructure", GC2317, passed by the 23rd Governing Council in April 2011. GLTN's objective is to ensure that "International organisations, UN-Habitat staff and related land Programmes/projects and targeted national and local governments are better able to improve tenure security of the urban and rural poor."

## The Mid-Term Review

This Mid Term Review (MTR) is a key activity to establish the progress made in the implementation of the Global Land Tool Network (GLTN) Programme Phase 2, covering the period of 2012-2015. Phase 2 of the GLTN Programme focuses on the development of tools and the capacity development of those who can support their implementation at global, regional and country level. The Secretariat's task is to support the planning, implementation, monitoring and evaluation of the activities of the Network in collaboration with partners, including at country level.

The main objectives of the MTR are to inform planning and decision making for the remaining period of the Programme and to provide recommendations for improved Programme delivery. The review is part of UN-Habitat's efforts to perform systematic and timely evaluations of its Programmes and projects.

As agreed and documented in the inception report, the MTR focuses on achievements at outcome level (i.e. change happening as a result of the Programme's contribution, but not within its sphere of control). This means that information has been gathered on changes visible in the behaviour of targeted land stakeholders outside the GLTN, like national and local governments, universities, communities, grass roots organisations and so on.

In addition the MTR attempts to assess and analyse

the contribution of the GLTN outputs towards these outcomes. This analysis will help in developing new outcome based insights that may inform future decision making concerning strategies and approaches for programme management and implementation. This means that the MTR will investigate the significance of GLTN's achievements in terms of tool development and capacity building for the observed changes at outcome level but not set out to establish an exhaustive overview of GLTN's activities and deliverables.

In addition to this outcome focus, the MTR was asked to pay particular attention to appropriateness of GLTN's governance structure as this has been an issue of frequently recurring debate within the network.

### Additions to original Terms of Reference

In the course of the MTR process, two elements of investigations were added to facilitate a more comprehensive understanding of the changes taking place as a result of the work of the GLTN. This included:

1. An in-depth review of a sample of four specific tools; Gender Evaluation Criteria, Land Mediation tool, Social Tenure Domain Model, Participatory Enumeration tool;
2. Two extra field visits to Uganda and Kenya.

## 2 METHODOLOGY & EVALUATION PROCESS

### Introduction

The main steps and methods used during the evaluation process are described below. Starting from the inception workshop this included Outcome Harvesting to map achievements at outcome level, and GiZ's Capacity Works Model to assess the network dynamics and governance structure. In addition details concerning the applied variety of data collection methods are presented that include: document review, interviews with internal and external stakeholders, field visits to selected countries and the online survey.

### Inception Workshop

The inception workshop was held in Nairobi, with the purpose of getting a good understanding of the Programme and the objectives of the MTR. Apart from a number of discussions with the Secretariat and UN-Habitat resource persons, a workshop was held with Programme staff to jointly investigate the network's vibrancy and connectivity, to do a stakeholder analysis and to reconstruct an actor-based pathway of change of the Programme. During the inception process it was agreed to adopt Outcome Harvesting as main method for capturing achievements at outcome level.

### Outcome Harvesting

Outcome Harvesting (OH) collects evidence of what has been achieved, and works backward to determine whether and how the project or intervention contributed to the change. This makes it suitable for complex change processes that involve many stakeholders and are difficult to predict, such as Programmes implemented in a network context.

The process started with the identification of useable questions to be answered during the review. These

questions, agreed upon with the Secretariat and the IAB members, were formulated as follows:

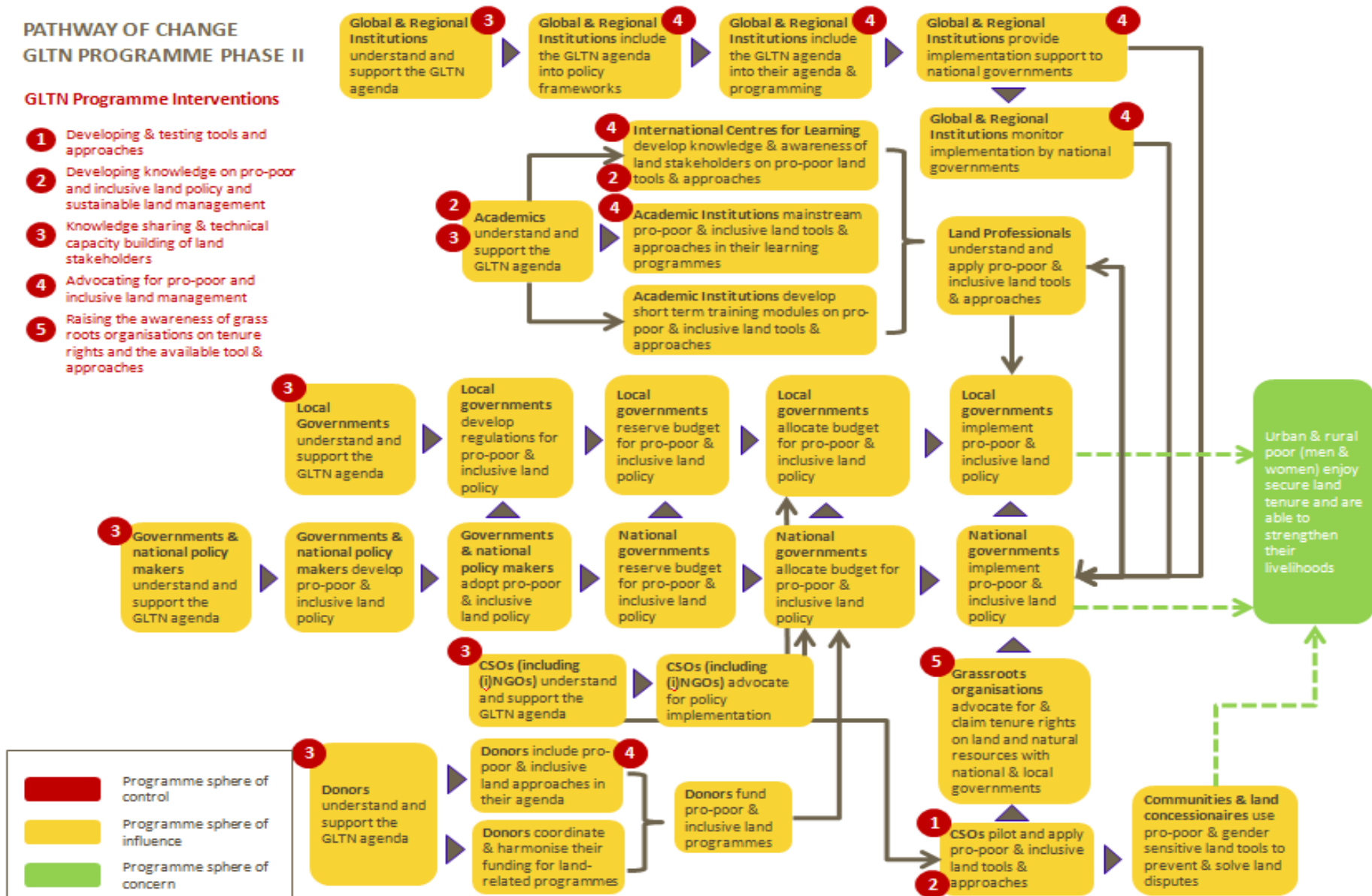
1. To what extent have the GLTN tools and approaches contributed to a change in the discourse around land tenure security by policy makers, academics and land professionals?
2. To what extent have the GLTN tools and approaches contributed to a change in land tenure security of the poor and women?
3. What does this mean for the network's strategy?

The Capacity Development Strategy of GLTN intertwines with these questions. As capacity development is mostly output related (sphere of control of the Network and its Secretariat), the contribution of capacity development will be mentioned in the findings, but not be a main focus.

In the Programme's project document activities and high level results are defined, but the path between these two levels was not articulated. An attempt was therefore made at defining actor-based outcomes during the inception workshop with the GLTN Secretariat in Nairobi. The actor specific pathways that resulted from that exercise were translated into a more generic pathway that applies to the Programme as a whole. This resulted in a diagram (Figure 1) based upon which a list of emerging outcome areas to be studied was agreed (Annex 2).

This Theory of Change (ToC) of the GLTN illustrates the pathways along which desired change is expected to happen from programme intervention to outcome and impact level. This ToC can be seen as the rationale behind the results framework of the Programme that is formulated more on output and immediate outcome (= outcomes closest to your sphere of control) level.

Figure 1: Pathway of Change with Stakeholder-Based Outcomes





## Data Collection Methods:

The harvesting of emerging outcomes and the collection of stakeholder views concerning contributing or hindering factors was undertaken through a variety of methods as described below;

### Internal interviews

A total of 32 interviews were held with members of the Secretariat, the IAB and network partners. Half of these interviews took place in Washington DC during the Annual World Bank Conference on Land and Poverty held in March 2016; other interviews were conducted through Skype. The interviewees represented 21 different partner organisations.

The interviews were guided by questionnaires with the main focus on harvesting outcomes and understanding the significance of GLTN's contributions towards these outcomes. Particular attention was also paid to the role of network governance in this process.

### Online Survey

The network governance questionnaire that was used for the Washington interviews was transformed into an online survey, to allow all network members to express their views on the functioning of the network and the best way forward. In total 32 questionnaires were completed adding up to 48 completed questionnaires on network governance.

### Field Visits DRC, Uganda and Kenya

The three field missions (7 days in DRC, 5 days in Uganda, 3 days in Kenya) took place in May 2016. In DRC the focus was on changes in tenure situation achieved through land mediation and the piloting of STDM in Luhonga Village (North Kivu) and Rutshuru (South Kivu). In Uganda and Kenya the emphasis was on the collection of information regarding changes in land rights and the tenure situation of targeted settlements in respectively Mbale and Entebbe municipalities, and Mombasa and Nairobi. Particular

focus here has been on the contribution of the STDM, GEC and the Participatory Enumeration Tool. In total 19 focus group discussions were held with 126 community members (79 in DRC, 24 in Uganda, 23 in Nairobi). In addition, interviews were conducted with 3 national implementing GLTN Partners, namely ACTogether / Slum Dwellers International and Uganda Land Alliance in Uganda and Pamoja Trust in Kenya. Interviews with the authorities in Goma (DRC), Mombasa (Kenya) and Entebbe and Mbale (Uganda) were conducted to identify key issues in relation to land management and tenure rights, recent changes and contributions to those changes. An interview with Ministry of Lands Housing and Urban Development (MLHUD) in Uganda was held to discuss the implementation of the National Land Policy and GLTN interventions in relation to this.

DRC Congo, Uganda and Kenya were defined by the Secretariat as the countries to visit for the MTR as in these countries there has been clear involvement of GLTN and in these countries the tools were applied, which the MTR was going to look into in depth.

### Desk Review & Analysis

The desk review consisted of several hundreds of documents related to the Programme as a whole (project document, annual reports, strategy documents, etc.) and specifically to the three focus countries, the network's clusters and to the tools selected for assessment: the land mediation tool, the Gender Evaluation Criteria checklist (GEC), the Social Tenure Domain Model (STDM), and the Participatory Enumeration Tool.

The documents were coded and analysed with a qualitative data analysis Programme, which helps to substantiate and triangulate findings. Interviews were transcribed and treated in a similar manner. Outcomes in reports were compared to outcomes reported in interviews. Where interviewees were asked to rate GLTN's contribution to outcomes, the most frequent scores are presented (see the section on reporting below for an explanation of the scoring).

## Selection of tools

In agreement with the Secretariat, four out of the 18 GLTN tools were selected for an in-depth review during the country visits. The selection of the four tools was based on their maturity and scale of use. The review aimed to map and analyse the effects of the use of these tools on their respective target groups. It is acknowledged that these four are only a sample of the tools GLTN has worked on in the past years. Other tools have therefore been subjected a much lighter review based only on information received from the GLTN Secretariat.

## Reporting

### Analysing Programme progress

The collected data were analyzed by systematically linking findings from the document review, interviews and field studies, in particular about the emerging outcomes, to the relevant Evaluation Criteria. Subsequently GLTN's relevance, effectiveness, efficiency, sustainability and impact were assessed using a rating / appreciation system that includes the following five levels:

#### 5. *Highly satisfactory:*

The Programme/project had several significant positive factors with no defaults or weaknesses in terms of relevance/ appropriateness of project design/ efficiency/ effectiveness/ sustainability/ impact outlook.

#### 4. *Satisfactory:*

The Programme/project had positive factors with minor defaults or weaknesses in terms of relevance/ appropriateness of project design/ efficiency/ effectiveness/ sustainability/ impact outlook.

#### 3. *Partially satisfactory:*

The Programme/project had moderate to notable defaults or weaknesses in terms of relevance/ appropriateness of project design/ efficiency/ effectiveness/ sustainability/ impact outlook.

#### 2. *Unsatisfactory:*

The Programme/project had negative factors with major defaults or weaknesses in terms of relevance/ appropriateness of project design/ efficiency/ effectiveness/ sustainability/ impact outlook.

#### 1. *Highly unsatisfactory:*

The Programme/project had negative factors with severe defaults or weaknesses in terms of relevance/ appropriateness of project design/ efficiency/ effectiveness/ sustainability/ impact outlook

In a similar way data was analysed to determine and rate the contribution of GLTN to the emerging outcomes, whereby the following scale of five different scores was used:

4. Change exclusively due to GLTN

3. Important contribution by GLTN

2. Moderate contribution by GLTN

1. Small contribution by GLTN

0. No contribution by GLTN

Most important factor in rating contribution has been the extent / proportion of interviewees and respondents to the online survey that confirmed a particular level of GLTN contribution. As such the contribution analysis has to be regarded as a perception study.

### Analysing tools

For the overall appreciation of the selected tool development process the Spiral of Initiatives (E. Wielinga, 2011) is used.

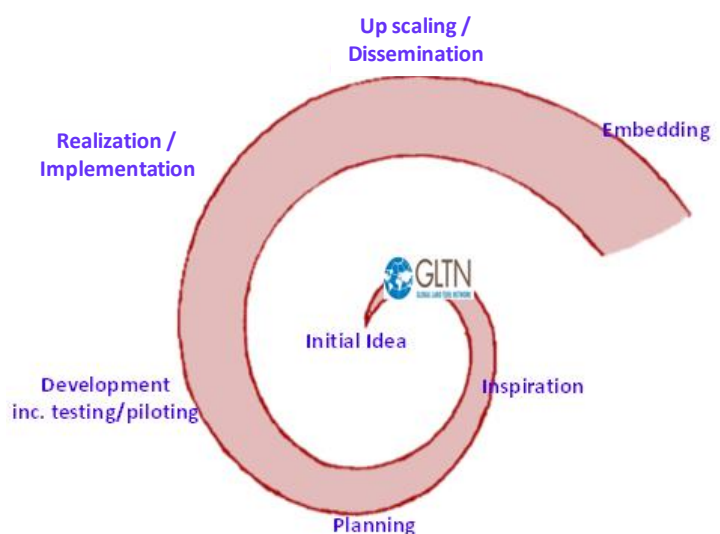


Figure 2: Spiral of Initiatives (E. Wielinga, 2011)

The Spiral of Initiatives illustrates the typical phases an initiative goes through, starting from the birth of an initial idea, through inspiration of others, planning, development and up scaling of the idea, to the dissemination and embedding of the idea in the common practices of the target audience. For each tool it is possible to analyse the current stage of the tool, which provides insight in the challenges the initiative (or tool) encounters is facing or likely to face in the near future. This insight in turn helps in deciding the best future action that may facilitate the further evolution / growth of the idea.

### **Analysing governance structure**

The GiZ model “Capacity WORKS” was used to analyse the governance structure and vibrancy of the GLTN. This model is specifically developed to strengthen the management of ‘cooperation systems’ (multiple organisations working together in pursuit of a common (development) goal) and recognised five core elements that determine the success of a network, being:

***I Strategy:*** Strategy is the joint result of a negotiating process between the parties involved and a selection from various options. A result-oriented, clear and shared ambition is translated into a strategy that leads to positive and joint results.

***II Cooperation:*** The capacity to select and design healthy and vital cooperation between several actors (i.e. the vibrancy of the network), is based on the connection of partners inside and outside/around (other stakeholders) the ‘network system’. The extent to which the input from individual organizations is getting space, as well as the capacity to utilize the differences constructively for co-creation and win-win solutions, define the success of the cooperation.

***III Steering Structure:*** The steering structure is a selection, a choice, of a particular form of steering order as to organize predictable behaviour on communication and interaction between parties in the network system. The steering structure contributes to managing expectations (strategy, decision making, planning, funds, conflicts), and accountability of parties in the network regarding their strategic commitment, the mutual agreements, their responsibility towards their constituencies and finally

towards principle agents (boards, donors, society, etc.).

***IV Processes:*** Two types of processes: the working processes underlying the interventions designed to bring about the agreed joint activities of the network (what are our 24 Independent Mid-term review activities and which outputs do we deliver?). Secondly, the networks internal management processes (strategic steering and management support).

***V Learning and Innovation:*** Learning and Innovation is the engine behind all cooperation in networks. The Learning Capacity is the capacity for change – making new choices based on new insights that contribute to positive change in a) the cooperation network, b) the individual organization and c) the people that work in organizations and networks.

The information provided during interviews and in the online survey was organized along these five key elements and analyzed accordingly.

## **Coordination with GLTN**

The MTR team coordinated with a steering group within the Secretariat concerning technical, organisational matters. The inception report that outlines the agreed evaluation process was reviewed and validated by the Secretariat and the International Advisory Board.

## **Limitations**

The GLTN Programme is vast and multifaceted. The MTR team has made great efforts to include as many aspects and documents as possible. Yet, given the time set for this review, it can't be exhaustive.

Field visits took place in three countries in East Africa, in which the Programme has been most active. As a result, the report will not do full justice to experiences in other parts of the world. Additionally, out of 18 tools, 4 have been observed and assessed.

As for the documents, they were numerous and therefore they had to be prioritized for review. While all have been skimmed through, the documents that were most likely to provide answers to the evaluation questions were coded and studied in greater detail.

# II FINDINGS

## 3 THE GLTN PHASE 2 PROGRAMME

### General Description of the Programme

The GLTN aims to contribute to poverty alleviation by promoting the worldwide existence of secure land tenure systems for urban and rural poor (men and women) so that they are able to strengthen their livelihoods; through land reform, improved land management and security of tenure. The GLTN Phase 2 Programme (2012 - 2017) serves this overall objective by assuring that international organisations, UN-Habitat staff and related land Programmes/projects and targeted national and local governments are better able to improve tenure security of the urban and rural poor.

GLTN Phase 2 seeks to build on the achievements of GLTN Phase 1 that came to an end in 2011. GLTN Phase 1 left some useful and inspiring lessons for the GLTN Phase 2, such as the importance of global partnerships and inter-agency cooperation, the development of capacity of partners and other land actors, especially at country level (lack of capacity regarding tool implementation), the need of complementing the advocacy of new land paradigms and approaches at global level with implementation land reforms at country level, mainstreaming good land governance in all interventions and taking time, following conscious steps and phases, for adequate tool implementation.

In light of these lessons, GLTN Phase 2 focuses on prioritising, pilot-testing and rolling out priority land tools and approaches at country level; integrating capacity development and training in tool development processes; implementing capacity development programmes and supporting tool implementation in targeted countries and / or cities / municipalities; advocacy and knowledge management efforts; and mainstreaming gender equality, youth responsiveness, human rights and grassroots engagement in this land work.

Three expected accomplishments are projected to contribute to the intermediate objective namely:

**Expected Accomplishment 1:** Strengthened land related *policy*, institutional and technical

frameworks and tools and approaches to address the challenges in delivering security of tenure at scale particularly for the urban and rural poor;

**Expected Accomplishment 2:** Improved global *knowledge* and awareness on land related policies, tools and approaches that are pro-poor, gender appropriate, effective and sustainable towards securing land and property rights for all and

**Expected Accomplishment 3:** Strengthened *capacity* of partners, land actors and targeted countries, cities and municipalities to promote and implement appropriate land policies, tools and approaches that are pro-poor, gender appropriate, effective and sustainable.

In order to realise the mentioned accomplishments a great number of activities are undertaken and outputs are delivered. For the realisation of the first accomplishment (or *outcome*) the focus is on the development and testing of tools and approaches. For the realisation of the second accomplishment the focus is on research, and the development and implementation of an advocacy and communication strategy. The focus of the third accomplishment is on the development and implementation of a capacity development strategy and the support for tool implementation.

The GLTN Phase 2 is to be implemented in six years with an estimated budget of USD 40 Million, of which approximately 75% has been secured from donors.

### Organisation Structure

Phase 2 of the GLTN Programme is coordinated by the GLTN Secretariat, which is housed within the Land and GLTN of the Urban Legislation Unit, Land and Governance branch of UN-Habitat. The Secretariat's task is to support the planning, implementation, monitoring and evaluation of the activities of the Network in collaboration with partners including at country level.

The Steering Committee (SC), composed of representatives of UN-Habitat, formally serves as the overall decision making body of GLTN. The Steering Committee approves the annual work Programme and

budget of GLTN and provides guidance to ascertain alignment / compliance with the policy and strategic framework of UN-Habitat and the UN in general.

The GLTN International Advisory Board (IAB) is composed of 10 members representing the five clusters in which the GLTN partner organisations are organised along with representatives of grassroots organisations and the Secretariat. The IAB is chaired by an independent Chair (or Co-Chair), at this moment the Chilean ambassador in Kenya. IAB members provide mostly strategic and sometimes technical advice on programme implementation. The representatives of the clusters also serve as the coordinator of their own cluster.

The Secretariat is responsible for the day-to-day operations and network coordination. The Secretariat and partners work together in the development and (pilot) implementation of land tools, research and advocacy activities, implement capacity development initiatives as well as provide technical assistance to (other) partners (internal and external) and in-country support to tool adoption and implementation in targeted countries and/or cities/municipalities.

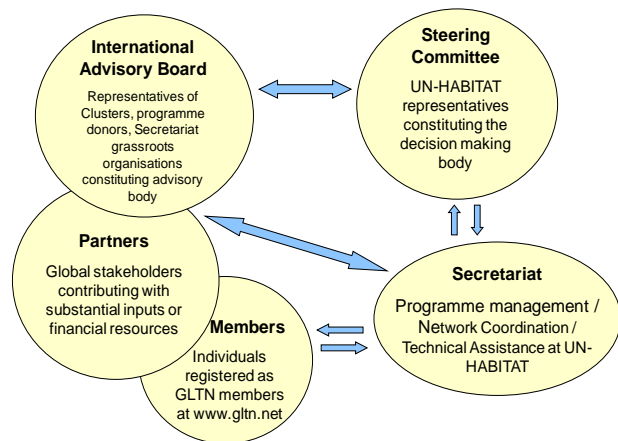
The GLTN Programme is co-managed and co-implemented by internal and external partners. International partners are encouraged to implement core activities of the Programme through signing of agreements of cooperation. The Secretariat has strengthened its collaboration with internal partners to implement activities. The Network works with other substantive offices/units (e.g. Research and capacity development, Housing and slum upgrading, Risk reduction and rehabilitation, Urban economy, Urban planning and design, Urban basic services, Urban legislation, land and governance) to develop land tools, undertake research and disseminate products. The Secretariat works with (UN-Habitat) regional and field offices to provide in-country support to tool implementation in targeted countries and cities/municipalities as well as for GLTN to provide technical support and advice to operational projects.

The Network is growing steadily, both in terms of partners and individual members:

	2011	2012	2013	2014	2015
Partners	45	54	64	66	70
Individual Members	1,886	2,116	2,337	2,115	2,135

Partners are organised in the following clusters: Bilateral organisations, International Professional bodies, International Training/Research Institutions, Multilateral organisations, and Rural/Urban International Civil Societies (See Annex 6 of the GLTN Annual Report 2015).

Figure 3: GLTN's Governance Structure



### Tool Development

To realise land reform, improved land management and security of tenure, technical alternatives to the conventional land policies, land administration systems and concepts of tenure security are needed. Tools help to practically solve problems in land administration and management and to put principles, policies and legislation into effect. So far, the GLTN has identified 26 priority tools and approaches - 18 specific and 8 cross cutting tools and approaches - of which 14 tools are completed, pilot tested and disseminated 14. The tools offer solutions to the existing land management problems. Details on the tools can be found in the overview presented in Annex 5.

A tool can take different shapes, ranging from a checklist for conducting a survey and a set of evaluation criteria when implementing reforms to a software package with accompanying protocols or a broad set of guidelines, approaches and procedures.



The emphasis is on practical applicability: users should be able to take a land tool and apply it (or adapt it) to their own situation.

Land tools may complement each other, or they may offer alternative ways of doing something. For each land tool there are certain features that need to be considered. Land tools promoted by GLTN need to be affordable, pro-poor, equitable and gender-responsive, promoting good land governance and subsidiarity (applicable at lowest governance level), and sustainable and systematic at country level.

To adequately monitor the development of the tools, seven development phases are distinguished:

1. Scoping studies
2. Consultations
3. Product development
4. Pilot testing
5. Revision & adoption
6. Capacity development
7. Integration at country level

Each tool is registered by phase, according to the progress made throughout the Programme. The phases are not strictly linear as tool development can be an iterative process while one phase may have started without other phases being fully completed.

## Capacity development

Capacity development lies at the heart of the work of GLTN, especially since the substantial need for increased capacity was demonstrated during phase 1. Although many tools were developed, they needed more time to be accepted than expected. Promoting and implementing the paradigm shift on land creates an array of capacity needs and challenges for all key players. Both GLTN partners and land stakeholders outside the Network needed more assistance to grasp the full understanding of new land concepts and land management tools, both at global and country level.

A comprehensive strategy was therefore developed in 2012 and integrated into the GLTN work programme. Capacity is tackled at many different levels (global, national and local) and in all stages of tool development and implementation. Experience has taught that there are no quick solutions or ‘silver bullets’ and no single entity or discipline has the

answer. Collaboration and partnerships are key in the process of tool development, testing and building implementation capacity, the tool development process often being a capacity development process in itself.

## Global Level Implementation

GLTN Phase 2 targets three different but equally important and interrelated levels of intervention: i.e. global, regional and country level.

The GLTN Phase 2 at global level is engaged in three main areas of work:

- Strengthening land related policy, frameworks, tools and approaches
- Improving global knowledge and awareness
- Strengthening capacity of global stakeholders to address tenure security and use land tools

At the global level GLTN Phase 2 focuses on the needs and priorities related to advocacy and awareness building, tool development and capacity development initiatives. A key strategy in this area has been to influence global land actors and international organisations to shift their operations and policies towards the recognition of the continuum of land rights, accompanied by pro-poor and gender sensitive land policies, tools and approaches.

The continuum of land rights is not a theory but rather a concept or metaphor which is used to understand, explain, and advocate for existing and potential future tenure situations, alignments and trajectories. Next to providing a shift in mindset of land actors on what tenure security could look like, the Continuum facilitates the identification of and the advocacy on needs of fundamental reforms in land policy, law and administration systems of a country. So, practically, the application of the Continuum provides a country the full spectrum of formal, informal and customary rights within the land information management system, which constitutes legally enforceable claims, possibly asserted and defended in a forum such as a court.

Working with and expanding the knowledge of global land actors such as the World Bank or UN-Habitat and

global platforms like the Global Donor Working Group on Land and the Global Land Indicator Initiative has embedded the Continuum in global policy frameworks and language.

The effects of the recognition of the Continuum at global level can be noticed. On the one hand the global acceptance of the Continuum has contributed to important results as the elaboration and endorsement of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests (VGGT) in 2012 and the inclusion of land indicators in the Sustainable Development Goals in 2015. On the other hand the global acceptance of the Continuum has played a crucial role in the increasing support of international organisations and entities to (developing) countries who are willing to start the implementation of land reforms.

The details of the effects of the programme interventions at global level are elaborated in the next Chapter.

## Regional Level Implementation

The work of the GLTN at regional level is largely similar to the work at global level: strengthening regional land related policies and frameworks, improving regional knowledge and awareness and strengthening the capacity of regional land stakeholders to address tenure security and use land tools.

As regional level commitments orient and hold countries accountable to regional agreements, GLTN's work at regional level can play a crucial role in land reform. Therefore, the GLTN has been engaged in different regional level initiatives. Some were initiated by the GLTN itself, while others existed already and were strengthened. Next to supporting regional initiatives with capacity development, GLTN has been active in advocating and motivating regional land stakeholders to unite forces and create regional platforms related to land rights and tenure security, where they didn't exist before.

In the majority of regions there are now movements around pro-poor and gender responsive land rights. Key land actors have strengthened their knowledge and capacity to adopt and implement innovative land governance approaches through the efforts done by

the GLTN partners and Secretariat. Important occasions where the GLTN has made contributions are mentioned in the next Chapter.

## Implementation at the Country Level

Most developing countries face significant gaps in land administration, specifically with regard to security of tenure for the majority of people, many of whom are poor, and are women. GLTN's purpose at country level is to support the implementation of pro-poor and gender-responsive reforms in the land sector to address these gaps. GLTN Phase 2 includes five main, interconnected activity areas:

- Knowledge and awareness building;
- Land policy reform;
- Donor coordination;
- Capacity development;
- Tool development and implementation.

In 2013 a Country Implementation Strategy was elaborated reflecting a number of strategic decisions by the GLTN. Among others, the GLTN decided on priority countries in light of the financial scope of the Programme. This meant that 80% of GLTN's country level work / resources would be dedicated to countries where land reform has started and where the GLTN can offer added value in specific identified gaps. This means that GLTN links up with existing country-based initiatives that have the potential to deliver far-reaching implementation. Only in special occasions (not more than 20% of the programme's budget on country level work) the GLTN gets involved in countries where no prior work on land reform is present.

In addition, GLTN identified two crucial elements for successful country-level work:

1. Establishment of viable and sustainable partnerships, promoting strong convergence among key stakeholders, and
2. Well-informed, flexible adaptation of concepts and tools to each local context.

Reasoning from the strategic choices GLTN made, Phase 2 country level interventions need to show on the one hand the quality and level of implementation

of pro-poor and gender-responsive reforms in the land sector and on the other hand the strengthened partnerships and convergence or even harmonisation of fragmented land-related interventions by governments and non-state actors.

In all cases, GLTN performs a catalytic, strategic and supportive role given the specific country contexts.

The countries that were selected under the described criteria for intensive country level work are:

- Uganda
- the Democratic Republic of Congo (DRC)
- Kenya

Other countries where strategic interventions have

taken place are:

- Zambia
- Namibia
- Colombia and
- Iraq

GLTN partners and land actors at priority country level indeed enhanced their capacity to implement pro-poor, gender responsive and more integrated land tools and interventions and started to collaborate in stronger partnerships. Observable changes have started to take place in the institutions and the communities, particularly in Uganda, DRC, Kenya (the three countries visited during this review) and Zambia, that will be presented in further detail in Chapter 5.

# 4 ACHIEVEMENTS AT GLOBAL AND REGIONAL LEVEL

## Introduction

In this chapter the “emerging” outcomes of the GLTN Programme on global and regional level are summarized. The presented outcome results concern observed changes beyond the scope of control of the GLTN and are structured according to the nine outcome areas that were agreed during the inception (see annex 2). In addition, for each outcome area the perceived contribution of the GLTN interventions to these outcome level changes are reflected.

## Emerging outcomes at Global Level

Emerging outcomes at global level relate to the changes that illustrate the use or application by various targeted stakeholders of the *outputs* produced by the GLTN Programme.

### 1. Global land policy stakeholders endorse the Continuum of land rights

The recognition of the Continuum is considered by GLTN as the single most important achievement of the Network taking place in the first half of the GLTN Phase 2. In 2013 the paradigm shift on land rights received growing international recognition and support, reflected in the World Bank Annual Conference on Land and Poverty, the Land Policy Initiative, the FIG Working Week in Abuja, the reports presented by the Special Rapporteur on the Right to Adequate Housing, and the work of several other partners such as University of Twente, Kadaster International, Urban LandMark and others.

GLTN partners have developed the empirical and theoretical foundation for the continuum of land right concept that helps governments to use it more robustly in their own countries. On country level the application of STD and Participatory Enumeration tools shows the increase in the understanding of this approach (see also chapter 5).

The UN-Habitat Governing Council has adopted a resolution requesting to reinforce coordination efforts, through GLTN, to bring coherence and conflict-sensitive approaches to land issues, including a plurality of land tenure systems for all segments of society and alternative forms of land administration. This confirms the commitment of UN-Habitat member states to the GLTN agenda.

The German Development Cooperation and the Global Donor Working Group on Land have also included the continuum in their policies and interventions.

At global level there are however different levels of acceptance of the continuum among international organisations (GIZ, FAO, WB, ILC). Overall the concept and approach of the continuum are accepted and mainstreamed widely they are operationalised under different names in different contexts like in the VGGT coordinated by the FAO. Despite its global recognition, the acceptance of the continuum at country level remains limited though more prominently in countries like: Benin, Burkina Faso, Senegal, Namibia, Uganda, Kenya, Tanzania, and Zambia.

The GLTN contribution to this outcome is widely perceived as *important or even exclusive (80% of interviewees)*. This is primarily due to a number of connected projects through which GLTN partners have developed the empirical and theoretical foundation for the continuum of land right concept.

### 2. Global policy frameworks include pro-poor land approaches

The most obvious illustration of this outcome is the integration of land rights in the Sustainable Development Goals agenda. In 2014, 45 institutions were engaging in the Global Land Indicators Initiative (GLII), including multilateral and bilateral organisations, farmer organisations, civil society and the academia. Additionally, 200 institutions have also been reached through online information sharing. There has been a significant uptake of GLII indicators, demonstrated in their use for advocacy in the Sustainable Development Goals process by a civil

society coalition of 25 organisations under the auspices of Oxfam and the UN Sustainable Solutions Development Network. A technical and political consensus was reached around the Global Land Indicators development process, with new major institutions such as the Africa Land Policy Initiative, UNDP, the University of Greenwich and the Global Donor Working Group joining the initiative. Land indicators will underpin a number of the SDGs such as goals on poverty reduction, food security and improved nutrition, gender equality, urban development, sustainable natural resources, and rule of law. Concretely, GLII proposed the land indicator for measuring the land in the Sustainable Development Goal 1 (1.4.2.). The World Bank and UN-Habitat are designated as custodian for this indicator.

The Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests (VGGT) as policy framework are of great importance, as the official global endorsement of these Guidelines means that countries as member states of the UN commit themselves to respect and implement them. The VGGT integrate the concept developed in the continuum of land rights. The presence and work of GLTN in the years before its formulation have contributed to this and helped in shaping and getting the VGGT endorsed and implemented by many countries.

At present the implementation of the VGGT at country level is gaining importance. FAO, as the original convener for the elaboration of the VGGT, recently recognised the role GLTN can play in the current implementation phase. As the VGGT are implemented by different land actors (not necessarily GLTN partners or members) in different countries though, the linkage of GLTN tools to the national implementation of the VGGT is not always obvious. Awareness on the usefulness of the GLTN tools in this context still seems to be limited, both at country level among national land stakeholders (especially in countries that have not yet benefitted from GLTN's country strategy plan) as at global level among donors and other international organisations who stimulate VGGT's diffusion .

The Global Donor Working Group on Land has accepted the Continuum of land rights as a basic land rights principle, as they are gathered around the

diffusion and implementation of the VGGT. This is an important fact, as donors need to support the implementation of the Guidelines at country level.

UN-Habitat, with the support of GLTN Secretariat, also made steps in including pro-poor land approaches in their global policy framework. Last year, 2015, UN-Habitat published the 'Programmatic Guidance Note for UN-Habitat Staff - Promotion and Protection of Human Rights'. This Note is directed to global UN-Habitat, and after having endorsed the continuum of land rights, now UN-Habitat pronounces prominently the importance of land rights in relation to housing.

A last global policy framework worthwhile mentioning in this context is the New Urban Agenda, or Habitat III. Due to the work of the GLTN and its Secretariat in particular, land has become increasingly important for UN-Habitat and its agenda since Habitat II (1996). With the upcoming Habitat III Conference in October 2016, it has been of utmost importance for GLTN to take part in its preparations. GLTN has been able to produce research and UN-Habitat-wide briefing documents that prove the importance of land in the New Urban Agenda and is actively participating in the current preparations of the content of the Conference

The above mentioned GLTN achievements (GLII, incorporation of the continuum into the VGGT and research and advocacy within UN-Habitat) explain GLTN's contribution to this outcome being rated as *important* by 70% of respondents. Moreover GLTN's role was described as 'crucial' in relation to the policy frameworks of the SDGs and Habitat III.

### 3. Global policy frameworks include GLTN tools and approaches to **monitor** the implementation of pro-poor gender sensitive land policies by national governments

Next to the former emerging outcome on influencing the content of policy frameworks, there is a separate outcome related to the global monitoring of country level implementation on land reforms.

Before the existence of the GLII platform, the World Bank was the agency known for having one of the most advanced land assessment tools, called the Land Governance Assessment Framework (LGAF). GLTN supported the LGAF process both technically and financially. The World Bank then didn't make direct

use of GLTN tools. However, the World Bank together with GLTN and MCC were the ones to launch the GLII.

The GLII has arrived now at the point of designing a monitoring framework to capture a set of 15 global land indicators, including those incorporated in the SDGs. On the one hand they need to link up with the overall SDG monitoring framework managed by the UN Statistics Committee, while at the same time they need to be simple and easy enough for countries to collect, analyse and report on. UN-Habitat is the custodian agency for SDG Goal 11; while World Bank and UN-Habitat are co-custodian for indicator 1.4.2; and FAO is leading on indicator 5.a.1 and 5.a.2.

As for Habitat III, here also clear monitoring guidelines need to be developed. According to the Secretariat, there is a lot of discussion going on among the different Partners like: WB, IFAD, FAO, LPI and UN-Habitat, around the monitoring of the land indicators. Discussions are needed to come to conclusions on how the different indicators of the different policy frameworks (SDG, VGGT, Habitat III) and the existing LGAF initiative of the WB can be combined or be complementary to each other in monitoring.

GLTN has been part of the creation and adaptation of the different monitoring frameworks (LGAF, GLII), but so far the global frameworks have not used GLTN tools. This may very well change in the coming years, as GLTN is heavily involved in the discussions on convergence of the different frameworks.

Although global land indicators are yet to be mainstreamed at country level for purpose of global land monitoring, interviewed Partners (60%) rated GLTN's contribution to the management of land indicators as *important*. According to them, GLTN has played a key role so far and should continue doing this.

#### 4. International GLTN partners **include** GLTN values and agenda in their own strategies and programming

For a significant number of Partners this outcome seems to have become reality. The degree of inclusion depends on the degree of affinity (vision and mission) Partners have with the GLTN values and agenda.

For the Partners who are working with the tools and approaches at country level the inclusion of GLTN

values and agenda is very high. For example, the capacity development efforts around the Fit-for-Purpose Land Administration approach and STDM use and application have resulted in partners rolling out the implementation of the tools within the partners' own organisation and work-context. The Fit-for-Purpose approach has been elaborated into a guide by FIG and World Bank and FIG's members are promoting it. As for STDM in most of the targeted countries like: Uganda, Colombia, countries of the Eastern Caribbean, Kenya and others, Partners are using their own resources and capacity to implement the tool with limited technical support from GLTN Secretariat. The Urban Civil Society Cluster, led by SDI, is working towards the scaling up of the use of the tool from community scale to city scale.

Many partners have included GLTN values and agenda in their own strategies and programmes, be it in different ways, like:

- UN-Habitat included values in guidance note and started to work the GLTN agenda through several regional offices.
- ILC included them in their strategic paper and have been diffusing the gender responsive land rights (using the GEC) as a part of the country strategy in all the countries where the National Engagement Strategy is implemented.
- FAO has created the VGGT where GLTN values are included
- Habitat for Humanity started to include the GLTN values more visibly in their programming, with the Solid Ground Campaign as a good example of this shift in strategy.
- Huairou Commission has increasingly included land tenure and ownership in their strategy and programming.
- ITC has included the GLTN values in their curricula and promotes them to other academic institutions.

In the past years GLTN has deliberately undertaken a range of processes to expose and influence its partners in adopting the GLTN values in their own frameworks. Examples of these global GLTN-led processes are:

- promotion and adoption of land and women agenda by UN Women;



- Global Land Indicators Initiative for monitoring land governance at global scale;
- negotiation and inclusion of Fit for Purpose land administration in the UN Statistics Beijing Declaration on Sustainable Development with Geospatial information;
- the land and post-conflict work at the UN system-wide level involving 22 UN agencies;
- promotion and adoption of land and youth agenda by a number of land actors;
- stronger inter-partner engagement independently from GLTN Secretariat.

Despite the ample achievements that could be observed in this outcome area, the inclusion of GLTN values and agenda is most obvious in global organisations. At regional level where English is not the main working language (e.g. in Francophone or Arabic organisations) progress has been slower as language barriers make this outcome more difficult while fewer efforts have been made in these areas.

Nevertheless, given the above, there appears to be a consensus among global partners that GLTN's contribution has been *important* (100% of respondents).

#### 5. International GLTN partners mobilise own resources to implement GLTN agenda

The degree of resource mobilisation on own account for the implementation of the GLTN agenda depends on the capacity of organisations to acquire funding outside the Network. For CSOs this is easier than for academic institutions. Academic institutions often contribute in time. So far, bilateral donors have supported organisations which needed external funding for GLTN purposes. According to the Partners, the Secretariat has been conscious about the different needs of the different kinds of organisation. At the same time it is remarked that some partners seek harder for alternative funding than others.

Building on the capacity development initiatives undertaken with partners such as IFAD, ILC, SDI, Huairou Commission, Habitat for Humanity, University of West Indies and others, both the STDM and the GEC tools have been rolled out and scaled up by partners with limited or no support from the GLTN Secretariat. In 2013 the GEC is being used in over 30 countries, after the capacities of local partners in use of the tool

were developed by Huairou Commission and ILC with support of the GLTN Secretariat. STDM is now being used by GLTN partners in many countries, often with the use of own human and financial resources, and with limited technical assistance from the GLTN Secretariat. The GLTN Secretariat is conscious of the need for an exit strategy from the implementation of the tools developed. Its role is more and more confined to specific technical assistance, monitoring, evaluation, advocacy and reporting.

In terms of contribution, it appears that GLTN tool development provides partners with a means to mobilise resources to use these tools independent from GLTN. This implies that the development of sound and relevant tools, and with that the GLTN contribution, has been important.

#### 6. Global platforms provide implementation support of GLTN tools and approaches to national governments

Global platforms such as the International Federation of Land Surveyors (FIG), Slum/Shack Dwellers International (SDI), ILC and Huairou Commission demonstrated remarkable progress on this outcome.

FIG and the Young Surveyors Network together with research and training institutions and global platforms, like the Huairou Commission, organise land management capacity development events, in which recently graduated land specialists are trained in GLTN tools and approaches. More than 1000 graduates have gone through this course by now.

The International Land Coalition (ILC) and the Huairou Commission promoted the GEC and improved the capacity of 70 focal points in 20 ministries from over 15 countries, through trainings in Togo, South Sudan, Cameroon, Indonesia, DRC and Malawi. ILC is actively encouraging the National Engagement Strategies (NES) platforms present in 20 countries to use the GEC tool to analyse land policies, raise awareness of gender issues and integrate a gender-sensitive approach across their work.

SDI through its affiliates organises exchanges or learning tours among countries and even among continents (between Asian and African countries) for government officials.

The effective change in acceptance of approaches and tools takes time and so far is less visible at government level. This together with the fact that GLTN is present in only a small number of all the countries dealing with land issues, was the reason for the majority of interviewed Partners to rate GLTN's implementation support to national governments as *moderate*.

### 7. Donor organisations understand how land issues influence larger development outcomes and support the GLTN agenda through funding

The fact that most donors adhere to the Sustainable Development Goals agenda, is a sign that many donors have integrated land in their international development policy frameworks. In general land issues are increasingly integrated in the programming and funding of the donors. There is a number of examples that can demonstrate this shift:

- The funding of the creation of the VGGT with its official global endorsement in 2012 by different donors. Nowadays donors like EU, GiZ and DFID finance the implementation of the VGGT in different countries.
- The creation of the Global Donor Working Group on Land in 2012 to exchange experiences and insights and coordinate efforts on land issues, especially on the implementation of the VGGT.
- IFAD finances different researches and activities in the context of land rights. In country government programmes land is intended to be included always.
- German government launched the programme "Strengthening capacities for Land Governance in Africa (SLGA)" within its special initiative 'One World - No Hunger'. Part of the programme is the establishment of the Network of Excellence on Land Governance in Africa (NELGA), an initiative launched in collaboration with WB and ECA in order to support the AU in the implementation of LPI and VGGT.
- SDC also supports the AU in the implementation of LPI and VGGT.
- SIDA and Norwegian Ministry of Foreign Affairs have been financing GLTN for already many years and are very much aware of the importance of land in development programmes.

However, although these initiatives exist, land is still not a fully integrated part of every housing or food security event, conference or programme. The fact that the GLTN has a limited number of donor partners and is not able to secure full financing of the Programme Phase 2 are signs of this. Except for a few of them (coinciding with the ones financing the GLTN Programme), land still seems to be a side issue for most donors. Even donors like the German Federal Ministry for Economic Cooperation and Development (BMZ) and its technical agency GiZ land indicate not having fully mainstreamed land in their food and housing related work.

The examples above show a change in mindset among donors towards an increased recognition of land as key development issue, especially since the global endorsement of the VGGT and the need of its implementation at country level. However, the contribution of GLTN in this shift is difficult to distinguish. Obviously there are many occasions where GLTN directly interacts with donors (at country level in donor coordination, at regional level in collaboration around initiatives like the LPI, at global level in the VGGT, SDG, GLII and Habitat III) it is difficult to translate this into a well-founded contribution claim. In bilateral interviews, donors state to be guided primarily by decisions of national politics and by global commitments (which are influenced by GLTN as can be seen in the earlier outcome areas).

Donors interacting more intensively with GLTN are the ones more open to (keep) funding of GLTN agenda. At the same time other donors who are not interacting with GLTN on a regular basis, although active in land issues, are only partly aware of the presence and benefits of GLTN approaches and tools.

In summary one can conclude that progress in this outcome area certainly has been made but that a direct contribution claim is difficult to make. Many more factors are at stake in this including global commitments to policies that GLTN has directly contributed to. An indirect contribution claim would therefore be justified. It is in this light that interviewees perceive GLTN's contribution to this outcome as *moderate* (60%).



**8. International academic institutions mainstream pro-poor and inclusive land tools and approaches in their learning Programmes.**

and

**9. International centres for learning develop knowledge & awareness of land stakeholders on pro-poor land tools & approaches**

These two emerging outcomes turned to be closely related and information on the two in documents and interviews was rather mingled. Therefore these two outcomes are combined here.

These outcomes only started to become important during GLTN Phase 2 with the focus being on the training of recent graduates from land administration studies. As these interventions have started only recently the outcome level changes in these areas remain relatively small.

Northern universities like the University of Twente, University of Munich, University of Antwerp, East London University and University of Florida are the ones most prominently involved in producing teaching materials and research and are teaching inclusive land management themselves. In addition an online academic curriculum containing 'teaching essentials for responsible land administration' is designed. Once available online universities from all over the world can tap into the material at any time and for any purpose. Universities and other higher learning institutions involved in the Network for Excellence in Land Governance in Africa (NELGA) are actively involved in this project.

As for research and training institutes in OECS countries, only the University of the West-Indies has reportedly made significant progress in this outcome area. Its teachings in land administration have changed and are undertaken with a stronger pro-poor and gender responsive focus. The University is also involved in the land policy work for the OECS.

Other universities show interest but are yet to demonstrate real progress in this, but there are prospects that this will change in the near future. Also here there appears to be a difference in progress between language areas with French and Arabic speaking universities not really taking part so far

In conclusion, overall progress in these outcome areas has been limited meaning that it is too early to judge GLTN's contributions apart from the fact that so far its contribution has not yet been able to make a discernible difference.

## Emerging outcomes at the Regional Level

GLTN has supported the following regions: Africa, Asia and the Pacific, Latin America and the Caribbean (including the Eastern Caribbean) and Arab States.

For the regional level also a set of emerging outcomes were formulated together with the Secretariat (see annex 2). However, during the interviews and desk review it turned out that some outcomes were overlapping and others too broadly formulated. The MTR therefore reports on a limited number of regional emerging outcomes;

### 1. Regional platforms include GLTN tools and approaches in their agenda and programming

#### *Africa*

The major results at regional level are related to the Land Policy Initiative (LPI) for Africa, a collaboration effort of the African Union (AU), AfDB and UN-ECA. GLTN partners and Secretariat contribute(d) to the implementation of the AU Declaration on Land Issues in Africa by leading capacity development efforts that support member states of the AU in the implementation of the Declaration, in line with the Framework and Guideline for Land Policy Initiative.

GLTN Phase 2 so far has played a significant role in the strengthening of this Initiative. The partnership that has been forged between GLTN and LPI has witnessed a steep learning curve and has provided an example for other regions to follow. The collaboration has resulted in optimistic expectations in addition to generating momentum from key actors and stakeholders to support land policy processes across the continent. This is evidenced on the one hand by the endorsement of the LPI's Framework & Guidelines (F&G) and the adoption of the Declaration on Land Issues and Challenges in Africa by AU member countries as key guidelines in developing / implementing land policies, and on the other hand by the creation of supporting initiatives like the Network

of Excellence on Land Governance in Africa (NELGA), which was launched in collaboration with WB and UN-ECA for the further implementation of LPI and VGGT. NELGA came into existence last year and is meant to unite African academics, civil society, private sector, land sector and government to address gaps in training, statistics and research on land governance.

### **Asia and Pacific**

First discussions on the Asia-Pacific Regional Land Tenure Initiative were initiated in 2014. After two years of dialogue and exchange of information, the debate around pro-poor and gender responsive land rights was formalised last year in the creation of the multi-stakeholder platform called Regional Land Tenure Initiative. The GLTN Secretariat, together with UN-Habitat's regional office, UN-ESCAP, FIG, WB, ILC and FAO have collaborated to make this happen. The Initiative is an arrangement similar to the Land Policy Initiative in Africa and led by UN-ESCAP. The strategy will include outreach activities toward targeted audiences (government, civil society, professional bodies) which should culminate into a political momentum through support given to UN-ESCAP and other regional partners: ANGO, IFAD, FAO, WB, ACHR, RMIT, FIG, HfHI etc.

### **Latin America and the Caribbean**

The OECS, which consists of nine member states of the Eastern Caribbean, started their regional land policy process earlier, with the support of the Australian Government. In 2012 GLTN started to support the OECS in the existing Land Policy Reform in Eastern Caribbean in collaboration with the UN-Habitat regional office and the University of West Indies. The support consists of the formulation and adoption of the regional land policy guidelines with a focus on social inclusion. Implementation is starting and some countries started to work with GLTN tools.

As for Latin America and the Caribbean as a whole, land stakeholders have been gathered in the multi-stakeholder platform called LAC Urban Land Tools Cluster. Habitat for Humanity plays an important role here. The regional platform is still rather young and focuses on tools, including GLTN tools. However, it is still too early to be able to see the inclusion of tools and approaches in agenda and programming.

### **Arab States**

In this region so far the work is mainly done by the Arab Union of Surveyors, the Urban Training and Studies Institute-UTI and the regional office of UN-Habitat. A regional multi-stakeholder platform, which would include or link with the League of Arab States, is not yet established.

### **2. Regional platforms provide implementation support of GLTN tools and approaches to national governments**

This is actively happening in Africa and the Eastern Caribbean. A first intention to reach national governments is taking place in the Arab States.

#### **Africa**

The support in the implementation of the Framework and Guidelines on Land Policy in Africa Strategic Plan resulted in increased capacity of land stakeholders towards more pro-poor, fit-for-purpose and gender responsive policies, tools and approaches. Through joint action and in collaboration with other continental partners (like RCMRD and ECOWAS Commission), a series of learning events took place: 180 change agents and land stakeholders gained more knowledge and capacity on innovative and cutting-edge land tenure and land administration solutions

GLTN partners started supporting the LPI on joint Programming around sustainable urban development, establishing and strengthening networks of excellence and knowledge management on responsible large-scale land-based investments.

GLTN's contribution has been significant to the progress of LPI at regional level. The Network has been leading the implementation of the capacity development component of LPI's Strategic Plan aimed at addressing pressing land governance challenges in Africa. Experiences in this process were gathered and synthesized into the Capacity Development Framework (CDF) for LPI and provides important entry points for future capacity development initiatives. In addition, GLTN has contributed to the implementation process in its advisory function as a member of the Steering Committee of LPI. In 2014, GLTN and its Partners provided technical and financial support to the LPI Secretariat in the preparation and implementation of the Inaugural Land Policy Conference that was held in Addis Ababa. This led to

the opening of space for land policy dialogue and the strengthening of capacity for land policy in Africa.

#### **Eastern Caribbean**

STDM has been introduced in St. Lucia, St. Vincent and the Grenadines; and national land policies and Land Policy Guidelines were introduced.

Participants from the Organisation of Eastern Caribbean States (OECS) and regional representatives of FIG's Young Surveyors Network were trained in the Social Tenure Domain Model, after which the piloting of STDM started in Eastern Caribbean, within the context of family lands to provide increased tenure security to the local communities. The University of West Indies will apply STDM.

OECS Member States issued country papers highlighting land challenges at country level and how they can be addressed; GLTN mainstreamed gender and youth issues to align them with international practices. The support resulted in the development of national land policies in St. Lucia and St. Vincent. In addition, generic Land Policy Guidelines have been developed for OECS to ensure the smooth development of the land policies.

#### **Arab States**

In 2015, the Arab Union of Surveyors gave space and visibility to GLTN partners from the region to present its fit-for-purpose land administration approach and pro-poor and gender responsive tools to a wide audience of 250 land surveyors and practitioners from the region during a conference 'Surveying and Development' in Egypt. This shows how capacity development efforts enabled regional partners to understand and advocate for the GLTN work in the region and to develop other stakeholder capacities.

#### **3. Regional platforms use GLTN tools to monitor the implementation of pro-poor gender sensitive land policies by national governments**

No information was available on this outcome, so it seems all regional platforms have not come yet to the level of monitoring the implementation of pro-poor gender sensitive land policies by national governments.

#### **4. Land policy stakeholders operating at regional level acknowledge customary & informal land rights in continental frameworks**

As the inclusion of GLTN tools and approaches in regional frameworks includes the acknowledgement of customary & informal land rights, and regional frameworks are mostly operated by regional platforms and land policy stakeholders, this outcome turned out to be too broad and overlapping. It was therefore not further elaborated.

#### **5. Land policy stakeholders operating at regional level acknowledge women's and youth land rights in continental frameworks**

For most continents the acknowledgement of women's and youth land rights has been integrated in the frameworks as part of the pro-poor and gender responsive approach to land rights.

#### **Africa**

GLTN and LPI have agreed to collaborate in joint programming in the area of strengthening women's land rights. This is particularly in light of the commitment made at the AU inter-ministerial Specialized Technical Committee (STC) on Agriculture, Rural Development, Water and Environment held last October 2015, to work towards increasing registered land allocated to women to at least 30%.

In many African countries, land ownership inequalities and landlessness is growing. In some cases, it is high enough to undermine shared growth and social cohesion. Women's ability to access land and to claim, use and defend rights to land and other natural resources is weakened by their status within the household and community due to discriminatory customary or statutory laws (ILC, 2014).

The need to address the unequal access of women to land can also be found in other agreements, like the Africa Agenda 2063, the Framework & Guidelines of the LPI (F&G), the AU Declaration of Land Issues and Challenges, the 2003 Maputo Declaration to the African Charter on Human and Peoples Rights (ACHPR) on the rights of Women in Africa and the 2004 Solemn Declaration on Gender Equality in Africa. They all call for action to address gender inequalities in access to land.

### Arab States

The Arab Union of Surveyors and Urban Training and Studies Institute (UTI) took the lead in developing the guidelines for increasing women's access to land in Muslim contexts, together with other partners such as the University of East London, International Islamic University of Malaysia (IIUM), Habitat International Coalition (HIC), the Norwegian Refugee Council (NRC) and UN-Habitat. The guidelines propose a regionalized approach for increasing women access to land that combine national and international frameworks with elements of the regional cultural and religious tradition.

### 6. Regional centres for learning develop knowledge & awareness of land stakeholders on pro-poor land tools & approaches

#### Africa

RCMRD (Nairobi) in collaboration with the University of Twente, Kadaster, FAO and UN-Habitat organises trainings on land management and the practical application of GLTN tools for mid-career land professionals from African countries. Government officials are invited during the first days of concepts and approaches, then the professionals continue another two to three weeks on the practical applications. This work is complementary to the training efforts of the Young Surveyors Network for the recently graduated land administration professionals.

Although they are not regional level entities, it is worthwhile to mention that some national universities, like the Technical University of Kenya (TU-K) and the Makerere University in Uganda, are getting involved in the application of GLTN tools like the STDM and that they have been enthusiastic about the tool. This does not mean that they've gone through a process of full change in mindset in approaches, concepts and alternative land administration tools, but it does hint at its possible start.

#### Eastern Caribbean

In the Eastern Caribbean the University of the West Indies has been responsible for working on mindset change of land stakeholders, like the OECS and its member states.

### Arab States

In the recent efforts to work on pro-poor and gender sensitive land rights and tools in the Arab, the Urban Training and Studies Institute (UTI) has joined the Arab Union for Surveyors in the capacity and awareness development of Arabic land specialists.

### 7. Regional land related Programmes & initiatives implement GLTN tools and approaches

Two cases deserve to be mentioned here, as the other initiatives are linked to the regional platforms and are mentioned under Outcome 2.

The first regional programme that responds to this Outcome is the LPI. As mentioned above, the capacity development component of the Programme is managed by GLTN and thus includes GLTN tools and approaches.

The second case concerns the IFAD supported Land and Natural Resource Tenure Security Learning Initiative for Eastern and Southern Africa (TSLI-ESA). This Programme seeks the development of knowledge management strategies and approaches to mainstream access to land and tenure security for poor people in development programmes. Since 2013 the programme funds awareness raising and knowledge management, capacity development and tool implementation in Uganda and Kenya, while scoping of interventions was done in Malawi and Mozambique.

Under the TSLI-ESA four researches have been undertaken, and disseminated. They contributed to improving the knowledge on land issues and on appropriate measures for strengthening land and natural resource tenure security of the poor, women and vulnerable groups.

### Contribution of GLTN Phase 2

In order to be able to identify the contribution of GLTN in the changes around the emerging global and regional outcomes, the three Expected Accomplishments (EAs) of GLTN Phase 2 are put next to the identified changes:

1. Tool development for access to adequate concepts, approaches and tools

2. Knowledge building and advocacy for increased awareness, understanding and knowledge
3. Capacity development for strengthened capacity of partners, land actors and targeted countries to use the concepts, approaches and tools

The investigated outcomes present the changes in behaviour of key land stakeholders. They are not directly linked to one of the Expected Accomplishments, but rather are the effects of the mix of outputs delivered under all three Expected Accomplishments. Therefore the contribution of GLTN to the emerging outcomes is to be derived from all three Expected Accomplishments, as a combination.

There are a number of important contributions to be mentioned at both global and regional level.

#### Global contributions

##### 1. Tool development

Global outcomes (Global Outcomes 1, 2 and 3) related to the inclusion of new concepts and tools in policy frameworks and their monitoring have benefitted greatly from GLTN. Global initiatives like GLII (and thus SDGs) and VGGT would not have been the success they are today without the contribution of GLTN in concepts (Continuum of land rights) or tools (global land indicators linked to a country-focused monitoring system). Due to the social perception on land and the access to technical skills of GLTN Partners, both initiatives could be pushed to a higher level of quality and content.

The outcome related to the support of global platforms to national government (Global Outcome 6) also made gratefully use of the GLTN's tools development. Only with high quality and proven tools, like the STDM and Fit-for-Purpose approach, national governments can be convinced to reform land policies. As these tools have reached maturity in their development during GLTN Phase 2, work with national governments has become easier. GLTN Partners such as the professional bodies and academic institutes have contributed in the quality of the tools, while the CSOs have made sure that testing and piloting could take place on the ground.

As for the outcomes related to the mainstreaming of new approaches and tools in international training and

research institutes (Global Outcomes 8 and 9), mainstreaming of tools in curricula has started due to the advanced progress in concepts such as the Continuum and in tools such as STDM.

##### 2. Knowledge building and advocacy

All outcomes related to the acceptance of GLTN tools and approaches of land stakeholders outside the Network have been targeted by the outputs of this Expected Accomplishment (research, action for learning, publication materials, presenting findings at strategic events, etc.). This concerns Global Outcomes 1 to 3 on global land actors and global policy frameworks and Outcome 7 on donors. Especially in the context of the SDGs, Habitat III and VGGT, advocacy has been of utmost importance in the period of GLTN Phase 2, making use of up-to-date data and information on the urgency of land rights. Researches and analyses were done before and during the engagement of GLTN in these initiatives.

The trend has been that once a global land actor is convinced of the benefits GLTN brings to the land arena, they become a partner or a member. From that moment on knowledge building continues to be useful, but advocacy is less needed. They even become advocates themselves. Knowledge building helped partners and members to fulfil their role as developer, tester, implementer, or advocator of the tools. In many cases they themselves contributed to the information gathering and sharing.

##### 3. Capacity development

GLTN Phase 2 has heavily supported its Partners and in some cases Members of the Network (Global Outcomes 4, 5 and 6). Global Partners have engaged more deeply in the tool development processes or in the implementation of the tools, where they gained insight and leverage. This has happened with finances of GLTN Phase 2 or with own resources and can be noted in the global processes around STDM and Fit-for-Purpose approach development, as well as the GLII and VGGT initiatives. In the latter case GLTN Phase 2 has been decisive in the funding of these learning processes. The GLTN has played a crucial role in providing technical assistance where needed.

The deep involvement of Partners in different areas of work has stimulated them to become more familiar and part of the GLTN values and include them in their own daily work. As mentioned before, this is mostly



seen with the Partners who are engaged in the development, testing and implementation of tools at country (or even community) level.

GLTN Partners, especially the international research and training institutes have been involved in the training of other academic or training institutes and the capacity strengthening of many members of another GLTN partner, FIG.

### Regional contributions

Although all three Expected Accomplishments have been actively delivered at regional level, EA 3 on capacity development clearly gained most weight in the Programme's contribution.

#### 1. Tool development

At this level the elaboration of policies, frameworks and guidelines has been essential in the work of GLTN (Regional Outcome 1 and 5). Partners have joined in the formulation processes, like the University of the West Indies in the Eastern Caribbean.

During the first years of GLTN Phase 2, in Africa and the Eastern Caribbean tools also have started to play a role at country level, where the regional agreements have to be implemented. Here again STDM has been important (Regional Outcome 2).

#### 2. Knowledge building and advocacy

In most regions, except maybe for the Eastern Caribbean and the Arab States, these formulation processes followed a first period of knowledge building and advocacy in which GLTN Partners convened regional key land stakeholders and supported in the creation of the multi-stakeholder platforms, capacity development has been a key element (Regional Outcome 1). Also in the area of acknowledgement of the access of women and youth to land (Regional Outcome 5), this EA played an important role, as GLTN for example could advocate for these rights in the collaboration with the LPI.

#### 3. Capacity development

After the support in elaborating legal frameworks, GLTN and its Partners have been heavily involved in capacity development (Regional Outcome 2). Especially in the Land Policy in Africa, where GLTN even has been in charge of the capacity development component of the LPI Strategic Plan. And in the Eastern Caribbean, where GLTN Partners have taken on the capacity development of land actors in

countries where land reform has started (Regional Outcome 6). Additionally, Regional Outcome 7, concerning regional Programmes implementing GLTN tools and approaches, refers to Programmes that actually in part take care of the capacity development proposed in this EA.

Overall, GLTN Phase 2 has contributed significantly to most of the emerging outcomes. Important steps have been taken in global and regional policy frameworks and increasing commitment is shown among the global Partners. Influence seems to be less present or directly obvious in the realm of the donors and among the regional research and training institutes.

## Lessons learnt

### Global level

- Inclusion of land in the SDGs was successfully influenced through the GLII platform. This has been a success due to the collaboration of a few strong initiators and active engagement of a large group of Partners and Members along the way. The backing of the land indicators from UNDP, UN SDSN and the Global Donor Working group on Land was of great value to this process.
- VGGT includes the principles of the Continuum of land rights and is officially globally endorsed, but as the implementation is taken on by an increasing range of different land actors, through different initiatives at global, regional and country level, GLTN tools are not always present during implementation. There is a need for coordination and knowledge exchange among the different donors, agencies and governments to optimise effective and efficient country level implementation of the VGGT.
- Habitat III includes land as a crucial issue. The active involvement of the GLTN Secretariat and Partners has been important to achieve this.
- GLTN Partners are increasingly including GLTN values and agenda in their own strategies and programming. This process of inclusion is a result of coinciding affinity (vision and mission) and increased involvement in the GLTN and its work. Use of own resources for GLTN agenda is happening, but not by all in the same degree.

- Global platforms are able to reach a wide audience, even more when linking up with each other. They provide extensive networks of land actors.
- Donors accept land as an important issue, but programming and funding is still limited, except for a few. Influence of GLTN on the donors outside the Network has been limited.
- Research and training institutions are slowly moving away from training graduated land specialists to changing land management curricula of universities. However the number of changing universities is still very low.
- Collaboration and coordination among global land actors has increased and joint land programmes are initiated. However, within the network there is still competition among a number of partners, especially among the powerful players at global level.
- There is hard work going on to define how to monitor global and regional changes. This goes for the land indicators of the SDGs, LPI and Habitat III monitoring frameworks. The current need for establishment and harmonisation of these three frameworks is a major opportunity to

bridge the existing gap on global land monitoring.

#### *Regional level*

- In Africa advances have been most visible, which is clearly a result of the active involvement of the GLTN (Secretariat and Partners) over the past years. Implementation of the AU Declaration of Land through various targeted interventions is taking place.
- In the Eastern Caribbean implementation of the regional land policy has started as well. Here GLTN has stepped in later, and supported to include pro-poor and gender sensitive focus in the policy.
- In Asia and Pacific a similar initiative as the LPI is happening right now, again with the active involvement of the GLTN. The platform has recently been established.
- In LAC no formal collaboration among countries exists yet, except for a tool platform, which includes GLTN tools.
- Relatively few regional programmes are initiated by others than the regional platforms.

## 5 ACHIEVEMENTS AT COUNTRY LEVEL

### Introduction

The assessment of country level implementation focuses on three priority countries to which field visits were conducted: DRC, Uganda, and Kenya.

The sections below discuss interventions and related progress towards outcomes as well as the contribution of GLTN towards this progress per country. The findings focus on outcome-level achievements and look at changes in understanding, awareness and capacity regarding land tenure practices and security of GLTN's target groups including poor men and women as well as local and national government and CSO's. Findings have been structured according to the agreed outcome areas (see annex 2). Every section is concluded with a rating of the Evaluation Criteria.

Two main types of interventions through which GLTN pursues desired county level outcomes are being distinguished.

The first type concerns country level pilot testing as part of the tool development processes and is indicated by GLTN as 'country engagement'. In this case a "testing ground" is created for the developed of GLTN tool in which capacity of implementing partners is build. Testing and capacity building go hand-in-hand in GLTN its approach. Pilot tests take place at small (community) scale, after which revisions and improvements on the tool are made. Lessons of these pilots, or "incubators", should be captured, documented, analysed and stored so that knowledge (not information) can be shared among GLTN Partners, its particular Clusters and Members. Based on the pilot testing experiences capacity of GLTN Partners and national implementing partners can be built, so that they are able to expand tools and bring it to scale. Now other cities, municipalities and countries can benefit from the tool.

The second type relates to country interventions where GLTN gets involved in country level land reforms. This takes place in three different ways:

1. Full scale engagement; in these countries several if not all intervention areas of the Country Implementation Plan (see below) are applied, which requires more range and intensity in investment. DRC and Uganda are the two countries where GLTN has committed itself to full-scale engagement.
2. Value additions; which concerns the majority of GLTN interventions at country level, namely by providing "added value" to already ongoing work and implementing through the national implementation partners already present and active in the country, building their capacity. In Kenya so far value addition has been the focus of the intervention.
3. Technical assistance; responding to specific technical requests related to tools and approaches, policies and procedures.

The GLTN Country Implementation Plan (2013) has identified five main areas of interventions being: (1) knowledge and awareness-building, (2) land policy reform, (3) donor coordination, (4) capacity development, and 5) tool development and implementation.

The core of its strategy at country level is the focus on 'value addition' and the strengthening and collaboration with and through partners. These partners are national, local and municipal governments, development partners, civil society, grassroots organizations and other non-state actors who work towards tenure security in both local/community and national level. Some of these partners may be GLTN Partners. The main country level outcome is strengthened capacity of these partners who promote and implement appropriate land policies, tools and approaches that are pro-poor, gender appropriate, effective and sustainable (Country Implementation Plan, 2013, p.2). Country interventions hereby largely contribute to Expected Accomplishment 3 of GLTN Phase 2 programme, focussing on strengthened capacity of partners in order to promote appropriate pro-poor and policies, tools and approaches.



This chapter mainly reflect the findings from the three country visits that together with relevant documents were used to gather information on the agreed outcome areas (Annex 2). These outcome areas are linked to key stakeholders who need to take on certain responsibilities and roles to assure effective land reform at country level (i.e. reflect desired behavioural change of a particular actor) with the exception of outcome area 4 - the Land related Programmes & Initiatives. The stakeholders whose behavioural change has been reviewed include:

1. National policy makers and/or government
2. Donors operating at country level
3. Land related Programmes & initiatives
4. Academics operating at country level
5. Local government
6. CSOs
7. Grass roots organisations
8. Communities and land concessionaires

Below, the observed changes per outcome area are described per country following a brief introduction of the programme interventions. Some outcome areas are grouped when it appeared that observed outcome achievements relate to behaviour change of more than one target groups. At the end of the chapter the perceived GLTN contributions to these outcomes are described.

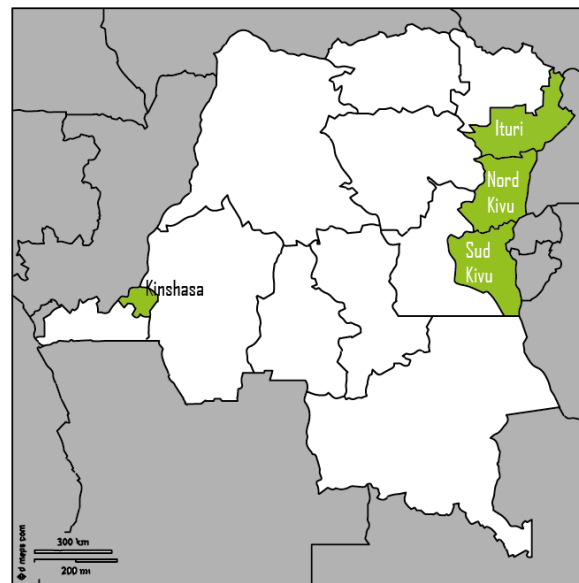
## The Democratic Republic of Congo (DRC)

The GLTN Programme in DRC builds on and supports the UN-Habitat Programme in the country, thereby providing *added value*, although boundaries between the two are not easily drawn. Interventions started in 2009 with community based efforts to solve the many conflicts around land, which were at the heart of the civil war. The country had inherited a flawed and biased land registration system from its colonial rulers, perpetuated by the post-independence regimes. The co-existence of formal and (the legally not acknowledged) customary law, and often haphazardly administered registration procedures have led to overlapping land titles. In addition, confusion and (ethnic) tension have been caused by changes in

ownership during the wars, whereby original inhabitants lost access to land.

Following a request to address land issues as part of the stabilization process under the Goma Peace Agreement, initially the aim was to systematically address land conflict through mediation in return for the reintegration of IDPs and refugees. The focus was on the eastern provinces, first in North Kivu; followed by Oriental and South Kivu provinces. Based on this experience GLTN developed the Land Mediation Tool. Gradually, the land conflict resolution project was transformed into a more coherent land Programme built around three key components: 1) addressing land and property disputes using alternative dispute resolution mechanisms; 2) supporting the land administration; 3) supporting the national land reform process. Added objectives since 2016 are land sector coordination (4) and knowledge management (5).

Figure 4: Intervention Areas in DRC



With regard to 1) GLTN is implementing the use of STD and GEC in addition to land mediation. In some communities in North and South Kivu, upon the signing of peace agreements, communities participate in the delineation of land and community development planning. These efforts result in certificates describing socio-demographic data and land coordinates, established in collaboration with the provincial and customary authorities. The documents serve as a basis for the pursuit of formal land titles. In the process the men, women and youth of the community also agree with the provincial and

customary authorities on the reservation of public space for roads and services such as schools, health and community centres, and burial grounds. In collaboration with other parties, such as the FAO, WFP and UNDP, livelihoods are addressed as well. The ambition of the Programme is to evolve towards a holistic integrated land use planning approach. STDM is still in a pilot stage in the Eastern Provinces; its projected application in a slum area of Kinshasa has not yet started, being part of the PSUP that has delayed in planning. The use of the GEC checklist was only just beginning at the time of the MTR and could not yet be assessed. Both tools have been adapted to the local context though and translated into French, which will facilitate their access by other francophone countries.

The land administration (2) is supported at the provincial level through technical advice, technical capacity building, and the provision of equipment allowing the cadastre to move from a paper based (still largely colonial) administration to digital systems.

In Kinshasa, the national land reform process (3) is supported through a member of staff, positioned to provide technical assistance, ensure that the topic remains on the political agenda, and advocate for an inclusive process. The Ministry of Land has also benefited from a number of studies carried out by GLTN, among which a study on women's access to land in DRC, a historical review of the land sector in DRC, and most recently a joint Land Sector Review by the World Bank, UN-HABITAT, and GLTN (5) following a review in 2012 by the LGAF

### **Emerging outcomes at the country level<sup>4</sup>**

**1. Coordination and harmonisation of civil society, donors and government efforts (outcome 2 and 6).** In terms of land sector coordination GLTN plays an active role in organising civil society through the national and provincial level CACO5 networks. The national CACO was created in 2013 and the provincial networks for North and South Kivu have been running since 2014.

<sup>4</sup> The outcome numbers refer to the outcome areas identified on Country level as described in Annex 2.

<sup>5</sup> Cadre de Concertation des organisations et réseaux de la Société Civile pour l'amélioration de la gouvernance foncière en RDC (CACO).

GLTN is leading in organising the network meetings and the capacity building of the members. The purpose of CACO is to exchange information, mutually increase awareness about land rights topics, and coordinate efforts. In North and South Kivu provinces, 67 civil society organisations and platforms have committed to working in a more coordinated manner, whereas 24 organisations, members of provincial platforms and the CACO at the national level have approved a joint work plan and signed an agreement of cooperation. This was an outcome of two workshops in March supported by GLTN.

GLTN also has a convening role in the government led National Committee for Land Reform (CONAREF), which comprises multiple stakeholders and operates under the authority of the Minister of Land. It is precisely because the minister has taken this role that the committee is delayed and the land reform process was halted for two years: the members felt that a more autonomous position was necessary for the committee to be able to realise the reform. Although the programme's influence is difficult to establish on this level, given the multitude of players and the limited number of concrete results, the facilitating and convening role of GLTN has been acknowledged and there are good indications that the December 2015 workshop organised by GLTN led to the revision of the by-laws of the national reform committee by April 2016.

At the field level, the Programme has established collaboration with the WFP, UNDP and FAO, with the purpose of contributing to the viability of the areas that benefited from conflict mediation and STDM.

In spite of the various coordination efforts taking place, there is no deliberate country level coordination and task division among the GLTN Partners themselves.

**2. Enhanced tenure security for communities (outcome 7 and 8).** The awareness created at the community level is substantial and irreversible. It has led to increased negotiating power of peasants vis-à-vis the authorities and big land owners, to women accessing land where their rights were previously unacknowledged, and to peace and stability in communities that were plagued by conflict for many years. It is observed that big land owners cooperate

with the participative mediation process and agree to grant access to or confer land to community members

In the interventions communities, men, women and youth of different ethnicities are involved in joint conflict resolution and land management. Where successful, land mediation resulted in the signing of Peace Agreements by the parties to a conflict, witnessed by other key stakeholders. During the Programme Phase II period 27,712 persons benefitted from conflict resolution. In two pilot communities STDM is being applied, leading to participatory enumeration and the development of public spaces and employment in the village.

**3. Local government adoption, development and implementation of pro-poor inclusive land policy (outcome 5).** Most promising are probably the changes happening at the level of the provincial authorities in North Kivu. Provincial and customary authorities are engaged in the improvement of land rights of community members in the intervention areas. In North and South Kivu they participate in the agreements on land as part of land mediation and STDM. The land minister shows sincere interest in improving land management and invests state funds in doing so. He is supported by a land expert who has worked with the GLTN Programme a lot and who is a strong believer in land sector reform. If well supported the experience in North Kivu could be further expanded and create leverage for wider change.

Ample evidence from interviews suggests that the above mentioned outcomes at the provincial and community level can be attributed to the Programme, as executed by the Regional UN-Habitat Office and partners, with technical assistance from the Secretariat.

**4. CSO's acknowledge the continuum and apply/ up-scale pro-poor inclusive land tools (outcome 6).**

Another interesting development at the community level is the up-scaling by local civil society groups of land mediation. Local NGOs who have been capacitated on the mediation process take the practice to scale without further support by GLTN. Although these are positive outcomes, the results remain fragile in the context of insecure livelihoods and unresolved land management issues. They will need to be reinforced through the application of STDM, livelihood strengthening and land sector reform. The GLTN programme has been instrumental in getting this process going, but to realise the further up-scaling is not within the Programme's sphere of control. GLTN is however in a position to influence key stakeholders and civil society networks to make this happen.

The Programme also generated some **unexpected outcomes (4, 5 and 8)**:

1. Researchers from the University of Béni initiated a process of participatory enumeration and conflict resolution in Béni. The researchers subsequently benefited from training by GLTN.
2. Inspired by the above experience, the provincial authorities in Goma are engaged in participatory enumeration in Goma City in collaboration with the University of Béni. This government initiative is technically supported by GLTN but financially sustained by the administration.
3. Following the participatory land registration, the inhabitants of Rutshuru start to invest in the pursuing of formal land titles and claim eagerness to start to invest in brick houses once these are ensured.

Table 1: Scoring of the Evaluation Criteria - DRC Interventions

Criterion	Score	Justification
Relevance	4 (satisfactory)	The Programme meets widely acknowledged needs of the rural population and provincial authorities. It contributes to peace and stability through land mediation and with STDM data are collected that were previously unknown. The relevance of the interventions at the national level is harder to assess, but a context specific Theory of Change exercise might reveal that more strategic action is needed to make the land sector reform happen.
Effectiveness	3 (partially satisfactory)	The land mediation component is highly effective; STDM is promising, but still in a pilot phase. Excellent studies have been produced, but they could be better exploited. Given the complex political situation, it would not be fair to attribute the lack of progress in land sector reform to Programme effectiveness alone, but, as indicated above, a strategy expansion towards influencing key policy makers and/or civil society networks so to enhance livelihood and land sector reform, might prove beneficial
Efficiency	-	The information available is not detailed enough to provide a thorough assessment of the Programme's efficiency in DRC.
Impact	4 (satisfactory)	Given the complexity of the change process and the Programme duration, the level of emerging impacts is satisfactory, notably in terms of the bottom-up change process that is being created and the provincial support, especially in North Kivu.
Sustainability	3 (partially satisfactory)	Strong point is the bottom-up participatory approach of land mediation and STDM/ enumeration tools, which creates ownership of the tools and acceptance of its information within the intervention areas. While the tool implementation results are promising, in many cases they are still fragile in terms of sustainability. As long as livelihoods do not improve conflicts can easily re-emerge. For real sustainability land policy reform and implementation is necessary.

## Uganda

GLTN interventions in Uganda started in 2011 with an initial pilot of the STDM in Mbale Municipality. This pilot phase was done in collaboration with the National Slum Dwellers Federation/ ACTogether (a national partner of the Slum Dwellers International (SDI) and the Ministry of Lands Housing and Urban Development under the project called Transforming the Settlements of the Urban Poor in Uganda (TSUPU). After the pilot, STDM was implemented in 14 other municipalities including Kampala Capital City Authority.

GLTN Secretariat is also providing technical assistance to the Vegetable Oil Development Project Phase 2 (VODP2) under the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF). VODP is a large-scale agricultural investment funded by IFAD, Government of Uganda and the Private sector. VODP is using the STDM and participatory enumeration tools to map land, record existing rights and restrictions and solve land conflicts among smallholder oil palm farmers. VODP2 has now officially integrated STDM and

participatory enumerations in its M&E framework and in the coming two years intends to scale up the initiative to 10 districts covering about 4,300 small-scale oil seeds growers –majority of which are poor women and men.

### *Emerging outcomes at the country level<sup>6</sup>*

#### **1. Development, adoption and implementation of pro-poor and inclusive land policies by national policy makers (outcome 1)**

GLTN programme supports the Ministry of Lands, Housing and Urban Development (MLHUD) in the implementation of the National Land Policy (NLP) which was launched and approved by Parliament in 2013. Through this collaboration, the capacity of the Ministry has been built by GLTN programme to strengthen multi-stakeholder partnerships and platform engagement in the land sector. Capacity has been built on the use and implementation of key GLTN tools like STDM, Participatory Enumerations and GEC.

<sup>6</sup> The outcome numbers refer to the outcomes identified on Country level as described in Annex 2.

The continuum of land rights concept is well appreciated by the MLHUD although challenges exist towards adopting the full continuum in its policies and plans. Nonetheless, the MLHUD has developed a National Gender Strategy on Land to ensure that women, men, and vulnerable persons are guaranteed access, control, use and inclusion in the management of land resources in order to derive equity and equal opportunity to transform their lives. A change in mindset is observed and the enhanced capacity has led to the willingness of multi-stakeholder engagement towards NLP implementation.

The MLHUD has developed a Monitoring and Evaluation System to track and analyse progress in the implementation of the NLP. With regard to the changes in the legal framework, the MLHUD has embarked on the review of various laws and regulations to incorporate the use of pro-poor land tools and other innovative approaches for securing tenure for both urban and rural poor in Uganda. Among the prioritized laws under review include the 1924 Registration of Titles Act, 1939 Survey Act, 1974 Surveyors Registration Act, and 1965 Land Acquisition Act. It is anticipated that this legal reform, once adopted, will open a wide spectrum of opportunities for using innovative geo-spatial tools and approaches to foster pro-poor land administration in Uganda.

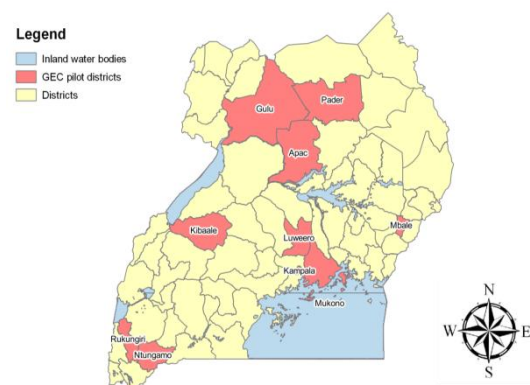
The contribution of GLTN towards the implementation of the NLP, via the development of its policies can be characterised as facilitator and capacity builder to create awareness, on the importance of the continuum, and provide guidance. The professional relationship between GLTN and the MLHUD, as created by the programme, provides a strong basis for the next steps of NLP implementation and systematic budget allocation. Via partnership building and co-operation of the GLTN programme, GLTN members can build on this and find an encouraging environment to support and implement the NLP whereby the Ministry is in a stronger position to coordinate.

## 2. Implementing pro-poor land tools and inclusive approaches to support local government and community to secure their tenure rights (outcome 3, 5, 7)

In Uganda the STDM, participatory enumeration as well as the GEC are being applied. Piloting of the STDM in Mbale Municipality started in 2 settlements

of Mission and Bufumbo cells where a total of 1,183 households were enumerated. Through settlement profiling and participatory enumerations, the work scaled up to other settlements like, Nkoma, Namatala, Maluku, Busambaga, and Moni all located in Mbale Municipality. The success of this implementation resulted into further scoping and up scaling to 14 municipalities including Kampala Capital City Authority.

Figure 5: GEC Piloting in Uganda - February 2015



Source: GLTN- Uganda Plan of Action 2015

Figure 6: STDM Implementation Status in Uganda - February 2015



Source: GLTN- Uganda Plan of Action 2015

The Uganda Land Alliance (ULA), a partner of the International Land Coalition, spearheaded the implementation of the Gender Evaluation Criteria (GEC) in Uganda. After an assessment of gender responsiveness of district plans and other land related instruments in 10 districts of Gulu, Pader, Apac, Kibaale, Luwero, Kampala, Mbale, Mukono, Rukungiri and Ntungamo, over 202 Women Advocates and 169 Male Champions from over 20 Civil Society Organisations received training on the GEC tool to be

able to objectively assess which land interventions are, or have been, more or less gender responsive and advocate for gender equality in the design and implementation of new land interventions. The ULA's interventions were used to frame the section on land rights of women and children in the Uganda National Land Policy. ULA has scaled up the implementation of the GEC in Northern Uganda to strengthen women's access to land and gender justice in post-conflict situations.

The application of the tools revealed a number of gaps among a number of services (water, sanitation, street lighting, roads and flooding, gender discrepancies), and their links with land tenure. The settlement data collected via STDM, GEC and enumeration tools are largely attributable to GLTN and its implementing partners.

In the process of participatory enumeration, increased awareness of land rights and tenure within targeted communities is clearly observed (outcome). Almost all community members validate these enumeration findings via FGD. The set-up of community data centres created awareness on land rights and access to information. This promoted a feeling of tenure security. Community groups literally say "*information is power*". This enhanced awareness is clearly observed in the current possibilities of securing land, like the issuing of different kind of land titles, such as the Freehold, Mailo or Leasehold Title, other tenure instruments like the Certificates of Occupancy provided by the Recorder at the Sub-county level after approval by the Areal Land Committee and the District Land Board or provided by the Landlord, and the allocation letters by city/municipal. Communities are, however, in reality largely incapable to obtain the corresponding documents due to their lack of practical recognition (despite their legal recognition) by e.g. banks for loans, and due to the expensive processes.

This awareness also contributed to enhanced community social protection mechanisms against eviction, land-grabbing or extortion by landlords. Communities interviewed expressed that they are more secure and feel stronger to resist any threats of evictions. While a legal document has not been issued, it is clear that GLTN interventions contributed to the current status of more "perceived tenure security." This finding also explains how security is a

combination of legal enforcement and social legitimacy (including perception).

Protection mechanisms are largely informal and depend on the organisation capacity of the communities. Enhanced awareness is profitable for both poor men and women; especially women gain more power and self-confidence to advocate for their (land) rights e.g. the GEC trained Women Advocates who act as land rights defenders.

Via participatory enumeration, another outcome is observed regarding the relationship between the Municipality and targeted programme communities. Possession of information has led to an improved position of communities to discuss development needs with authorities. It supports, in an objective way, communities' preferred development needs, and it is used to start discussions on improvement trajectories, and thereby creates a stronger position for communities to lobby for, and advocate their needs. More continuous discussions between the Municipal Development Forum and the municipal council and its committees take place regarding local development interventions. These discussions have attracted community development interventions on WASH, roads/accessibility, street lighting, security etc. This is mostly funded by or via donors (e.g. the World Bank through the Uganda Support to Municipal Infrastructure Development (USMID) Project in Uganda), in close cooperation with the Municipality and communities.

Systemic improvements in the planning and allocation of funds at the Municipal council are not yet observed although municipal staff often request data from STDM data centres for planning and budgeting purposes indicating enhanced engagement and usefulness of STDM data for the implementation of land policies. Four data management and learning centres in Masaka, Mbale, Entebbe, and Tororo municipalities were established and equipped with computers and STDM software. The data centres have continued to offer training to municipal staff (e.g. physical planners) and support local communities through settlement profiling, mapping, enumerations and data processing.

Via the Municipal Development Forum community-led accountability structures are being established with the aim of making local governments accountable and



transparent as members of the Municipal Development Forum are represented on the municipal budgeting committees. This supports the outcome on communities to claim their tenure rights.

### 3. Donors cooperate and harmonise funding so to enhance multi-stakeholder partnership and platform engagement (outcome 2, 4, 6, 7)

GLTN programme supported the MLHUD to establish a Land Sector Development Partner's Group (LSDPG). In 2015, MLHUD approached the European Union to host the LSDPG. Currently, the EU and FAO are chairing and co-chairing the development partner's group. MLHUD has also started a comprehensive mapping of all land stakeholders in order to identify stakeholder needs and interests, and to design a framework for stakeholder engagement. This illustrates that donors coordinate and harmonise their efforts with the national government to enhance tenure security and land reform.

GLTN, in collaboration with the Faculty of Geo-Information Science and Earth Observation (ITC) of the University of Twente (a GLTN Partner) in the Netherlands, developed a holistic tool for assessment of land-related capacity development needs of countries, organisations and individuals, for improved implementation of land policy. Makerere University was a key partner involved in the development of the Capacity Assessment tool for land policy. Makerere University is designing a framework for pilot-testing of the tool. This refers to the outcome that academicians mainstream inclusive land tools in Uganda.

In addition, there is evidence of closer cooperation between MLHUD and civil society in translating NLP

into implementation plans and related Programmes. GLTN programme facilitated the discourse and cooperation between civil society representatives and MLHUD, thereby building their capacity on using tools such as STDM, Participatory Enumerations and GEC. Cooperation now mainly concerns the participatory implementation of the NLP through its Implementation Action Plan (IAP) developed by the Ministry of Lands. The MLHUD and civil society partners mention that their cooperation has improved with their interrelationship being more equal. Both parties consult each other when it comes to the translation of policy into plans. GLTN does not steer the engagement process but encourages the MLHUD to play its role. GLTN functions as supporter and stimulates MLHUD to ignite and lead the process through a participatory approach thereby providing added value.

*"GLTN created a broad openness and forum to bring actors together. Before people were working separately from each other. GLTN created a partnership which also prevents duplication of work, thus increasing efficiency and effectiveness in the implementation of the National Land Policy" (CSO respondent).*

The MLHUD has furthermore signed a Memorandum of Understanding (MoUs) with specific civil society organizations on key areas identified in the NLP Implementation Action Plan. This participatory and inclusive implementation process is an important step towards meaningful and acceptable land reform processes.

Table 2: Scoring of the Evaluation Criteria - Uganda Interventions

Criterion	Score	Justification
Relevance	4 (satisfactory)	GLTN via its tools gathered settlement and/or enumeration information that was previously unknown. This information is critical to address development needs through settlement upgrading Programmes, using a participatory and community led approach. The guidance and support of GLTN on national level to bring stakeholders together towards the implementation and funding of the NLP is relevant and within GLTN mandate.
Effectiveness	4 (satisfactory)	GLTN tool information led to enhanced awareness on land rights and security of tenure processes as well as community protection mechanisms against eviction or land grabbing. Legal protection for communities by obtaining the necessary land documentation is limited. National level engagement with the MLHUD led to their enhanced capacity and awareness on the importance of a continuum of land rights. Enhanced support is needed for the MLHUD to steer the implementation of the NLP (inc. gender related policy) through a participatory approach including civil society, legislature and other development partners.
Efficiency	5 (highly satisfactory)	The organisation & management of GLTN interventions is highly efficient. With limited staffing, capable implementing partners, and a participatory approach the interventions achieve important results.
Impact	4 (satisfactory)	STDM/enumeration information is used by the settlement development Programme (USMID) to address community needs. The participatory bottom-up approach of GLTN led to ownership regarding the development interventions and an increased systematic way of planning by local authorities towards community needs.  The collection of STDM/enumeration information led to the establishment of informal community protection mechanisms in the form of municipality development forums. This prevented eviction, enhanced tenure security, and a sense of ownership by the community on its land/structures.
Sustainability	4 (satisfactory)	Strong point is the bottom-up participatory approach of STDM/GEC/ enumeration tools which creates ownership of the tools and acceptance of its information within the settlements and municipality. The use of data centres brings the community and municipality together to enhance dialogue. The Municipality recognises the importance of the data centres and provides space for it. Point for attention is that the data centres, which are conducting data collection, validation and sensitisation of communities, rely entirely on youth volunteers, being a liability in terms of sustainability.

## Kenya

Under the 2<sup>nd</sup> phase of GLTN, the Kenya intervention is smaller than in the previous countries. It is comparable to the second objective of the Uganda programme relating to *strengthening the capacity of change agents to implement and scale up pro-poor land interventions in order to achieve tenure for the urban and rural poor*.

Led by Pamoja Trust, an affiliate of the Slum Dwellers International (SDI), GLTN tools were adopted and implemented to support the improvement of tenure security and living conditions in select settlements in Nairobi and Mombasa. This intervention is further supported by a national federation of slum dwellers, Muungano wa Wanavijiji (MWW), the Technical

University of Kenya (TUK) and Mombasa County government.

In Mashimoni settlement in Nairobi, STDM and participatory enumerations were used to mobilise community members from around 1,600 households to collect relevant socio-economic and spatial data. The purpose was to enhance community organisation and awareness, and to gather up-to-date land information to engage in dialogue with the authorities on the provision of services such as roads, water and sewage for the settlement and to seek clarity on how to acquire tenure security. The services are provided mainly through the Kenya Informal Settlement Improvement Programme (KISIP), a programme led by the Ministry of Land, Housing and Urban Development and funded by the World Bank. In Mnazi Moja and Kwa Bulu settlement in Mombasa a similar use of STDM has taken place as in Mashimoni.



Figure 7: Intervention Areas in Kenya



In addition, as a result of GLTN facilitation, the settlements in Mombasa benefit from improved relations with the County Government, leading to, among others, the current preparation for the distribution of certificates of occupancy.

### **Emerging outcomes at the country level<sup>7</sup>**

**Increased awareness on land rights and tenure within targeted communities (outcome 8):** Communities perceive land rights in two ways a) ownership regarding land or structures, b) documentation that gives them right to land or structures. Community members are often unable to obtain land titles, certificates of occupation (COO), or allocation letters, because the path is long and expensive, and subject to corruption. Enhanced insight in land rights led to an increased understanding of the procedures to obtain land or tenure titles. Therefore, although documentation is not yet obtained, it is clear that communities are on the path of the continuum towards a more formal recognition of tenure rights by authorities. As in Uganda, both men and women benefit from the enhanced awareness, although community members indicate that especially women gain more power and self-confidence. Gender norms regarding ownership, usage and legal rights to land are

<sup>7</sup> The outcome numbers refer to the outcomes identified on Country level as described in Annex 2.

slowly changing as a result of discussions facilitated by change agents trained on the use of the GEC.

The settlement data collected is mainly attributable to GLTN and the strengthened capacity of SDI partners. Access to information reduced community land/tenure disputes and eventually led to self-organising protection mechanisms via the Settlement Executive Committee, similar as in Uganda. The reduction in community disputes cannot easily be attributed to GLTN's work alone as there are multiple socio-economic factors and players.

As a result of this enhanced awareness, community/social protection mechanisms are clearly observed, which help people to resist eviction, land grabbing or extortion by landlords. The enhanced protection mechanisms are usually informal and depend upon the organisational capacity of community members (similar as in Uganda). Still, community members feel they are safer than before as they are better organised and able to protect themselves against external involvement and demolitions.

**Advocate for and claim tenure rights with the local authorities (outcome 7).** Based on enumeration and settlement profiling information, which is validated and shared with communities, a more intensive and equal relationship has been created with the Settlement Executive Committees (SEC) to address community development needs. A number of discussions have in the majority of cases led to community development interventions on WASH, roads/accessibility, street lighting, security, etc. Although these interventions are generally funded by third parties (e.g. KISIP), they are executed in close collaboration with the Municipality and the targeted communities.

It is furthermore observed that communities and municipalities started planning and budgeting for development interventions, which allowed them to attract new donors. I.e. they apply their increased capacity. However, systemic improvements in the planning and allocation of funds of the Municipality have not been observed as yet. Indications from the Mombasa county government are that they are willing and planning towards settlement upgrading programmes although demand outweighs the current availability of funds. In Nairobi allocation of funding does not seem to be taking place soon according to

conversations with community member representatives. However, this could not be counter checked as the evaluation was not able to gather data from the Nairobi city council.

Through the Municipality Development Forums community led accountability structures are shaping up to keep government accountable and transparent. In Mombasa this cooperation is starting but less developed. *“The county government and Kwa Bulu*

*now have more trust in each other. Politicians also have better access to the community” (Mombasa County Government).* In Mashimoni, dialogue between committees and Nairobi City Council has improved, but structural exchange or cooperation does not yet take place. This is partly due to the very limited involvement of the city council in the Programme. It has to be noted however that the national government via KISIP supports Mashimoni as the land is national land.

*Table 3: Scoring of the Evaluation Criteria - Kenya Interventions*

Criterion	Score	Justification
Relevance	4 (satisfactory)	GLTN via its tools gathered settlement and/or enumeration information that was previously unknown. This information is critical to address development needs through settlement upgrading Programmes, using a participatory and community led approach.
Effectiveness	3 (partially satisfactory)	GLTN tool information led to enhanced awareness on land rights and security of tenure processes as well as community protection mechanisms against eviction or land grabbing. Legal protection for communities via obtaining the necessary land documentation is limited but the perceived tenure security is increasing thereby moving up in the Continuum.  Relationship between settlement and municipality differs. Settlements in Mombasa have stronger relationship, while in Nairobi this is largely absent as land is managed by KISIP under the Ministry being National government. Communities of Mombasa indicated to have limited systematic access to data which again limits the settlement development discourse.
Efficiency	4 (satisfactory)	The set-up in Kenya differs from Uganda in the sense that it does not have active data centres within county development structures to serve as the linking pin between settlements and county government. Instead the SEC takes on this role, but at the same time requests to data.
Impact	3 (partially satisfactory)	STDM/enumeration information is used by settlement development Programme (KISIP) to address community needs in Mombasa. In Nairobi (Mashimoni) dialogue is limited affecting sense of security. The participatory bottom-up approach of GLTN led to ownership regarding the development of interventions.  Collection of STDM/enumeration information led to the establishment of informal community protection mechanisms through municipality development fora. This prevented eviction, enhanced tenure security and sense of ownership by the community on its land/structures.  Engagement of Nairobi city council (county governments) so to recognise the Mashimoni people (formally via documentation) or informally via an active communication and discourse are largely absent although national engagement via KISP takes place. This however focuses on settlement upgrading and not directly on a better relationship giving the feeling of tenure security and ownership of land/structures.
Sustainability	3 (partially satisfactory)	Strong point is the bottom-up participatory approach of STDM/ enumeration tools which creates ownership of the tools and acceptance of its information within the settlements via the current construction of data centres.  The absence of data information centres at county government level limits the county governments to build an institutional memory of the development needs and right of tenure status.

## Other countries

The following paragraphs provide an overview of other GLTN phase 2 interventions and not an in-depth assessment of changed outcomes.

### Zambia

Zambia has been considered as one of the four main priority countries of GLTN. GLTN's engagement in Zambia is concerned with influencing the Government to include community-collected data on land in the formalisation and land governance processes. The strategy is to build relationships and institutional linkages between women's groups, traditional leaders and Government authorities for a more informed, transparent and participatory land governance process – with help of participatory enumerations and the STDM. The main output of the engagement is that partners and change agents have strengthened their capacity to improve women's access to land, housing and natural resources through the use of GLTN tools. The activity was supported by Huairou Commission, in collaboration with local Zambian partners and traditional authorities.

With the issuing of officially recognized tenure instruments the poor communities will be able to improve their tenure rights within the continuum of land rights framework. The (government) Surveyor General's office under the Ministry of Lands, Housing and Urban Development, applauded the grassroots mapping and enumeration and explained how they are currently working to change the overly strict laws that govern land surveying in Zambia.

### Namibia

The purpose of GLTN's engagement in Namibia is to support Government in its efforts to provide security of tenure to its residents, in particular the poor, women and the vulnerable. In 2013 Namibia started to support the Government with the implementation of the Flexible Land Tenure Act (FLTA). The Act is considered as a potential actualization of the Continuum of Land Rights concept and approach to tenure security.

Main output: Through the use of GLTN tools, Government and partners have increased understanding and capacity on the continuum of land

rights approach and in the use and application of pro-poor and gender responsive land tools. The FTLA implementing Regulations will soon be gazetted. This intervention will pilot the Starter/Land Holder Title Scheme which will result in increased, officially recognised tenure security for more than 3 000 community members, as well as form the basis for delivery of essential services.

### Colombia

The purpose of GLTN engagement in Colombia is to improve security of tenure for the displaced population in 'Ciudadela Sucre' settlement. Building on the relationship with community and local actors, Habitat for Humanity International (HfHI) and their local affiliates and partners implemented a neighbourhood upgrading project through the application of GLTN tools.

HfHI and key change agents have improved their capacity to support settlement upgrading and tenure security improvement interventions. The data collection (participatory enumeration and STDM) captured land tenure situation, socio-economic and socio-demographic indicators disaggregated by gender and nature of disputes. Specific interventions with regard to public infrastructural projects were identified and executed.

### Iraq

Support is given by GLTN to the land policy process in Iraq through the UN-Habitat Iraq Office. The work in 2014 focused on the review of the progress made in Land Reform Process, the assessment of the level of interest in the process by local actors and (re)engaging key champions (including government, civil society, private sector and development partners), the redefinition of the strategic priorities for the reform process, and the identification of a way forward, including a road map with roles and responsibilities of local actors and a resource mobilization strategy.

### Haiti

UN-Habitat staff in Haiti has increased the capacity to promote and use STDM, in partnership with Habitat for Humanity, the Regional Office for Latin America and the Caribbean (ROLAC). ROLAC is in continuous discussions with the Government on other possibilities of using STDM at scale.

## Contribution of GLTN country interventions

As mentioned in the introduction of this chapter, country interventions contribute to Expected Accomplishment 3 of GLTN Phase 2 programme that aims at strengthened capacity of partners in order to promote appropriate pro-poor policies, tools and approaches. In line with this accomplishment, the GLTN Country Implementation Plan (2013) has identified five main areas of interventions to which GLTN made the following contributions. This contribution is based on the three country field visits.

1. GLTN strongly contributed to **knowledge and awareness/capacity building** at community level via the application of its tools. This is for example observed in the increased understanding of the process of obtaining different kinds of land titles or other tenure instruments. It is in the process of implementation that increased awareness on land rights and tenure security is built. The set-up of community data centres via GLTN programme created access to information that consequently promotes a feeling of recognition and security within communities as people now know that they are registered. Although formal land titles are difficult to obtain, GLTN clearly contributes towards an increased “perceived” tenure security feeling along the continuum of land rights.

2. The contribution of GLTN towards the **land policy reform** can be characterised as facilitator and capacity builder to create awareness on the importance of the continuum, and provide guidance towards implementation. Given the size of the GLTN interventions the contribution of GLTN to policy reform is important yet modest in scale. GLTN is however providing guidance towards the process of implementation of newly adopted policies (Uganda) via linking policy makers with civil society practices and enhance emphasis on inequalities in land reform via promoting pro-poor inclusive tools such as GEC.

3. Within the processes of land reform and community engagement **capacity is built** on community, local and national government level. On community level this increased capacity contributed to enhanced community social protection mechanisms against eviction, land-grabbing or extortion by landlords. These largely informal protection mechanisms

contribute towards the continuum of tenure security and land rights awareness.

4. On national and local government level enhanced capacity on the **implementation of GLTN tools**, and the information it generates, creates insight into the development needs of communities. This information gathering led towards enhanced lobby & advocacy of communities towards local authorities as well as a more constructive and amicable relationship between the two groups. Although this change cannot be fully attributed to GLTN’s Programme, they set the groundwork for cooperation while addressing the development needs takes place through settlement upgrading programmes.

5. In terms of **land sector/donor coordination** GLTN plays a facilitating and sometimes convening role towards policy reform and implementation. In this process GLTN builds capacity (on tools), creates awareness (on the importance of the continuum) and provides guidance. Although the programme’s significance is difficult to determine on this level, given the multitude of players, the role of GLTN has been acknowledged by government and civil society.

## Lessons learnt

- Good results are achieved at community level in terms of increased awareness and understanding of land rights, improved relations with authorities and an enhanced negotiating power of the inhabitants; all contributing to improved peace and security.
- Capacity built of country partners (CSOs and national / local government agencies) has led to enhanced understanding and importance to promote and implement pro-poor land policies.
- Capacity, application, and support of Partners towards GLTN tools has enhanced tenure security at community level and identified development needs in informal settlements.
- Although up-scaling started in some of the focus countries, like Uganda, in most cases tool implementation remains at the development and pilot implementation stage. To continue the scaling up/dissemination phase in GLTN Phase 2 more structural funding would be needed.

- The Programme makes good efforts to coordinate with government and civil society;

although there is no country level coordination yet among GLTN Partners themselves.

# 6 ASSESSMENT OF FOUR TOOLS: LAND MEDIATION GUIDE, GEC, STDM & PARTICIPATORY ENUMERATION

## Introduction

Tool development is a major area of work of GLTN and relates to different areas being:

- Access to land tenure security (4 tools developed and 4 to be developed),
- Land administration and information (2 tools),
- Land-based financing (1 tools),
- Land management and planning (42 tools),
- Land policy and legislation (3 developed and 2 yet to be developed).

Different types of tools are being developed including: Guidelines (14), Frameworks (6), Software (1) and Website (1), Capacity development material (7), Checklists (2). 23 of these are finalized and seven are expected to be finalized by 2017.

Tools are developed according to a regular pattern of three development stages i.e. (1) product development & scoping, (2) piloting and revision, (3) integration at country level. In its annual report the GLTN Secretariat provides periodic overviews of the stage of development of all tools (see Annex 5 for latest update). In May 2016 four of the 18 land tools are at the last stage of being integrated at country level, three are in the second stage of testing and revision, six are in the product development stage and five tools are to start with scoping studies.

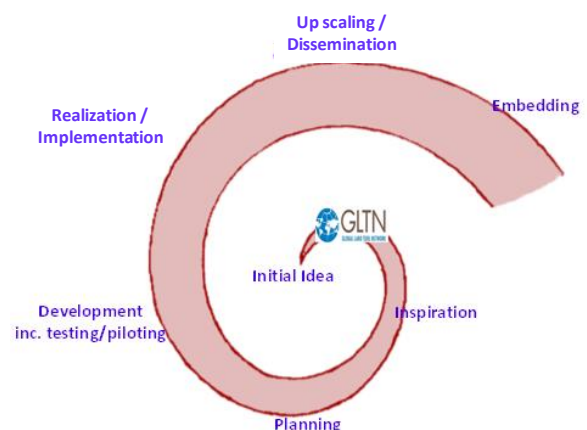
Next to the specific tools, GLTN is working on 15 so-called cross-cutting tools. Five of these are piloted and

tested, four are piloted and revised and five are in the product development stage while one is yet to conduct a scoping study.

In line with the outcome harvesting methodology, the assessment focuses on achievements following the use / application of tools beyond the sphere of control of GLTN itself as well as potential for sustainability and up scaling of the tool. In other words, the assessment is focused on measuring the effect of the tool, in particular its contribution towards enhanced tenure security.

In agreement with the GLTN Secretariat four out of the 18 GLTN tools were selected to include in the evaluation. These tools are selected by GLTN Secretariat and the MTR Team based on their maturity and scale of application in several countries and potential to provide evidence towards outcome achievements. Tools that are less far in their development cannot provide these insights. This chapter presents the assessment of outcomes related to the selected GLTN tools that are: Land Mediation, GEC, STDM and Participatory Enumeration.

For the overall appreciation of tool development the model of the Spiral of Initiatives<sup>8</sup> is used, which is a model that illustrates the typical evolutionary phases of a social initiative. The model gives insight in the challenges the initiative (or tool) encounters at present or can expect in the upcoming stages and thus what to do and whom to involve to stimulate progress. In the case of GLTN each tool is a new initiative, so a new spiral starts.



<sup>8</sup> <http://www.linkconsult.nl/files/Spiral-of-Initiatives-Description.pdf>

The stages of Development and Realization of the Spiral overlap with the three steps of tool development of the GLTN.

Step 1 regarding product development relates to the 'planning' and 'development' stage of the Spiral. This also includes scoping studies and consultations besides actual product development with members and partners. This is the core activity of GLTN.

Step 2 on piloting and testing also relates to the 'development' stage of the Spiral including revisions and possible publications. This happens at country level.

Step 3 on integration at pilot level relates to the 'realization' stage of the Spiral aiming to be implemented on a wider scale whereby actors move from one pilot to multiple areas of implementation.

The MTR acknowledges the development and related capacity development efforts as presented in GLTN's annual reports as important achievements at output level. This chapter however focuses on outcome level changes (beyond GLTN's control) regarding tenure security for the poor that follows from the application of the four selected tools.

## Land Mediation Guide

### *Short Description of the Tool*

The Land Mediation Guide is a descriptive document originally in French and later translated in English, which shares lessons drawn from GLTN's mediation experience in post-conflict DRC.

The document comprises 50 pages of background, how-to's and practical steps, interspersed with examples from the field. In its annexes examples in French are provided of the forms and data base developed in DRC.

The guide aims to highlight the salient points of the land mediation process and particularly targets humanitarian actors who mediate land conflicts, agencies involved in peace keeping, community rehabilitation and social cohesion Programmes.

The Land Mediation Guide was published in 2013 and is available on the GLTN web site.

### *Relevance*

The practice of land mediation has proven extremely relevant in the context of DRC. This guide is a successful effort to make this experience accessible to others. The document not only describes the general process of land mediation and what is necessary to achieve results, but it specifically addresses the fragility of the post-conflict situation, which makes it very relevant to similar contexts.

### *Use*

As stated above, the guide is meant for actors involved in the mediation process. While it is well structured, practical, and easy to read, the applicability of the actual tools, such as the forms listed, the training modules for mediators, and the data-base template are dependent on context. Although practitioners need to contextualise templates and data collection formats with or without technical assistance of GLTN Secretariat or its partners, this is the only way to make sure the tool are well adjusted to local contexts before its use.

An issue not explicitly addressed in the document is the prerequisites for data management and the establishment of land coordinates. What equipment is necessary? Where data should be kept? To what extent can the data be managed at the de-central level?

The guide has been applied in DRC and in Madagascar where the DRC country office supported the training and capacity building process. It was also used in Karamoja, Uganda during a UN/EU partnership project training on land and natural resources in 2015. It has been disseminated globally during the annual World Bank conference 2013-2014 and various other forums. Yet, it still has to prove its value further.

Linking the land mediation tool to the Spiral of Initiatives, it currently stands in the 'realization' stage aiming for dissemination within targeted countries and/or at a global level.

### *Potential for sustainability and up-scaling*

Experience in DRC suggests that land mediation alone is not enough to achieve sustainable peace and access to land. While the popular awareness created through the process is irreversible and linked to improvements on the continuum, additional efforts (within or beyond



the GLTN Programme) in terms of legal documentation and community development are necessary to ensure lasting peace.

The database kept by GLTN in DRC provides a very good overview of the process and results (outputs) achieved. To ensure national and local ownership this database should in time be transferred to the authorities. If this is done, a step will be made in the Spiral of Initiatives from 'realization' to 'dissemination' by, in this case, the authorities in DRC.

In addition positive experiences were reported with the institutionalisation of the mediation process by a network of civil society organisations. This has been elaborated to some extent in the guide (p. 44-45), but it would be interesting to explore the mechanisms of this process further, as it has enabled the Programme to take this practice to scale in three provinces.

## Gender Evaluation Criteria (GEC)

### *Short Description of the Tool*

The Gender Evaluation Criteria (GEC) is a participatory matrix (with 6 criteria, 22 questions and indicators, etc.) to assess whether a large scale land intervention is responsive to both women and men's needs. It upholds a multi stakeholder approach and facilitates a broad-based participation of key stakeholders in collecting data, managing knowledge and producing validated evaluation results. The GEC development started in 2007 and is continuously being improved.

Besides assessment of land legislation laws and its institutional and regulatory frameworks, it also evaluates gender practices and aims to address gender concerns. In this regard, GEC raises awareness of men and women regarding the rights to land ownership and sensitizes communities in involving women in administrative decision making.

The tool can be accessed on the website or by contacting GLTN Secretariat via email or phone. The GEC are currently available in English, French, Arabic and Spanish. It is however noted that the Spanish translation needs an overhaul and contextual adaptations to the Latin American continent are requested by Latin American users. Additionally, more effort is needed to promote this material and create awareness of its availability.

The purpose or usage/objectives of the tool are multi-fold being:

- Create evidence base of gender gaps.
- An advocacy tool and checklist for land policy development and laws.
- A basis for joint planning and gender responsive Programming.

### *Relevance*

From field visit observations, the GEC is used as a practical framework by communities to understand gender inequality as it looks at the position of men and women in society. The tool creates dialogue between stakeholders and change actors in communities via identifying male champions and women advocates.

It has been observed in among others Uganda (through the Uganda Land Alliance) that the GEC tool empowers women to organise themselves and come together to unite against gender inequality and women's unequal access, use, control over land and structures. This networking promotes women's leadership and empowerment within households and communities so to enhance ownership and access to and of land.

### *Use*

A recent discussion paper<sup>9</sup> indicates that both practitioners and scholars have used the GEC as a research and assessment tool for a variety of topics, ranging from urban land and land administration to natural resource management and family law. The paper points out on page 2 that "...the usefulness of the GEC has been demonstrated as a method of data collection, managing knowledge, producing tangible and rigorous evaluations and engaging with multiple stakeholders to discuss and validate evidence-based information..." It has been embraced by grassroots groups to step up and progress in their decision making processes." (Land Portal Foundation, Sharing Best Practices and Lessons Learned for Supporting Women's Land Rights: a debate on the GEC, 2016). This indicates that that GEC is operating in the Dissemination stage of the Spiral of Initiatives on community level usage.

<sup>9</sup><https://landportal.info/sites/landportal.info/files/GECDiscussionReport-Final.pdf>



Figure 8: Gender Evaluation Criteria and example questions and indicators

Criteria	Examples of evaluation questions	Indicator
Equal participation by women and men and gender-responsive governance	Is the decision-making process in developing the land tool and in using the land tool itself, transparent and inclusive for both women and men?	An agreed critical mass (x%) of the decision makers are women
Capacity development, organization and empowerment of women and men to use, access and benefit from the tool	Is the information clear to, and does it empower both women and men to utilize the tool, and to know their rights related to this tool?	Information is available in at least x different forms (such as written, radio, etc.) and in local languages for different stakeholders
Legal and institutional considerations in regard to women and men's access to land	Does the tool provide gender-responsive dispute resolution?	Land administration and management systems have dispute resolution mechanisms built in that are available to both women and men
Social and cultural considerations in regard to women and men's access to land	Does the tool take into consideration statutory and customary laws and practices affecting women's land rights?	Consultations to provide (x%) attendance from agreed (representative) groups
Economic considerations in regard to women and men's access to land	Does the tool promote economic opportunities for both women and men?	Registry/cadaster accommodates rights based and use rights tenure
Scale, coordination and sustainability to reach more women and men	Can the tool be implemented consistently (rather than ad-hoc)?	Existence of manuals for implementation

However, there is still a need to engage better with more governments and professional groups to champion the use of the GEC in various contexts indicating that up-scaling from pilots towards dissemination on national level is possible. This observation is confirmed by the UN-Habitat and FIG document "lessons learned (p. 8)" of 2014.

Still, the GEC has been implemented in over 40 countries exposing a broad range of stakeholders and among which successful experiences in Brazil and Uganda. It is furthermore piloted in Ghana, Nepal and Togo. Additionally, the International Land Coalition Secretariat has supported its member groups to implement GEC pilots. Currently, ILC supports their African members in Togo, Zimbabwe, Uganda, Nigeria and Rwanda and linking to ILC Regional plan activities in Guatemala, Costa Rica, Colombia, Nicaragua and Bolivia. This is a very strong example whereby the GEC tool moves from the 'dissemination' stage of the Spiral towards the embedding GEC into the ILC network.

From interviews it is noted that those who have used the GEC appreciate the flexibility of the framework in assessing land and other laws and policies. I.e. versatility and adaptability of the tool to different contexts is widely appreciated. The Land Portal Foundation discussion paper noted that its usefulness is not only in evaluating laws, but also the gender-responsiveness of organisations.

The GEC also proved to be a tool to facilitate collaboration between diverse actors as well as contribute to women's empowerment. What emerged clearly is that the appropriate selection of criteria, taking into account country specifics, the issue being assessed and the needs of actors involved is key to a successful use of the GEC.

The collaborative approach and focus on both the process of gender analysis and outcomes of the evaluation are strong points.

Some challenges, such as difficulties in accessing the tools, the broadness of its usage, insufficient

dissemination, technical language and a need to improve translations, were identified by multiple documents as key challenges between 2014 and 2016. These challenges have been noted by GLTN and certain challenges such as accessibility and translations have been taken up and are currently being addressed by GLTN<sup>10</sup>.

#### **Potential for sustainability and up-scaling**

The following results have been noted by the use of the GEC via desk study analysis and field visit to Uganda:

- The GEC informed women of their rights to land in the statutory system and created awareness on how to obtain land recognition. Actual land titles or documentation are hard to acquire. This awareness raising promotes women's empowerment and leadership within communities.
- GEC brought community stakeholders (men, women, traditional leaders) together via GLTN partner facilitation and the use of male champions and women advocates to have a more open discourse on gender roles in and beyond land. Although mixed results are observed, people gained more insight on the context of gender equality in their respective

communities.

- The GEC widened the understanding of people regarding the different dimensions of gender equality and its country policies.
- GEC brought together CBOs and women's organisations despite working in many different sectors to make moves against gender inequality related to land.

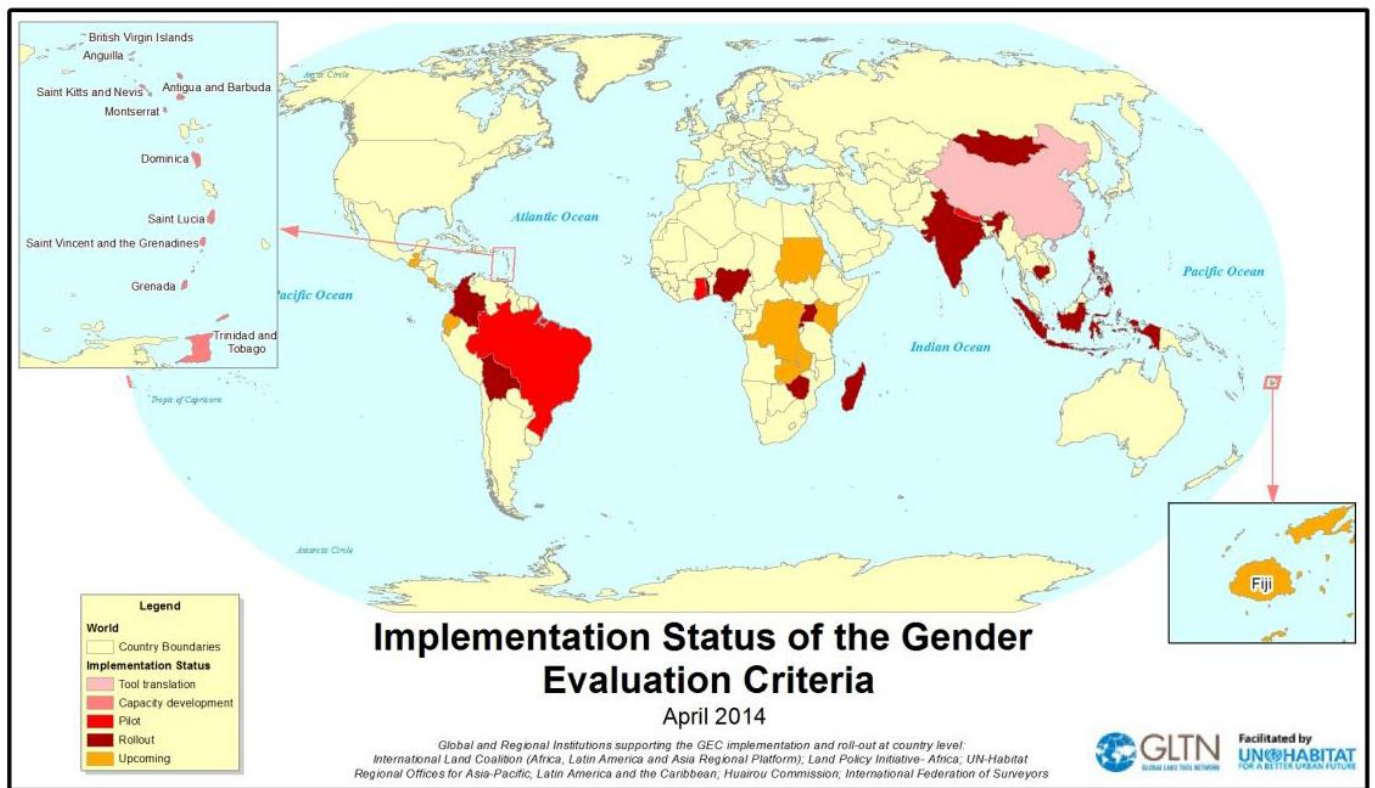
Practical recommendations were given by those who used the GEC that include:

- *Make a distinction between required and flexible criteria within the tool.* Emphasise those criteria that are key and create minimum standards to have an all-encompassing evaluation of gender dynamics which play out in land and resource administration.
- *Revision and translation of GEC tool and its language* to make it more accessible to non-land professionals and local populations, and to reinforce the link between the tool and rural women's experience.
- *Broadly disseminate and increase accessibility* of the tool among governments and private sector.
- Support the familiarisation of *government officers and policy makers* with the GE

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<sup>10</sup> Huairou Commission, UN-Habitat, GLTN, ILC (2015). Gender evaluation criteria learning exchange Kenya draft Report; Landportal.info (2016), Sharing Best Practices and Lessons Learned for Supporting Women's Land Rights: A Debate on the Gender Evaluation Criteria (GEC).

Figure 9: Implementation status of the Gender Evaluation Criteria



## STDM & Participatory Enumeration

### Short Description of the Tool

The Social Tenure Domain Model (STDM) is a 'specialization' of the Land Administration Domain Model (LADM). STDM is a software model and concept that focuses on administering all types of relationships between people and their land, resources, objects and/or structures (see Figure 11 below).

Any form of right, responsibility or restriction in a formal or informal system is considered as a social tenure relationship in STDM. STDM hereby adopts the plurality of the 'continuum of rights approach' concept.

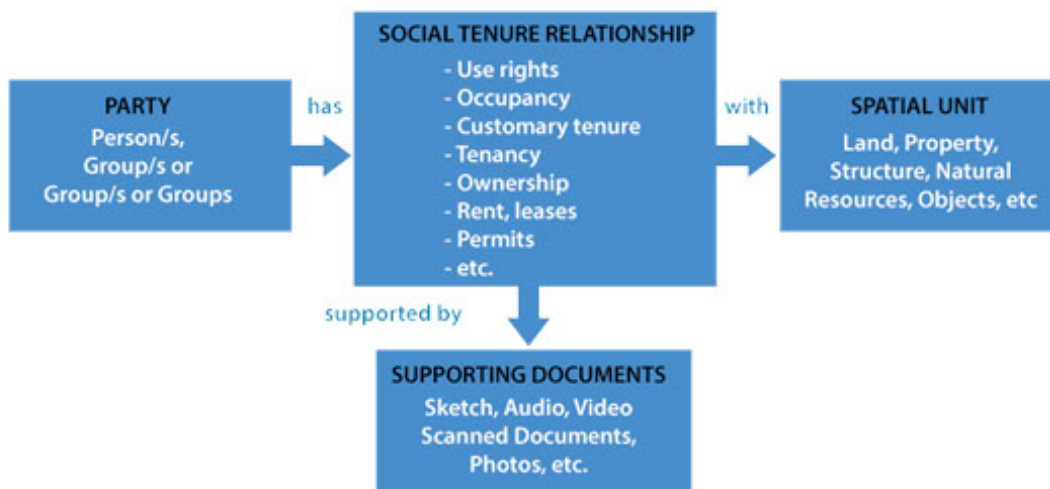
GLTN usage of STDM specifically supports areas falling outside formal tenures and cadastral systems such as

informal settlements and areas governed by customary laws and traditional practices. STDM could in theory however also support formal tenure structures thereby providing one fit-for-purpose land administrative system, regardless of status. STDM is a multi-partner initiative by GLTN, UN-HABITAT, ITC, FIG, and WB.

*Participatory Enumeration* is a data gathering and validation process approach jointly designed and conducted by the people being surveyed. It involves broad stakeholder participation and inclusive decision making thereby promoting trust, transparency, and aims for community ownership of subsequent development interventions. Adjudication and conflict resolution are built-in components of Participatory Enumeration.

In GLTN interventions the STDM is normally used in a Participatory Enumeration approach. The tool and the approach go together.

Figure 10: STDM Conceptual Model



STDM can be accessed via its website (<http://www.stdm.gltn.net/>). It runs on an open source platform whereby 75 data information formats can be imported in or exported from the STDM database. Data access services in STDM are built upon the SQLAlchemy library.

STDM is currently available in English, while a French version is under construction. Country application is available in French and Spanish. STDM has a website that provides information on the model and its usage in 5 languages (Chinese, English, French, Spanish and Kiswahili).

STDM makes it possible for all people in informal and formal settlements to be covered by some form of Land Administration System. This information can consequently be used for a variety of purposes.

### Relevance

The rationale for developing the STDM is formulated as follows *“Conventional Land Administration Systems are based on the ‘parcel approach’ as applied in the developed world... A more flexible system is needed for identifying the various kinds of land tenure in informal settlements or in customary areas.”*<sup>11</sup>

STDM captures and validates settlement and/or enumeration information that was previously unknown. This information is critical to prioritise and address development needs via settlement upgrading

programmes using a participatory and community-led approach. It also provides clarity and oversight into the community as it stores data that can help reduce land related community conflicts.

### Use

During the field visits to Uganda and Kenya it was observed that the tool is used by community members and representatives to gain insight into tenure structures. Local authorities, especially physical planners and community development officers, use the settlement information to discuss and address priority needs in a participatory way that promotes ownership and enhanced sustainability.

Besides STDM being used in informal settlements, the tool is currently also used on land mediation (DRC), agricultural development (Uganda), and customary land certification (Zambia).

To date STDM and Participatory Enumerations have been applied in Kenya, Uganda, Namibia, Zambia, Philippines, Colombia, and in St. Vincent, the Grenadines, and Saint Lucia with regard to family lands.

Respondents describe the STDM model in combination with the Participatory Enumeration approach as open, people centred, practical, flexible and participatory. It is an easy-to-understand and operational model that can be used tailored to the need. Its regular updates sometimes hamper usage in the field due to lack of Internet accessibility. In

<sup>11</sup>Lemmen, C. The STDM mode: a pro-poor land tool, 2010, p.7, FIG/ GLTN/ UN-Habitat

addition to the current software a web-based application is currently, under development.

### **Potential for sustainability and up-scaling**

From desk study, interviews and field visits to settlements in Kenya and Uganda that used STDM and/or Participatory Enumeration, the following outcomes can be observed:

- *Enhanced recognition and security of tenure.* Via the application of STDM and collection of social tenure relationship information, people in informal settlements feel more secure and recognised within their own community. Participatory collected and objectively validated data that is entered into STDM organises communities via setting-up community committees or representative boards. These enhanced protection mechanisms are largely informal and lie within the self-organisation capacity of the communities. Both men and women benefit from this although community members indicate that especially women gain more power and self-confidence as land and tenure rights traditionally favour men. The STDM however captures both men and women relationships to tenure and land, giving women specific recognition. In addition, due to administrating and validating STDM data a reduction in community conflicts over tenure is observed as STDM creates clarity and oversight.
- *Increased awareness on land rights and tenure.* The usage of STDM in informal settlements created enhanced understanding on the processes to obtain land or tenure titles such as certificates of occupations or allocation letters by city council/county government. Communities are however largely incapable to obtain the formal titles or certificates due to lengthy and expensive processes that are a victim of corruption and bribery. This affects their security of tenure and formal recognition by authorities.
- *Prevention against eviction, extortion or land grabbing.* As mentioned above, STDM organises communities via setting-up community committees or representative community boards. This enhanced community capacity and social protection mechanism against eviction

from land grabbers such as landlords, land developers or government interventions. STDM information is used as proof of tenure.

- *Settlement upgrading and development.* STDM and Participatory Enumeration data is shared and used by local authorities and settlement upgrading programmes to identify and address development needs of the informal settlements. Priority setting of development needs is achieved through Participatory Enumeration. This information made it possible to address priority concerns of informal settlements creating ownership and support of the community in addressing urgent development needs. Development interventions have largely been observed on WASH, roads and drainage enhancing accessibility, and street lighting enhancing security. These interventions are to a large extent funded via external donor funds, particularly the World Bank settlement improvement Programmes (i.e. USMID in Uganda and KISIP in Kenya).
- *Relationship with county government/city council.* It is observed that in those locations where local authorities are engaged, based on enumeration and settlement profiling information, more intensive and equal discussions between the community and local authorities take place about local development interventions and physical planning. Systemic improvements in the planning and allocation of funds by local authorities are not observed as yet. In Uganda, community led accountability structures are shaping up to keep the government accountable and transparent. In Mombasa (Kenya), this cooperation is starting but less developed although trust between informal settlements and local authorities is growing.

To go to scale with STDM, incorporating existing community land documentation next to the STDM gathered information is needed to make full use of STDM's potential. Working with GLTN Partners and local authorities as well as supporting national land reform and policies can make this happen.

It is observed that STDM is moving from the realisation stage in the Spiral of Initiatives towards the



up-scaling/ dissemination stage, within the countries, whereby Partners and actors need to adopt STDM in their projects, programmes and policy strategies leading towards embedding.

## Lessons learnt

Analysing the development and application of the four tools the following lessons can be drawn:

- The current position of the four analysed tools within the Spiral of Initiatives is largely on realization while good examples towards dissemination (STDM in Uganda and Mombasa, Kenya) and sometimes embedding (ILC adopting GEC) exist. Progress in tool development following three standard stages is well documented and an M&E strategy is in place to guide this. Limited information and strategic guidance is however available on the steps after integration at pilot level and how GLTN as a network deals with bringing tools to scale by disseminating them at country level. It also relates to embedding of tools at GLTN partner level (such as GEC at ILC). This links up to the last two stages of the Spiral of Initiatives and relates to questions pointed out by respondents in interviews of what is next after tool development? It also relates to the rationale of starting or continuing the development of any tool and making decisions on when to continue or stop further development or application of particular tools
- A second observation relates to the different roles of the various GLTN Partners among the different clusters in relation to the steps of tool development (or stages in the Spiral of Initiatives). At different stages of tool development different Partners are needed. Initiatives for new tools come

from all Partners including the Secretariat. For the development there is most likely a bigger role for the academic, knowledge institutions and professional bodies. Testing and piloting of tools in country might be coordinated by the Secretariat and applied by the GLTN CSO cluster Partners and/or non-GLTN national Partners in the field. When tools are needed to be disseminated or embedded at country government level bi- and multilateral agencies most likely have the power and voice to advocate the use of tools that demonstrated their worth in national and local development planning.

- Tool development takes place and is monitored well. The challenge lies in taking it to scale (dissemination) and consequent embedding at country, programme or partner level. This observation is confirmed and formulated by the GEC review of the period 2009-2013: *“the need is to widen and coordinate partnership activities if this (GEC) instrument is to become common place and have future resilience and evolve to a new operational platform.”* It is recommended to develop a range of partnerships that have the ability to intervene at all levels to scale-up the use of the instrument. *“This because the GEC process is beginning to mature and is enabling grassroots groups to see and progress to decision making (policy) levels.”* (p. 36). It goes on by saying that while GLTN (Secretariat) can facilitate this process and civil society implements, if to go to scale, *“efforts need to be made by the government stakeholder. It is they who have the basic infrastructure and resources to reach the greatest number of people.”* GLTN interventions in DRC and Uganda confirm this. However, in all cases funding remains an important factor to successfully bring a tool to full scale.

# III CONCLUSIONS AND RECOMMENDATIONS



# 7 ASSESSMENT AND CONCLUSIONS OF THE PROGRAMME

## Introduction

In this chapter the GLTN Programme Phase 2 is assessed according to the Evaluation Criteria: relevance, effectiveness, efficiency, impact, and sustainability, and the additional criteria of inclusion of cross-cutting themes.

The structure of the chapter follows the Criteria that were worked out in specific evaluation questions during the inception process (see chapter 2). These questions are responded to below.

## Relevance

[To what extent are the objective and implementation strategy of GLTN Phase 2 Programme consistent with UN-Habitat strategies and responsive to UN-Habitat's Medium Term Strategic and Institutional Plan and Strategic Plan?](#)

As the project document of the GLTN Phase 2 Programme clearly shows (2012, p. 10 - 13), the objective and implementation of GLTN Phase 2 is consistent with UN-Habitat strategies and indeed is responsive to UN-Habitat's Medium Term Strategic and Institutional Plan and Strategic Plan. In the 2014-2015 biennium, Addendum to the Strategic Plan 2014-2019, the first focus area mentioned is urban legislation, land and governance. The strategic result to be achieved is that city, regional and national authorities have established systems for improved access to land, adopted enabling legislation, and put in place effective decentralized governance that fosters equitable sustainable urban safety.

Generally speaking, GLTN is less explicitly urban focused than UN -Habitat as a whole, although it is also concerned with urban slums. UN-Habitat is relying on GLTN in demonstrating its added value concerning land issues. Many of the GLTN tools are increasingly being embraced and developed with the support of

other UN-Habitat Branches, Units and Regional and Country Offices.

GLTN is especially responsive to UN-Habitat's strategy where it concerns cross-cutting issues, "ensuring that gender and youth perspectives are mainstreamed in the agency's Programming through both careful integration in both normative and operational projects as well as monitoring using data disaggregated on the basis of age and gender". Besides youth and gender, GLTN takes into account UN-Habitat's strategy when it comes to climate change, human rights as well as emergency response/ post disaster. GLTN is more specifically pro-poor focus both in its strategic points of departure of the Programme as well as in the Programme's operationalisation in specific partner projects.

[How relevant is the GLTN Programme and network to intended beneficiaries, partners and donors?](#)

The main indicator for relevance of the Programme for the intended beneficiaries and stakeholders is the acceptance of the so-called paradigm shift with regard to land rights. GLTN has exerted itself to have the concept of the Continuum of land rights endorsed, which continues to receive international recognition as it responds to a need in light of the widely acknowledged fact that conventional land administration systems are inadequate. This international recognition together with the apparent demand from various countries showing interest and making use of GLTN guidance and tools is a strong confirmation of GLTN's relevance.

A second indicator for the relevance of the Programme is the adoption of pro-poor land approaches and the acceptance of using several tools developed by GLTN of which some are illustrated in the next chapter. An increasing number of partners are involved in the use of the tools and their improvement.

A third indicator for the relevance of the Programme is a systemic shift towards bridging the gap between

technical land professionals and civil society groups in monitoring the implementation of gender sensitive land policies, in which the Gender Evaluation Criteria played a significant role. Major partners (ILC, Huairou Commission) promote the tool in an increasing number of countries.

Another indicator of relevance of the Programme is the inclusion by international partners of the GLTN agenda, and the mobilisation by GLTN partners of own funds to implement this agenda. Partners have expressed the need to expand the tools to other regions, necessitating adaptation of the tools.

The field studies have demonstrated the increasing interest at country level in the use of GLTN tools in land policies. Donor organisations also show interest. They are convinced of the relevance of the GLTN agenda for sustainable development.

[How relevant are the strategies put in place to further the work of the network \(capacity development strategy, partnership and communication strategy, country implementation plan\)?](#)

The *Capacity Development Strategy* was one of the outputs to be generated under Expected Accomplishment 3, which relates to the strengthened capacity of partners, land actors, targeted countries, cities and municipalities as specific objective. The Capacity Development Strategy explains how capacity strengthening needs to take place and in addition presents the collaboration in partnerships as one of the important focuses of the Strategy.

As GLTN Phase 2 needs to make sure there is sufficient capacity at the level of partners (in order to teach others in the use of GLTN tools), at the level of land actors (in order to promote and support the use of GLTN tools) and at the level of targeted countries with their governments (in order to be aware of the possibilities of the tools and to be able to implement them), the Capacity Development Strategy is highly relevant. The Strategy guides Secretariat and Partners in the way capacity strengthening should be taking place and who should be doing what. The fact that the Strategy emphasizes to make full use of partnerships in capacity strengthening adds an extra level of relevance, because it motivates and trusts the Network to work in its full potential, taking care of the capacity developing needs.

The *Partnership and Communication Strategy* elaborates the details on how the Network can come to full potential in the implementation of GLTN Phase 2 and serves to promote the inner coherence of the Network. The challenge of the GLTN is to assume GLTN Phase 2 as the Programme of the Network and not only the Programme of the Secretariat or the Land and GLTN Unit of UN-Habitat. As such this Strategy is highly relevant. Although there are elements of the Strategy that deserve more attention than presented, it is a valuable Strategy given the current situation of the Network.

An important reason of existence of GLTN Phase 2 is the implementation of the GLTN tools at country level. In the end it is at country level that (most of) the developed tools need to bring the actual change in the access of men and women to secure land. The Plan guides Secretariat and Partners in the decisions on country involvement and how to go about it. In other words, GLTN's country level work is highly relevant which in turn confirms the relevance of the *Country Implementation Plan*. The Plan explains how interventions at country level can take place, without having GLTN lose focus on the tool development, testing and implementation. Again, partnerships are crucial, both with GLTN Partners as with other (non-GLTN) partners. Here the extra dimension of relevance is present again: have the Network taking charge of the actions to be taken, also at country level if possible.

[How relevant is GLTN for global policy frameworks and global challenges?](#)

GLTN's role has been highly relevant on the global level, which is demonstrated by the important contribution GLTN has made to the inclusion of land indicators into the SDGs through GLII, the inclusion of the Continuum in the VGGT and the growing involvement of GLTN in the implementation of the VGGT at country level, and the inclusion of land in Habitat III. GLTN's promotion efforts have been rated by the Partners as highly relevant in the regard of the SDG's. It is in the future monitoring of land where GLTN again can play a crucial role by harmonising the different policy frameworks and monitoring mechanisms.

GLTN technical skills and social perception on land rights has made a significant difference in global policy

frameworks. It is due to the tools and concepts of GLTN that the VGGT could include the concept behind the Continuum, and that global land indicators are discussed to be harmonised.

The relevance of the undertaken initiatives is confirmed by the fact that for example GLII has been privileged with the collaboration of around 200 organisations, who willingly contribute(d) to its deliverables. In each initiative the collaboration with others is a part of the process, which helps to align the work with the existing processes and tools.

Overall GLTN remains highly relevant for the global land challenges the world is facing. As the majority of world's population still has no access to the conventional land administration systems, there is a great need for alternative ways to secure land tenure. The tools of GLTN offer this alternative and start to harvest successful alternative experiences in securing land tenure for all, including poor men, women and youth. The rating for the relevance of the Programme is therefore 5 (highly satisfactory).

## Effectiveness

### *Pathway of Change*

Have the implemented GLTN activities resulted in the expected outputs and will these outputs contribute to the achievement of the expected accomplishments? Or how likely are they to be achieved in line with the Theory of Change (i.e., causal pathways) of GLTN Phase 2 Programme?

The MTR has focused on capturing outcome-level changes beyond GLTN's sphere of control and assessed the contribution of the GLTN interventions to these outcomes. Main reason for this is the fact that the GLTN secretariat undertakes elaborate efforts to capture and report the actual activities and outputs of the network. From these reports it becomes clear that half-way during the implementation of the GLTN phase 2 programme, almost all planned activities have been undertaken, and that GLTN is well on the way in generating the targeted outputs. As such, effectiveness at output level is high. This leaves the more ambitious questions related to progress towards desired outcomes and GLTN's contribution to this.

As illustrated in chapters 4, GLTN has made important progress towards the various agreed outcome areas at global and regional level. With Phase 2 being half-way, 13 "emerging" global and regional outcomes were identified, demonstrating GLTN to be effective at outcome level as well.

More specifically, it can be observed that global land policy stakeholders have endorsed the continuum of land rights and included this in their own strategies. In addition, global land policy frameworks including the SDGs now include the GLTN agenda while many examples of GLTN tools being used beyond the GLTN partnership itself were found.

Moreover, GLTN partners increasingly start to mobilise their own resources to implement the GLTN agenda, and provide implementation support to national governments, while also some evidence was found of international academic institutions developing knowledge and mainstreaming the GLTN agenda in their learning Programmes.

In terms of GLTN contribution, it is concluded that Tool development, knowledge building and advocacy and capacity development (i.e. all three implementing strategies belonging to the three Expected Accomplishments) made a significant contribution to the above mentioned emerging outcomes.

The areas where progress is less obvious is in the way donors go about land rights and the willingness to fund GLTN inspired land programmes and in the involvement of regional research and training institutes in the mainstreaming and dissemination of the new concepts and tools.

Also at country level (see chapter 5) considerable development and progress towards desired outcomes were observed demonstrating effectiveness at outcome level in countries as well. Various examples were found of GLTN principles and methodologies being taken in by stakeholders beyond GLTN partners, with targeted communities being aware of what is at stake. In addition, a number of cases illustrating improved collaboration between government and civil society were found that in turn are likely to have contributed to decreasing conflicts.

At the same time, bottlenecks still exist, including slow progress in national land reforms. Obviously this is beyond the control of the GLTN, but partners as well

as external stakeholders suggested that GLTN could and should put more efforts in encouraging national governments in this respect.

**What types of products and services is GLTN providing to beneficiaries and what kind of positive changes have resulted or are likely to result from products and services delivered?**

The field studies of this review have revealed a number of achievements at beneficiary (community) level. In DRC land mediation resulted in conflict handling and mitigation. Provincial and customary authorities engage in the improvement of land rights of community members. Landholders of large estates cooperate and grant or confer land to community members. Communities increase negotiating power vis-à-vis government. In Uganda and Kenya, increased awareness of land rights and the procurement of land titles are encountered. Gender norms regarding landownership are changing. Government administration is cooperating with civil society on a more equal basis and so on.

GLTN clearly demonstrates to be of added value in its priority countries by contributing to policy engagement of communities through facilitation of dialogue, bringing government and civil society partners together, and capacity building.

Remarkable success is demonstrated in particular project areas, but considering the scope of challenges in land tenure security, work is still taking place at relatively small scale. Significant up-scaling to achieve broader societal impact remains a challenge. As mentioned before, part of the challenge is to get enough donors and governments interested in jointly finance these expensive up-scaling processes.

### **Result Monitoring**

**What monitoring mechanisms and tools (indicators, tools and means of verification) have been identified to track the progress of the Programme and is monitoring information delivered in a timely and meaningful way? Are the result indicator targets set realistic and achievable?**

GLTN has developed a sophisticated Monitoring and Evaluation Strategy for Phase 2 (final draft 26/05/2015). The M&E strategy is based on the Results framework as presented in the GLTN project document (Project's Logic Model and Logical

Framework). Quantitative Indicators and Means of verification have been formulated. A set of 14 indicators are monitored, including two indicators for the project objective, four indicators for the expected accomplishments, and nine indicators for the outputs.

The M&E strategy has been well worked out and indicators and progress data sheets are well formulated. Data is regularly collected and documented. Annual reports, fed by reports of Partners and progress data sheets from the programme officers, show the yearly advances of the programme. Although publication of reports may sometimes be a bit delayed, the required reports are all produced with care. In conclusion GLTN's M&E system is functional and its reports illustrate that the GLTN Phase 2 programme is on track in meeting the targets set for each indicator.

It has to be acknowledged however that these indicators are mostly output related, SMART and focused on quantitative information collection. The current Monitoring framework does not easily give GLTN up-to-date and reliable insight in progress towards its higher level objectives / outcomes. Qualitative information is available as evidenced in the annual reports where emerging outcomes are presented, but don't follow a clear and widely understood pathway of change.

At present GLTN seems to rely on periodic external reviews to capture results and progress beyond GLTN's output level. These reviews are however too sporadic and risk the development of different varieties of GLTN's ToC to serve as frame of reference for the review (similar as was done during the inception of this MTR). These ToCs are however not widely understood and owned within GLTN which by definition limits their effectiveness as systematic steering and learning tool for the network as a whole.

### **Collaborative Efforts**

**What perception do GLTN partners have of the Network and the GLTN Programme effectiveness in the delivery of planned outputs and activities?**

Overall, GLTN Partners are convinced a lot of work is done, activities and outputs are delivered. They feel GLTN is moving but perceive scope for improvement as well. At global level this concerns the involvement of donors, currently being recognised as limited. As for

country level work, Partners feel GLTN could and should do more to convince governments to start land reforms. At the same time there is the sentiment that the Network is not responding agile enough to countries that are ready to start but are waiting for support. A recurring comment related to the need for GLTN to do more in non-Anglophone countries and to give full access to all GLTN materials in other languages than English.

Overall, the effectiveness at outcome level is rated as Satisfactory (4).

## Efficiency

**How efficiently have resources (both financial and technical) been used to deliver the outputs of the GLTN Programme so far?**

GLTN is financed with a basket-fund arrangement. UN-Habitat hosts the Secretariat, provides human resources, utilities and space as well as institutional support, including for instance the development account for GLII. Various European governments support GLTN and there are also other (potential) donors including UN funds / agencies like IFAD, FAO and the European Union.

The budget of approximately US\$ 40 million covers the six years of 2012 – 2017. The projected annual budget increases over the years from US\$ 3 million in 2012 to over US\$ 10 million in 2014. In these years, GLTN has proved to be successful in mobilising resources that match or even exceed its budget projections of the last years. Management / overhead costs are reported under different names but appear to have remained stable over the same period (2012 – 2015; around US\$ 700,000). Given the expansion of the Programme this reflects an impressive efficiency gain with management accounting for about 1/3<sup>rd</sup> of total costs in 2012 to around 10% in 2014.

The budget includes the following budget lines:

- Project personnel (international experts and consultants, local support staff, mission costs, national staff and consultants) – appr. 37.5%,
- Sub contracts and Grants – appr. 44%,
- Training – appr. 8.8%,
- Equipment – appr. 1.3% and
- Miscellaneous costs.

Not surprisingly, human resources and grants are the biggest budget posts given the nature of the network. The budget is furthermore broken down per expected accomplishment (2012-2017) as follows (in million US\$):

Result #	Result Area	Budget
Exp. Acc. 1	Tool Development	11.7
Exp. Acc. 2	Knowledge, advocacy and awareness	7.6
Exp. Acc. 3	Capacity Development / Country Implementation	17.9

No further breakdown of these budgets in direct and indirect cost categories is available to the MTR.

Given the financial data available it is difficult to draw strong conclusions concerning GLTN's efficiency.

Over time, and under the assumption that cost calculation has been similar, GLTN appears to demonstrate significant efficiency improvements with programme management costs having gone down from 36% (2012) to 12% (2015).

In absolute terms, management costs of around 12% of total programme costs for a complex international programme would make GLTN a relatively efficient entity in the international development sector, where overhead costs are often reported to be between 10 – 20%. However these are merely indications, as no details are available about what exactly is and is not included in management costs (e.g. in 2015 Programme Support Costs of UN-Habitat and UNOPS are reported (9%) in addition to programme management costs). More firm factual conclusions concerning GLTN's efficiency requires a more in-depth financial study, including a detailed breakdown of costs and associated results, going beyond the scope and possibilities of the MTR. This information is available in parts and a full breakdown would not only enable GLTN to demonstrate its efficiency more clearly but also allow for better financial steering of the Network.

When looking beyond the financial facts and figures at the overall value created by GLTN interventions, it is worth noting that many examples were found of partners (within and beyond GLTN's partnership) adopting GLTN principles and practices and started



using GLTN tools with their own resources. This means that the actual value created by GLTN's work is not easily captured in its own accounting systems and therefore GLTN's efficiency in terms of "value-for-money" difficult to establish in exact financial terms. What can be concluded with certainty however is that this value is more than what is created by the GLTN itself, which more strongly confirms GLTN's effectiveness than its efficiency.

#### What perceptions do partners, donors and key stakeholders have on the efficiency in GLTN?

Perceptions of partners, donors and other key stakeholders concerning GLTN's efficiency vary from having no opinion to rather critical. The fact that GLTN is hosted by UN-Habitat with a secretariat working under UN terms and conditions makes GLTN "more expensive than necessary" in the eyes of a number of partners. Also critical comments were made concerning the cost consciousness of behaviour and practices, in particular related to the type of contract of staff and spending on DSA. Overall the perception is that there is scope to reduce costs without doing less, which implies space for efficiency gains.

Another efficiency related perception concerns the under-utilisation of available funds (reportedly under expenditure of 15% in 2013 and 24% in 2015) and the notion that fewer countries have been covered than Partners expected. The original planning mentions a combined indicator of countries, cities and municipalities, which creates haziness around exact numbers. Even so, the number of countries is regularly discussed in GLTN meetings and explanations are given for the involvement in a small number of (mostly African) countries. Not surprisingly, GLTN's current presence in the limited number of countries leads to questions among donors and partners about GLTN's efficiency in terms of making optimal use of available resources. A positive development in this regard is however the fact that in 2015 over US\$ 4 million (45%) of the budget was allocated to partners outside UN-Habitat, which means significant increase since 2013 (US\$ 1.3 million, 24% of budget).

In summary the overall rating of efficiency is satisfactory (4), but this reflects primarily the positive trends in efficiency than a firm conclusion about GLTN's absolute efficiency.

## Impact Outlook

What preliminary and emerging impacts, if any, can be attributed to the implementation of the GLTN Programme so far? What is the likelihood that GLTN will contribute to positive (or negative) impacts in the land sector and specifically on tenure security?

The main impact or overall objective of the Programme is: the promotion of secure land and property rights for all (or: improve tenure security of the urban and rural poor, so as to contribute to sustainable development and poverty reduction).

The way to arrive at this desired impact is visualized in the Pathway of Change (Figure 1). Even though the GLTN Phase 2 programme is only half-way, the field visits three countries (DRC, Uganda and Kenya) revealed emerging impacts like:

- Increased access to land by women, and more peace and stability in communities.
- Changes in the attitude of local authorities who show interest in land management and start to invest state funds in it.
- Up-scaling by local civil society groups of land mediation.
- The application of GLTN tools by authorities and communities has attracted donors and has led to new development interventions.

On the other hand, land policy reforms on national level are slow. A vision emerges that reaching the desired impact needs a combined bottom-up and top-down approach, whereby scale (in order to generate civil power and political momentum) plays an important role.

Despite some encouraging signs observed during the field visits, drawing firm conclusions concerning impact at this point in time appears to be premature.

## Sustainability

From preliminary observations, is there an indication that the results achieved so far by the GLTN Phase 2 project can be sustained or replicated without the support of the GLTN Secretariat?

The GLTN partners play a crucial role in the GLTN approach. They help drive the Programme, with their collective large scope of interests and skills, and their

critical understanding of the needs in the land sector, particularly at country level. The key GLTN strategy is to embed tools and new thinking in partner's Programmes and business models to ensure scale and sustainability. In this sense GLTN appears to be on the right track. The up scaling and widespread implementation of tools depend on partner organisations ("change agents"), while GLTN fosters and reinforces the synergy between normative and field activities by focusing its efforts on donor coordination, tool development and capacity development.

Real sustainability is however only secured when GLTN's efforts in tool and capacity development have been truly embedded and become common practice among its target groups, in particular national and local governments. Currently there appears to be some controversy about the extent to which GLTN itself needs to take responsibility and actively pursue the required up-scaling and embedding of its work. This controversy may affect the sustainability of GLTN's work, but it is acknowledged that cases were found where up scaling / embedding of tools takes place through the work of individual partners within and beyond GLTN.

[To what extent have provisions been made for or are plans in place for an exit strategy of activities coming to an end at the end of Phase 2 at UN-Habitat and by partners?](#)

Throughout the MTR no reference has been made to any deliberate GLTN exit strategy.

Overall, because of apparent success of GLTN's partner strategy, there appears to be potential for sustainability which is therefore rated as Satisfactory (4).

## Integration of cross cutting issues

[How effective is the GLTN in ensuring that crosscutting concerns such as gender, youth, human rights, climate change, land indicators, capacity development, and grassroots engagement are incorporated in the design, planning, implementation and results achieved so far? How can this be further improved?](#)

Crosscutting issues have received ample attention in the GLTN Programme, during conferences and meetings and in various reports.

The attention for Gender is described in chapters 4 – 6 especially with regards to the developed GEC and capacity development efforts dedicated to women empowerment. The 2012 workshop in Morocco in collaboration with UN-Habitat's Youth Unit serves as a good example to illustrate GLTN's attention for youth. This workshop brought together youth organisations and GLTN partners in cross learning around youth responses to land and GLTN tools. In 2013 increased awareness on land and youth issues gained further momentum. Partnership and capacity development, awareness raising and research contributed to the understanding how youth are relating to land governance and land rights. A training manual and Youth Responsiveness Criteria for land tools were developed. These examples illustrate that youth issues are consistently incorporated in design and planning.

Grassroots organisations are recognised to be critical to the long-term success of pro-poor land policy implementation for a variety of reasons: their close connection to local population, their experience and expertise in community-based processes and tools, and their key role as champions of change on the ground where it really matters. One of the key challenges identified by GLTN is the need to bring grassroots experience to scale, either at the city-wide or national level. The GLTN publication *Not About Us Without Us* (2009) articulated this approach and four grassroots projects implemented in India, Peru, Tanzania and the Philippines, with technical assistance from GLTN and in close cooperation with the umbrella organisations for those initiatives: the Huairou Commission and SDI. Other examples demonstrating the importance GLTN's attaches to grassroots engagement include: 1) A GLTN-funded learning exchange with civil society and grassroots representatives from 9 countries in the Hague (2013) and 2) The explicit reference to grassroots engagement in various country documents (DRC, Uganda, Kenya)

The land and human rights discourse has been implicit in the work of the GLTN Network, its values and its principles since its establishment. For GLTN, the continuum of land rights approach is central to human rights: "Tenure security is an important precondition for human development and the realization of human rights". Since 2012, through the special rapporteurs and office of the High Commissioner on Human Rights,



GLTN land tools are positioned within a central debate around land rights and tenure security. In the engagement with OHCHR around women's equal access, use and control over land, the continuum of land rights and the Gender Evaluation Criteria were described as good practices and have influenced the final guidelines. In 2013 the inclusion of human rights within GLTN's operations was worked out further, while support for the ongoing anti-eviction work in UN-Habitat continued.

Overall it can be concluded that most of the cross-cutting concerns feature prominently in GLTN's work. At the same time, respondents insist that attention for these issues can easily slip and urge GLTN to remain alert and explicit on these issues throughout its activities.

## Additional issues

### GLTN coherence with the New Urban Agenda and added value

Global advocacy work has been successful and helped to influence member states: Especially GLTN's newly achieved coherence (2015) with the New Urban Agenda supports the need for efforts to develop capacities for national implementation. Core messages have been developed for integrating land in the zero draft report of the New Urban Agenda and stakeholders have successfully advocated for these messages.

Building the capacity of land administration systems is integral to the delivery of land tenure services in both urban and rural contexts. This is in line with the New Urban Agenda's emphasis on strengthening urban legislation and systems of governance, especially the institutions and systems of land governance.

One positive example of such practices is the land use planning in Luhonga, DRC, which facilitated the delivery of services. Further to this, partnerships with other UN agencies, UNICEF included, has helped in the delivery of water and sanitation services to the Luhonga Community. This is consistent with the New Urban Agenda's call for promoting universal access to quality basic services.

## Overall Conclusions concerning Programme

### *The Programme Relevance*

1. The GLTN Phase 2 Programme responds in an increasing degree to the needs of global players in the field of land rights and land tenure policies and practice, this being proven by an increasing number of partners and donors opting for inclusion of the GLTN agenda in their policies and approaches. Acceptance of and responsiveness to the GLTN agenda is growing among target groups, partners and donors.
2. GLTN collectively produces and tests knowledge and tools. The complementary role of GLTN on local, national, regional and global level is currently diverse and could be clarified towards and beyond the sector. It currently ranges from programme implementer, capacity builder, knowledge expert and broker, convener for policy debate to lobbyist and advocate.

The relevance of the Programme is highly satisfactory.

### *The Programme Effectiveness*

3. GLTN has made important progress on global and regional levels. Even if final outcomes have not yet been achieved, progress towards 9 of the 16 identified "emerging" outcome areas (see Annex 2) could be discerned. These emerging outcomes show the extent to which the expected accomplishments for phase 2 have been achieved. They show that global land policy stakeholders have endorsed the most important GLTN policies and included them in their own strategies, that global land policy frameworks now include the GLTN agenda and that GLTN tools are used, that GLTN partners start to mobilize their own resources to implement the GLTN agenda, and provide implementation support to national governments, and that international academic institutions develop knowledge and mainstream the GLTN agenda in their learning Programmes. Africa is most advanced in this respect, but Asia and the Pacific, Eastern Caribbean regions and Arab states have started to follow. These are important developments showing the dynamism and the influence that the network exerts at global and regional levels.

4. As the outputs such as tools and capacity lead to the “expected accomplishments” it is unclear how far the Programme has progressed towards enhanced tenure security i.e. *outcome level*. It is therefore unclear whether the Programme is achieving its ultimate (intermediate and overall) objectives so far. This situation is influenced by the existing Project’s Logic Model and Framework which outlines activities, outputs and expected accomplishments within the control of the GLTN Programme. Outcomes that are linked to behavioural change of GLTN’s target actors on national, regional or global level, who operate beyond the control of the GLTN Programme, are missing. It therefore remains unclear on what level, or with whom, change has to take place and what role the tools and/or build capacity play in this.
5. The capacity development strategy focuses on the capacity development of country partners (CSOs, national and local government) to adapt, pilot, evaluate, use, and disseminate tools as well as the adoption of pro-poor gender responsive curricula by (inter)national knowledge institutes. The review team appreciates this and sees its relevance also towards sustainability of the application of tools in the long term. The strategy does however not sufficiently target policy makers and or bi- multilateral Partners who could disseminate or embed tools in their work towards improving tenure security (such as ILC adopted the GEC) in their countries. This hinders the Programme to develop a clear strategy for up-scaling implementation.
6. The pilot projects on country level show considerable development and progress, namely that the GLTN principles and methodologies are relevant, that targeted communities are aware of what is at stake, that collaboration between government and civil society is improving and conflicts decrease. At the same time bottlenecks still exist, like the procurement of legal documents of land-possession and the slow progression of national land reforms. These elements are at present beyond the control of the Programme, but stakeholders (in our interviews) have rightly suggested that GLTN, as a network comprising important global players

and hosted by a UN organisation, should put more efforts in encouraging national governments in this respect.

7. The various tools and capacity building strategies put in place to further the work of the network reinforces the capacities of all stakeholders in order to be able to realise the Programme in the most effective and efficient way. Focus however lies on development, testing, and sharing of tools (stage 1-3). Limited attention is given on how to disseminate tools at country level or embed tools in Partner or government programmes and who of the Partners should be engaged during tool development and up scaling.

#### **Programme Monitoring**

8. GLTN has developed a sophisticated Monitoring and Evaluation Strategy for Phase 2. The M&E strategy is based on the Results framework as presented in the GLTN project document (Project’s Logic Model and Logical Framework). Quantitative Indicators and Means of verification have been formulated.
9. The M&E system is based on the three Expected Accomplishments capturing mostly quantitative successes on the achievements of promised deliverables. The monitoring strategy does not steer for qualitative information on stakeholder behaviour, which would give better insight in progress and the need for adjustments of GLTN Phase 2 in achieving its ultimate goal – i.e. the implementation by national and local governments of pro-poor and inclusive land policies, and the use by communities and land concessionaires of pro-poor and gender sensitive land tools (to prevent and solve land disputes).

#### **Programme Efficiency**

10. GLTN consciously tries to do its best to be as efficient as possible, mainly by making maximum use of Partners who make various efforts on a voluntary basis. GLTN is focused on transfer of competencies as soon as possible via guidelines and Partner platforms and as such the value of GLTN goes beyond what is delivered by the network itself. Developing local capacities, via working together with national implementing partners, as quickly as possible contributes to

less expenditure and more efficiency. GLTN is indeed on this track, with almost half of the budget spent on capacity development on country level.

11. A firm conclusion about the managerial efficiency of the network is difficult to make given limitations in the breakdown of expenditure and the absence of a reasonable benchmark. It is however clear that GLTN has made significant efficiency gains in the period 2012 – 2015 with overhead costs reducing from 36% to 12% of expenditures. Despite this, a number of partners still are critical about GLTN's lack of efficiency, especially caused by bureaucracy and delays, e.g. in the making of plans and strategies and the high costs of a secretariat that runs under UN terms and conditions.
12. Developing local capacities as quickly as possible contributes to less expenditure and more efficiency. GLTN is indeed on this track, with almost half of the budget spent on capacity development on country level, which deserves applause. Overall, GLTN efficiency is rated as Satisfactory (4).

### *Programme Sustainability and Up scaling*

13. Sustainability. The GLTN partners play a crucial role in the GLTN approach. They help drive the Programme, with their collective large scope of interests and skills, and their critical understanding of the needs in the land sector, particularly at the country level. The key GLTN strategy is to embed tools and new thinking in partner's Programmes and business models to ensure scale and sustainability. In our opinion, GLTN is herewith on the right track. Sustainability is potentially high and is rated highly satisfactory.
14. Up scaling of the Programme via dissemination and embedding of tools within member organisations or country governments (i.e. extension to more countries, more partners and more donors; implementation by more well-trained professionals; implementation on a larger scale in countries, as part of country policies and integrated in state budgets) is the biggest challenge of the Programme.

# 8 ASSESSMENT AND CONCLUSIONS OF THE GLTN GOVERNANCE STRUCTURE

## Introduction

At the creation of GLTN, a team of network experts designed the network structure, which was to organise the network in such a way that land stakeholders would find each other and collaborate in improving tenure security through the creation and piloting of new land tools. At that time, very limited interaction occurred among land stakeholders, not even among those who operated in the same sector (academics, donors, CSOs, etc.). Since its inception, the network is hosted and operates within the legal structure of UN-Habitat.

The Global Land Tool Network is composed of the Partners who meet each other in Clusters and at bi-annual partners' meetings, the International Advisory Board consisting of donors and cluster representatives, the UN-Habitat Steering Committee, the Secretariat, and at a bit more distance the individual Members.

The GLTN Partners are organised in five clusters related to the following categories: Bilateral and Multilateral organisations, International Professional bodies, International Training/Research Institutions, International Rural Civil Society Organisations and International Urban Civil Society Organisations. Each partner of GLTN participates in one of the clusters.

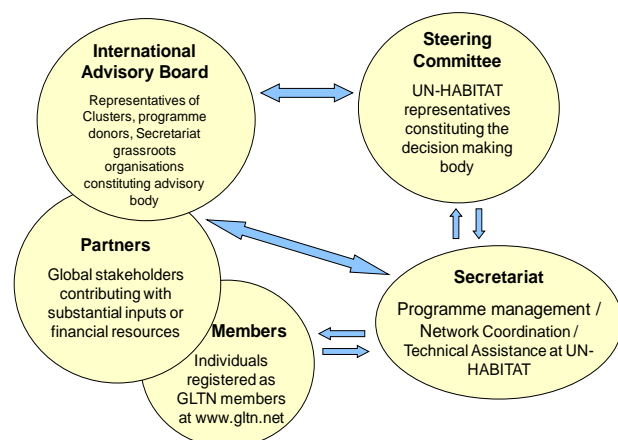
Each cluster is represented in the International Advisory Board (IAB) by a cluster representative elected by the partners of the cluster. Extra members of the IAB are the donors who contribute financially to the work of GLTN, the Chair and Co-Chair of the IAB, which are member states representatives, and a specific representation of grass roots organisations. The IAB has an advisory function and no decision making power. The Steering Committee and the GLTN Secretariat take the advice of the IAB into consideration in the decision making concerning strategic and operational matters. Final decisions on annual work plans are taken by the Steering

Committee, together with policy and strategic choices. The Steering Committee is composed by UN-Habitat senior managers.

UN-Habitat, as the legal entity and operating framework of GLTN, is accountable for the implementation and quality of the GLTN Programmes. Decision making on annual work Programmes and budgets therefore officially needs to take place within the Steering Committee of GLTN, in close collaboration with the GLTN Secretariat. In practice, however, the IAB discusses work plans and other documents in more depth and therefore can play a larger role in their approval than officially assigned. The GLTN Secretariat is hosted by the Land and GLTN Unit, which is located within the Urban Legislation, Land and Governance Branch of UN-Habitat. The Land and GLTN Unit is led by the Unit Leader, who also guides the GLTN Secretariat.

For organisations who do not meet the criteria to become GLTN partner, but who like to stay informed on the products and processes developed and launched by GLTN (e.g. journalists, government officials), there is the possibility to become a member. Membership is free and on individual basis.

The figure below (Figure 3 from Chapter 3) represents the governance structure as just described.



The financing of the Programme is received by UN-Habitat, administrated by either UNON or UNOPS and

managed by the Land and GLTN Unit (GLTN Secretariat). Finances are dedicated to outputs directly implemented by the GLTN Secretariat (in part via consultants) and to outputs implemented by Partners, Clusters, external consultants and service providers.

Part of GLTN's work is implemented through the Clusters which develop, in consultation with the Secretariat, bi-annual work plans. The work plans are initiated at the GLTN Partners' Meeting every two years. Here Partners meet, review the progress made and debate the way forward for the Network for the two years ahead. The Clusters work plans are then further developed and finalised in consultation with the IAB and the Secretariat. The secretariat secures the alignment of the work plans with the overall strategic framework and evaluates the annual reports. The progress in the implementation of the Clusters' work plans is reviewed in detail by the Secretariat and by the IAB as part of the annual progress report."

The existing governance structure has worked well for most partners during the first 10 years of GLTN's existence. Partners met for the first time, got acquainted with each other's work, capacities and added value. Clusters were small, allowing frequent personal contact among cluster members and with the Secretariat that functioned as a buffer between UN-Habitat Steering Committee and the IAB.

In the past years however, GLTN started to grow substantially and tripled in size, although growth was not equal in all clusters. Especially the cluster of International Research and Training Institutions grew quickly, now including almost 30 organisations. In comparison the other clusters consist of 10 to 15 partners. This growth led to recurring questions and concerns about the appropriateness of GLTN's governance structure, which explains the particular attention paid by the MTR to this.

GIZ's Capacity Works model is used to ascertain a structured and systematic review of GLTN's governance structure (see chapter 2 for more details on the model). Below an assessment is presented for each of the five building blocks that make up the model (strategy, collaboration, steering structure, processes and learning & innovation), illustrating what works well and not so well in governing GLTN.

## Strategy

*Strategy is the joint result of a negotiating process between the parties involved and a selection from various options. A result-oriented, clear and shared ambition is translated into a strategy that leads to positive and joint results<sup>12</sup>.*

### What works well?

GLTN Partners have been involved in strategic planning in the sense that the Secretariat prepares strategic lines and proposes strategic directions while the IAB comments and gives advice. So far the joint ambition has often been articulated by the Land and GLTN Unit and validated by the Partners afterwards. There is an obvious understanding of the importance to involve Partners in strategic decision making, which is currently organised in a "reactive" manner demanding limited time from partners.

### Scope for improvement.

The long term vision of GLTN was established when GLTN was founded and fine-tuned for GLTN Phase 2. Partners discussed and agreed upon the long-term vision at these moments. When a Partner is accepted into the network, the letter of acceptance mentions the objectives of GLTN and the areas of work.

However, Partners mention the need for more frequent communication and discussion on longer term vision and increased involvement in strategic decision making. At this moment it is felt that the Secretariat is occupied with the implementation of the Programme and communication on strategic decisions is limited. This makes that Partners have difficulty understanding and owning the strategic direction GLTN is moving in, while they miss a more continuous framing of the outputs GLTN is delivering.

IAB members receive documents on strategies and policies which they are reviewing and commenting on as per their role. However, IAB members and Partners in general would like to be involved earlier and more pro-actively in the making of such strategies and policies, for example via the bi-annual partner meetings. In this way they would feel more ownership

<sup>12</sup> Free formulation based on 'Cooperation Management for Practitioners - Managing Social Change with Capacity WORKS', GIZ, 2015

over the Network and its Programme, which would make it easier and more natural to commit to the results to be delivered.

Concerning the biannual work plans of the Clusters, Partners indicate to miss clear overall strategic guidance to which each clusters needs to abide. Work plans need to serve the overall strategic framework, which is not always the case. Multiple respondents experience the development of the work plans more like the creation of a wish-list for funding of individual interests than a participatory negotiation process leading to positive and joint results within the strategic framework of GLTN.

### Opportunities

At present GLTN will have to decide where to focus the last years of the Phase 2 Programme. At the same time there is the challenge of formulating the Phase 3 vision, for the 2018-2023 period. Given the above mentioned interest of Partners in more pro-active involvement in strategic decision making, the upcoming strategy development process offers a clear opportunity to adapt GLTN's governance in strategy making.

As structure needs to follow strategy, the new 2018 – 2023 strategy would have to guide if and how to continue with the clustered structure of GLTN.

## Cooperation

*The capacity to select and design healthy and vital cooperation between several actors, is based on the connection of partners inside and outside/around (other stakeholders) the 'network system'. The extent to which the input from individual organisations is getting space, as well as the capacity to utilize the differences constructively for co-creation and win-win solutions, defines the success of cooperation.*<sup>13</sup>

### What works well?

GLTN hosts a large diversity of Partners. It is this uniqueness in variety that attracts organisations to join the Network. Partners expressed their high

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<sup>13</sup> Free formulation based on 'Cooperation Management for Practitioners - Managing Social Change with Capacity WORKS', GIZ, 2015

appreciation for the existence of such a network, arranged around the development and testing of land tools. The Network allows Partners to meet other actors active in the same field, whom they never would have met if it were not for GLTN. This goes for kind-like organisations within the Clusters or different kinds in cross-cutting working groups. GLTN provides a neutral domain where Partners can meet.

It is through GLTN that certain organisations, such as land professionals and civil society organisations, collaborate on issues of common concern and have started to understand and even appreciate each other. This was not the case before the existence of GLTN.

The participation of civil society organisations, in particular women's and grassroots organisations, at high-level conferences, such as the World Bank Land Conference and Habitat III, is a result of GLTN. As the GLTN platform has been hosting CSOs from the beginning, within GLTN the presence of CSOs have become the norm. This norm has been passed on to high-level conferences. Nowadays land stakeholders expect CSOs to participate in an equal manner at the different global meetings.

Partners manifest to collaborate much more with other partners, also outside GLTN context, than before. The fact that Partners meet regularly at the biannual Partner's Meeting and other land related conferences has created unexpected partnerships and synergies. Partners have joined in advocacy actions in land issues.

### Scope for improvement.

#### Clusters

Due to the growth of the Clusters it has become difficult for partners to see who is contributing on what and how to collaborate on contributions. Partners have difficulty knowing where they are needed. In the Clusters where there is a large number of Partners, a core group of Partners actively participates, while others wait and see. The perception of a number of respondents is that Clusters could perform much better than they do nowadays. This is confirmed by the fact that smaller groups within Clusters work better and involve more Partners in an active manner.

There are cases where Clusters or working groups become isolated. For example, a case was reported



where land professionals involved in the development and implementation of STDM lacked the expertise to include gender and would therefore have liked to have easier access to the Partners with gender expertise, who in this case belonged to a different Cluster.

The collaboration between Secretariat and certain partners is experienced as arbitrary by a number of Partners. It is not always clear why some Partners become beneficiaries of funding and why others don't.

There is a need to strengthen the collaboration between the Secretariat and the cluster leads and between cluster leads and cluster members. Partners feel that for some Secretariat staff the responsibility of a cluster is experienced as an add-on to their daily job. The focal person of the Secretariat does not have the necessary time to dedicate to network management for the cluster.

#### Partner Participation

Not all Partners collaborate in the same intensity. So far, GLTN has not expressed minimal requirements or expectations for partners to participate in the network. Partners made suggestions to do so to stimulate active participation and ensure that GLTN remains a group of strongly committed organisations.

Linked to this is the fact that partners are not explicitly invited / accepted in light of their added value to the network. All possible land related partners who want to take part are basically accepted. This means that not necessarily the most needed partners join, while the capacities of those who do join are not optimally utilised.

Partners are concerned that the current structure does not offer an adequate solution for the involvement of governments and private sector. Especially the presence of government representatives is felt as a need by multiple respondents. At this moment they can only participate as individual members. Governments themselves also manifest the need to exchange experiences on the implementation of land-related tools and approaches.

#### Image of GLTN

Confusion exists around the scope of the GLTN Programme. The simple fact that GLTN is situated within the UN-Habitat structure (and that GLTN is always presented under the logo of UN-Habitat)

creates the impression to the outside world that the GLTN is a programme, rather than a network, that serves urban areas only. Especially other UN agencies- confuse GLTN with UN-Habitat and will approach or collaborate with GLTN only when they feel an urban aspect is needed.

#### Opportunities

##### Managing Partner collaboration

Despite the fact that within GLTN multiple actors gather and collaborate around a common goal, there appears to be the sentiment that there is ample scope to expand this. In other words, the benefits of Partners complementing each other and synergising the effects of their work are not fully reaped.

It is also felt that only GLTN is in the position to "regroup actors" with specific roles and defined synergies or complementarities, while partners expressed a lot of willingness to collaborate more. Concrete examples of programmes and tools where GLTN could make (better) use of collaboration are the Country Programmes IFAD coordinates with national governments (allocation of national resources for implementation of GLTN tools), the country implementation of the VGGT, and the Academy of the Huairou Commission for dissemination of the tools.

##### Commitment of Partner

The engagement of partners in GLTN differs widely. This depends on the amount of influence a partner has, the specific interest in the topic at hand and the perceived input/output ratio (what do I need to put in and what do I get out). This realisation provides insight and opportunities to get dormant partners more actively engaged.

Another solution proposed to increase the commitment of partners is to become more explicit in the expectations from partners in terms of engagement. Other partners are clearly against this however as they feel it lead to different categories of members, which goes against the essence of the GLTN partnership.



## Steering structure

*The steering structure in a network is meant to organise predictable behaviour on communication, decision-making and interaction between members. The steering structure should contribute to managing expectations (strategy, decision making, planning, funds, conflicts), and accountability of members regarding their strategic commitment, the mutual agreements, their responsibility towards their constituencies and finally towards principle agents (boards, donors, society etc.).<sup>14</sup>*

### What works well?

Looking at the overall structure of the Network the performance and functioning of the GLTN Secretariat is the best evaluated of all elements of the governance structure. Partners manifest admiration for Secretariat staff that had to deal with a fast growing network, the constraints of the legal framework of UN-Habitat and limited staff in the past two years.

### Scope for improvement.

Many critical comments made by partners relate to the steering structure and in particular to decision making processes. In a network the participation of partners in decision making is one of the drivers to stay tuned with and participate in the network. More than half (61%) of the interviewed partners feel that the cluster division, the representation of clusters in the IAB and the internal processes around the clusters are not adequate anymore. Only 10% is still fully convinced of its current structure and function.

The function of the IAB and its place within the network is also questioned. Around half (52%) of the partners indicates the current functioning as inadequate, while only 14% believes the IAB to be operating very well.

More concretely, it is felt that the current structure no longer allows for adequate decision making processes that stimulate the interest and engagement of partners. Formally decision making is with the Steering Committee and Secretariat which are fully composed of UN-Habitat staff, being the first among supposedly

equal partners. The IAB is a more representative body but only has an advisory role and feels its advice is often not taken on board without further explanation. At the same time partners do not feel that are adequately represented in the IAB and feel that partners in the IAB are given more importance / voice than those who aren't. A similar sentiment exists within the IAB, with donors being perceived as having more weight in discussions than other cluster representatives.

At this moment the Land and GLTN Unit, and in reality the Secretariat, is felt to be in charge of decision making and implementation and not the Network as a whole. This is a crucial concern as donors claim to fund GLTN primarily because of being a unique multi-stakeholder network of the Network and not so much for being part of UN-Habitat.

At the same time, there appear to be different views regarding role distribution. E.g. the Steering Committee interprets its role as having to be compliant in its operations to UN-Habitat, leaving the real decision making in strategies and operations to the IAB and Secretariat. This is not how many Partners perceive reality, who believe decisions are taken mostly by Secretariat as a compromise between advices of the IAB and compliance-related directives of the Steering Committee.

The Secretariat is highly appreciated for her leadership, expertise and technical support, which has been key for GLTN's success. However, today this does no longer suffice to cover the need of Partners to participate. The absence of Partners at crucial decision making moments (strategic choices and larger issues in implementation context) creates tension and frustration within the Network. As a collaborative network, GLTN can only be successful when it guarantees participatory decision making, involving all network Partners in a structured and transparent manner.

### Opportunities

#### Participation in decision making

Partners ask for more involvement in the decision making process. This could be done by making small adjustments that allow for more participative (e.g. using on-line consultations) and inclusive decision making.

<sup>14</sup> Free formulation based on 'Cooperation Management for Practitioners - Managing Social Change with Capacity WORKS', GIZ, 2015

However also more drastic ways to rethink the current decision making processes may need to be considered. An option would be to transform the IAB into a truly representative body responsible for strategic decision-making. The role of the Steering Committee would then officially be focused on the checking of formal compliance to avoid potential conflict with UN regulations and principles.

#### Cluster structure

Also with regard to the current structure there are a number of opportunities to be mentioned. In light of the maturity of GLTN, the majority of partners considers the time to be ripe to rethink the cluster structure. Suggestions include a structure around the key streams of work in the new strategy plan with the possibility of Partners being part of more than one cluster. An alternative would be a geographical clustering, which may increase the motivation of Partners to participate actively as the work relates directly to their own geographical field of work. European partners would then be strategically distributed.

Different clusters would also allow for a different arrangement in selecting cluster heads that take a seat in the IAB, which would create a different dynamic and may help its image as being truly representative.

Future considerations concerning GLTN's steering structure will have to include thinking about how to engage / collaborate with private sector and government as many respondents consider these actors as key players whose contributions are essential if GLTN's is to meet its ambitions.

#### Processes

*There are two types of processes: Firstly, the working processes underlying the interventions designed to bring about the agreed joint activities of the network (what are our activities and which outputs do we deliver?). Secondly, the networks internal management processes (strategic steering and management support).<sup>15</sup>*

<sup>15</sup> Free formulation based on 'Cooperation Management for Practitioners - Managing Social Change with Capacity WORKS', GIZ, 2015

#### What works well?

Partners appreciate the work of the Secretariat, also in the management of processes. Partners recognise the efforts delivered by Secretariat staff and appreciate the personal communication and the way financial arrangements are managed. Secretariat staff has been crucial in facilitating a smooth dialogue and opening possibilities for participation. Coordination in terms of content and communication has improved over the past years.

#### Scope for improvement.

The GLTN Secretariat finds itself in the complex situation of changing hats continuously, playing different roles in relation to the partners. These roles include:

- Network coordination and facilitation to bring and keep the network together so it can live up to its ambition of tool development and knowledge sharing.
- Programme management by being responsible and accountable for the overall implementation of the GLTN Programme.
- Fund administration, which includes the approval of budget, disbursement of and accounting for funds.

The combination of these three roles creates tensions and complications, while at times it creates the sentiment among Partners that the network is serving the Secretariat rather than the other way around. Also, given the fact that GLTN depends on donor contributions to fund the Programme (rather than the Network), the Secretariat will at times feel the need to prioritise the Programme over the Network.

In addition, Partners claim to face challenges in complying with programme management procedures. Reportedly this is partly due to contradicting messages from the different parts of the Secretariat when it concerns project management. Another reason mentioned is that formats of reports - financial or content-wise - are to be changed without consultation. Overall, certain Partners indicate not being fully clear about the exact division of roles and responsibilities within the Secretariat.

### Opportunities

For a healthier task division of the Secretariat, network facilitation can be separated from other tasks. Engagement of Partners needs time and attention. It includes activating old Partners and receiving new ones, streamlining expectations and contributions and solving problems, which altogether is a substantial task in a network with over 70 partners, requiring specific expertise and competencies.

Another opportunity emerges related to fund management if the earlier mentioned adaptation in the role and composition of the IAB becomes reality. An IAB that is widely acknowledged as being representative and having decision-making responsibilities can take a stronger role in the approval of funds. This would help reduce the “donor” image of the Secretariat and allow the Secretariat to play its role of network facilitator more prominently.

### Learning and Innovation

*Learning and Innovation is the engine behind all cooperation in networks. The Learning Capacity is the capacity for change – making new choices based on new insights that contribute to positive change in a) the cooperation network, b) the individual organization and c) the people that work in organizations and networks.<sup>16</sup>*

#### What works well?

An important added value of GLTN as a network is the knowledge building around land governance, land management and administration and land tools. Participation in the Network allows partners to be informed about the latest developments of new pragmatic tools, approaches and policies regarding pro-poor and gender-sensitive land management. GLTN generates new products and by concentrating them within one network, access to innovation is relatively easy. For this same reason, individuals from different institutions, organisations and government agencies decide to obtain personal membership.

<sup>16</sup> Free formulation based on 'Cooperation Management for Practitioners - Managing Social Change with Capacity WORKS', GIZ, 2015

As GLTN unites academics and land professionals, together with CSOs working with communities and bilateral and multilateral organisations working at higher policy level, Partners clearly understand the value and appreciate the possibility of learning from other in the sector. This includes having access to a wider scope of research, knowledge, experiences and publications that complement and help them in their own endeavours. GLTN offers a valued platform for knowledge building and exchange.

Moreover, being part of and backed by the Network empowers Partners to speak out more boldly about pro-poor land management outside the network.

#### Scope for improvement.

##### Using Partners' products for GLTN

GLTN Phase 2 outputs concern the development of new knowledge products produced in partnership. Despite the extensive dissemination and sharing of knowledge and experience, still many Partners feel the Network is not taking full advantage of this. It is felt that GLTN could make better use of the existing products, programmes or systems of members to complement the GLTN tools, use them for diffusion of information or the implementation of GLTN Phase 2. An example of this is the suggestion to include specific tools of Partners that cover existing gaps in the GLTN tool kit (*The Hague Strategic Meeting, July 2016*).

##### Monitoring for Learning

An important role of the Secretariat is monitoring progress in tool development, including the number of capacity development events and its participants, the number of researches and its content and the way partners, land stakeholders and governments are getting involved in implementation of tools. The results of these monitoring efforts are presented annual reports that seem to be used primarily for accountability and visibility purposes. Clear scope for improvement was found in making more deliberate efforts to turn the impressive monitoring results into learning products. This means that reporting goes beyond describing *what has happened* and includes analytical information on *how this happened* (methodological approach, success factors, bottlenecks etc.). In this way reports may be of more use to partners in making use of this knowledge within their own working context.

## Opportunities

### Outcome Monitoring for Learning

The successful introduction of new land tools and approaches requires changes in the mindset of different land stakeholders. This is a key challenge for all of GLTN's work and therefore it could be very beneficial to better understand which interventions and approaches were effective in achieving desired behavioural change at the different levels (global, regional, national, local). Collecting and analysing this kind of outcome level information requires a significant contribution in monitoring efforts by Partners. It is only when this partner engagement to systematically collect outcome-level data can be secured, the development of a behavioural change focused M&E system stands chance to succeed.

### Network learning plan

Supporting and enabling learning is part of the Capacity Development Strategy of GLTN. Following this strategy many events for learning are organised in different contexts. For this reason, Partners perceive GLTN as the producer of knowledge and tools, as a funder and an expert. They remark however on the absence of a more systematic facilitation of network-wide learning (both vertically from global to local and back and horizontally, cross-country / context). Comprehensive learning plans articulating GLTN's learning ambitions that are formulated on a regular basis can give guidance to a wider and systematic learning process.

## Conclusions

Overall, the Mid Term Review rates the GLTN Phase 2 **governance structure** as "partially satisfactory". The governance structure has functioned considerably well during GLTN's initial years when it was starting and still relatively small. However, at this point in time the existing mechanisms of representation of partners and decision making do no longer fully meet the needs of the Network.

### Strategy

1. Long-term strategy formulation has taken place at the start of GLTN and fine-tuned at the formulation of GLTN Phase 2. Partners (in and

outside the IAB) miss a more continuous discussion on long-term goals and strategic choices. They like to be involved from early stages of preparation for the next period of 2013 - 2018.

### Cooperation

2. The network has an added value for partners. It has created new (unexpected) partnerships. Partners have started to collaborate on common issues and increasingly understand and appreciate each other.
3. The network gives authority to the partners and weight to their points of view on pro-poor land management outside the network.
4. Partners highly appreciate the way tools and approaches are developed among different kinds of stakeholders. The strategic mixture of land stakeholders can be intensified even more, especially when it concerns the mainstreaming of cross-cutting issues like gender, youth, etc.
5. Collaboration with government and private sector is still limited in the cooperation dynamics of the GLTN.
6. New partners come in on own initiative, not because of strategic invitation from the GLTN.

### Steering structure

7. Partners appreciate the work of the Secretariat. They perceive the Secretariat as being a liaison between UN-Habitat Steering Committee and the IAB and as being loyal to the Network.
8. Decision making mechanisms are aligned with UN-Habitat procedures, which do not necessarily meet the needs of the network Partners or the Programme. They are perceived as non-participatory, which hampers the development of collective ownership and participation.
9. The formal division of tasks among IAB, Steering Committee, Secretariat and Clusters don't correspond with daily reality and needs of the Network. Current naming of the different entities reinforces confusion.
10. The composition of the IAB is questioned as donors present in discussions have a stronger voice than others, partners don't feel adequately

represented by cluster representatives and grassroots organisations still only play a marginal role.

11. A majority of partners feel that the cluster division, the representation of the clusters in the IAB and the internal processes are not adequate anymore.
12. Clusters miss overall strategic guidance and a long term vision.
13. The clusters, due to their growth, do not perform optimally (commitment, leadership, internal collaboration, use made of capacities).
14. Transparency in governance is not optimal. Partners feel under-represented in the decision making process.

#### **Process**

15. The Secretariat's network coordination is subordinate to its programme management responsibilities because of the mixture of tasks assigned to staff and staff-shortages.
16. The Secretariat has many functions and is wearing many hats, which risks creating confusion and tensions in the management of the network.
17. The Secretariat's role in project management is not clear to all partners.

#### **Innovation and learning**

18. The network has facilitated access to innovations, to recent research, new knowledge, the latest experiences and publications. Through participation in the network, partners have acquired new insights and have strengthened their capacities.
19. The current M&E system serves the purpose of accountability well, but as it is mainly focused on outputs and immediate outcomes, the purpose of learning of partners is limited. GLTN struggles with the measurement and attribution of higher level results, especially when partners use their own funding for the implementation of the tools.
20. To use M&E for learning, clear network learning targets are needed. Targets need to be in line with the Capacity Development Strategy, needs of the different working groups and Clusters and the needs of government and private sector.

Overall, partners experience limited ownership within the network. Due to the growth and functioning of certain Clusters, the limited participation and transparency in decision making processes together with the lack of strategic search for and use of Partners for the Network's purposes, Partners do not participate, collaborate and contribute to their full capacity. It is very probable that a reform in the decision making processes and Cluster/IAB representations will boost network dynamics and activate the participation of Partners.

## 9 RECOMMENDATIONS

This final chapter with recommendations starts with a set of recommendations relating to programme performance, including suggestions for immediate action that already may take effect during phase 2 of the programme. A second set of recommendations concerns the Governance of GLTN, whereby also distinction is made between recommendations for immediate action (Phase 2) and longer term recommendations (Phase 3).

### Programme

*Recommendations for immediate action to enhance Programme performance under Phase 2;*

1. The review concluded that a range of emerging outcomes could be traced. Despite this it is recommended that in the remaining 18 months under Phase 2, *GLTN captures and demonstrates more compelling evidence of the impact of its work beyond its own sphere of control, i.e. the extent to which tool and capacity development contributes to behavioural change of target actors that will impact tenure security.* This requires a temporary focus on selected tools or capacity building approaches with a high potential for making and capturing significant progress. It is therefore suggested that the IAB with the support of the Secretariat, selects a limited package of GLTN's best practices (tools or capacity building approaches) for the remainder of GLTN Phase 2 and designs a dedicated campaign to further the development and up scaling of these selected cases with the specific aim to achieve more obvious change at outcome level. After completing GLTN Phase 2 Partners and Secretariat can evaluate the effect of the selection and campaign and then decide during the strategy development process for GLTN Phase 3 on the future tool development strategy.

Up-scaling of selected tools and capacity developing approaches is likely to be a key element in such campaigns. Such selected 'campaigns' imply the requirement to better harness the collective power of the GLTN. Put differently, they can be seen as opportunities to test new cooperation systems and practices, linked to the up-scaling/dissemination of

concrete tools or approaches, whereby 'technical partners' (i.e. knowledge institutions having developed and tested) use the feedback from 'implementing partners' (i.e. CSOs working at local level) to join hands with 'policy partners (i.e. multilateral agencies with easy access to policy makers) to advocate and support the broader use of these tools and approaches. This up-scaling would target policy makers and implementers and can then aim, as appropriate, at broadening the use of successful tools to other governance levels, sectors, regions or countries.

2. The design of these campaigns ideally would be based on a well-articulated 'pathway of change' that illustrates GLTN's thinking of how these high-potential tools & approaches are going to make a difference towards the development and implementation of pro-poor gender sensitive land policies and Programmes. This means reasoning back from a desired end situation to GLTN's scope of control, mapping the different pathways of change, linked to stakeholders, which reflect GLTN's thinking of how the desired end situation can be reached. From this map, a clear results-chain reflecting results within (outputs) and beyond GLTN sphere of control (i.e. particularly outcomes in terms of behaviour change of actors targeted by GLTN's outputs) can be developed, including key assumptions in regard to this.

3. This results chain would have to be accompanied by a fitting monitoring system that does justice to the complexity of reality (behaviour changes are neither predictable nor linear) and offers a systematic, yet practical way to capture outcomes.

4. Another related immediate recommendation is to enhance alertness that GLTN's original focus is on pursuing pro-poor and gender sensitive land policy development and implementation. Given expressed concerns that these cross-cutting issues may gradually get less attention, it is recommended to ascertain that these continue to receive explicit attention throughout GLTN's efforts.

It is expected that the results of this targeted exercise will not only help demonstrate the significance of GLTN more strongly, but also provide GLTN with the



necessary compelling evidence to enhance visibility of the Network. In addition, this process can be used as a learning experience for shaping pathways of change and to test new monitoring practices that will help in the formulation and management of Phase 3 of GLTN.

*Recommendations to enhance Programme performance on the longer run (Phase 3).*

5. *Clearly take and stick to position in the land arena.*

Given the political sensitivity of the global, national and local land debates with many actors having big and often conflicting interests, the risk of a stalemate with no progress towards more transparent land administration and tenure security is high. Such a stalemate often means the status quo is maintained that benefits the most powerful. *GLTN can position itself as an ever-growing entity that can depoliticize the debate by offering broadly supported and tested technical 'solutions', whilst levelling the playing field by empowering the less powerful with objective evidence to pursue their land and tenure rights.* In other words, GLTN may want to present itself as a self-learning platform offering technical resources, via its tools, to further pro-poor / gender sensitive policy development and implementation, complementing the broader political advocacy work of platforms like ILC. GLTN collectively produces and tests knowledge and tools, feeding others that offer a platform for the sharing and up scaling of this knowledge thereby building global capacity.

6. *Clarify GLTN's complementary role at local, national and international level*

In line with its clarified position, GLTN can become more specific about its complementary role at local, national and global level.

At *local level*, GLTN may want to stick to playing a catalytic role equipping individual Partners / members to become more effective in promoting the implementation of pro-poor gender sensitive land policies and practices. This means that at local level, GLTN is not active as a collective, but has to make sure that it is represented by Partners / members and ascertain that key actors at local level (Government & Civil Society) are aware and have access to relevant knowledge and tools (and are in the position to mobilize expertise where necessary).

At the same time, GLTN may want to put a systematic M&E system in place that can be used by its local partners / members to capture effects (outcomes) and lessons learned at local level along with a clear and agreed protocol to feed these experiences into the further refinement of tools and / or approaches.

At *national level* GLTN can convene its own membership for the sake of sharing and learning as basis for providing joint *technical inputs* into relevant policy debates (i.e. not convene the national land debate). Although a number of Partners mentions the neutral position of GLTN as a UN related network and therefore sees the Network fit for lobby purposes at national level, the MTR team is convinced the convening power of partners at national level is a major added value of GLTN worthwhile to seize. It is furthermore recommended to search for and link up with existing networks and processes, e.g. embedding tools in ILC's National Engagement Strategies (which is already the case with GEC in some countries) and IFAD's country Programmes in collaboration with national governments. Ideally, GLTN would have a joint *technical* message (based on evidence based experience from the ground with the application of relevant technical tools and approaches) concerning the best possible way forward in practicing pro-poor / gender sensitive land governance. This message should be consistently used by the collective as well as individual partners in their advocacy / policy influencing work.

At *global level*, the essence of GLTN would be to *facilitate processes of cross-learning* between global players and between countries with the aim of up scaling. GLTN would not need to be seen as generic advocate of land and tenure rights in the global policy debate where the discussion does not get into technicalities, but provide their joint technical inputs to other like-minded organisations who can be trusted to use these inputs as intended to pursue pro-poor gender sensitive global land policies and resolutions. In this context it is recommended to consider linking up with important global initiatives, such as the VGGT processes, offering the technical tools, and the Land Governance Assessment Framework of the World Bank in the search for the best assessment and monitoring tools. GLTN can play an important role in bringing global players together, but always around technical solutions.



7. *Adopt pathways of change model for shaping GLTN's next strategic framework.*

Starting from the pathways of change as developed by GLTN in the past, together with the recently fine-tuned results during the inception meeting of the MTR process and building on the experiences in the coming months (see immediate recommendations above), the next strategic framework would be more explicitly based on the GLTN's collective conceptual thinking about how desired change at local, national and global level can be brought about. This strategic framework would make it easier to formulate a comprehensive results chain logically linking GLTN outputs (sphere of control, distinct from individual partners) to outcomes (sphere of influence, in terms of behaviour change of GLTN's target actors) to impact (sphere of concern, in terms of broader societal change in land and tenure rights).

8. *Creating a monitoring system that captures success beyond own sphere of control.*

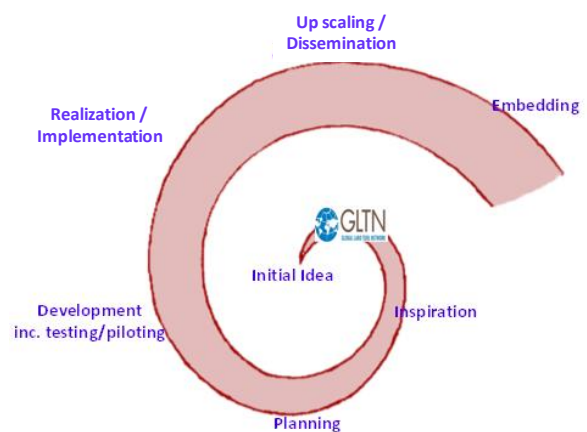
Having clearly articulated outcomes and impact expectations will make it possible to develop a fitting monitoring system that helps capturing success beyond the achievements of promised deliverables. This monitoring system has to be robust enough to capture actual (unpredictable) patterns of progress and not limit its focus to expected change. In addition the monitoring system needs to include a practical protocol for contribution analysis that offers systematic and practical help in distinguishing GLTN's added value from that of its partners and other key actors in the land arena.

Several global organisations are complementing their conventional activity / output related monitoring systems with regular and systematic outcome monitoring. In practice this requires clearly articulating outcome areas (i.e. categories of intended outcomes / effects on target actors) and the introduction of a protocol through which outcome achievements are captured, categorised and documented. This can be done through an on-line system in which partners can at all times deposit their outcome stories or a periodic effort to harvest outcome (e.g. an annual publication or an outcome festival). Obviously the use of such a protocol requires active support and facilitation from the secretariat.

9. *Recognise and pursue maturity of multiple spirals of initiatives i.e. tools.*

Network initiatives typically evolve through a number of phases as illustrated in the spiral of initiatives below.

GLTN initiatives typically evolve around a particular tool or approach that is being conceived, planned, tested and refined in response to a specific land-related development challenge.



The final design of a tool is however not the end of a network initiative whereby the result can be handed over to others (individual partners or external actors) in the expectation that they will take care of the rest (i.e. further up scaling and ultimate transformational change where governments take full ownership and make use of these tools common practice). To have real impact, GLTN needs to remain engaged beyond the development and (pilot) application stage of its technical tools and approaches. *The nature of activities however will change and with that the need for a changing involvement and prominence of partners in the evolution of a GLTN initiative.* The GLTN should use the full diversity of its partnership that includes technical partners, local practitioners and global policy partners to play a meaningful role in all life phases of the initiative, though the group of partners leading and contributing will change with the phases. At the same time, GLTN will not be limited to only one initiative, making that many partners at most times will have a prominent role to play, be it on different initiatives. It is recommended that this change in activities over time along with the involvement of different groups of partners is made more explicit when formulating the future pathways of change (see recommendation 3).

### 10. Broaden the scope of capacity development

Related to recommendation 9, additional capacity is needed to go beyond the application of tools towards the dissemination and embedding at national governance or GLTN partner level. Currently capacity focuses on country (implementing non GLTN) partners to adapt, pilot, evaluate, use, and disseminate tools as well as the adoption of pro-poor gender responsive curricula by (inter)national knowledge institutes. It is however recommended to build (institutional) capacity of those GLTN partners that can play a role in the dissemination of GLTN tools and approaches towards governance structures on national, regional or global level. This could be done by providing evidence based knowledge, based on lessons learned, towards GLTN partners to come up with a joint *technical* message concerning the best possible way forward in practicing pro-poor / gender sensitive land governance. This message should be consistently used by the GLTN collective as well as individual partners in its advocacy / policy influencing work (see also recommendation 6). This can be done amongst others by organizing trainings in lobby & advocacy, translation of evidence in policy briefs and media briefs aiming for publications in influential newspapers or magazines.

### 11. More transparency in financial performance to demonstrate value for money

To allow for transparency and analysing trends in financial performance over time, more consistent and detailed annual reporting of network costs in terms of direct (programme) and indirect (overhead) costs is recommended. This insight would enable GLTN to set financial targets (e.g. in indirect / direct cost ratio or diversification of funding, including partner / member fees) and allow for better financial steering. Especially, given that GLTN's value is largely created outside the network (i.e. in the work of individual partners and target actors using / acting on GLTN's outputs) and therefore difficult to capture and quantify, being able to provide clarity about GLTN's internal financial performance and ambitions is important. This will not only help in creating and sustaining financial trust among partners, but can also be an important asset in future discussions with donors, partners and members about financing.

## Governance Structure

The recommendations concerning GLTN's governance structure below are structured according to the same five complementary elements of the Capacity WORKS model that were used to structure the review of GLTN's governance structure. Where relevant a distinction is made between recommendations for immediate action (Phase 2) and longer term action (Phase 3).

The five elements on which recommendations for improved GLTN governance are formulated are:

- Ascertaining relevant and broadly supported Strategy development
- Encouraging cooperation and vibrancy among partners
- Optimising a Steering Structure the effective functioning of the network
- Streamlining agreed processes through which implementation takes place
- Stimulating innovation & learning

#### 1. Improved Strategy Development;

A more intensive involvement of GLTN's partners and in particular a more hands-on role for the IAB in the preparation and monitoring of GLTN's strategy will benefit both the relevance of and ownership over the strategy. The Secretariat can provide support by developing a format/template for the strategy and help in organizing and documenting the results of the strategy formulation process, but the lion share of substantive inputs have to come from the IAB, drawing upon the inputs from the Partners they represent. The role of the Steering Committee in this process would be to primarily focus on checking compliance with the original mandate of the GLTN operating under UN rules and regulations.

The Secretariat can lay out a process plan (roadmap) for the coming strategy development and they may want to consult strategies of other networks and / or consult resource persons experienced in these kinds of strategy processes for coming up with a comprehensive proposal for this roadmap. Elements to be considered in the future strategy include:

context analysis, actor-map positioning GLTN vis-a-vis other key actors / target groups, theory of change and scoping of GLTN versus individual members / key partners, monitoring approach at output, outcome and impact level and a resource / budgetary framework.

In such a strategy also attention needs to be given to the internal ambitions of the GLTN; what does GLTN want to offer its Partners and Members, including touching on issues like vibrancy, partner engagement strategy and the steering structure.

## 2. *Make space to encourage cooperation and vibrancy*

Given that Partner engagement and with that the vibrancy of the GLTN was raised as an issue of concern, it is recommended that the future strategy explicitly addresses this issue for instance through the inclusion of a deliberate Partner / member engagement strategy. GLTN is not an organisation but a network, which means that enhanced partner cooperation is not just a means but a goal in itself and the reason for many Partners to join. This means that by offering a platform where partners can (virtually) meet, interact and build relationships, GLTN can already add precious value to the work of individual partners. The creation of such a platform would be one of the key roles of the Secretariat, whereby the Secretariat would distinguish itself more clearly from individual partners by being network facilitator rather than co-implementer of the programme. This platform may serve substantive purposes like: strategy development, sharing and learning or monitoring of success, but at times may also just offer space to get to know and understand each other better. In this process, it is important that the right balance is struck between “warm” and “cold” interactions, whereby warm interactions relate to issues that are close to the heart of people, being substantive issues that directly have to do with why they joined GLTN. Cold interactions relate to issues that may be unavoidable but usually don’t get people excited like: agreeing on procedures, reporting and governance discussions.

In the assumption that the Secretariat is expected to play the role of network facilitator, its main priorities would include: monitoring partner / member engagement and finding the right modalities to bring partners together in line with the implementation of

the Programme, by making optimal use of technical possibilities. This includes proposing concrete ideas to stimulate a better balance between what Partners bring to and take from the Network, including time and financial resources. In this process of stimulating cooperation, the involvement of government and private sector in a more systematic way is to be considered, as in the end they are the ones who need to implement / take part in many of the approaches and tools.

## 3. *Optimize Steering structure*

Structure follows strategy, so it is recommended that structure changes that relate to the content of GLTN’s work, e.g. the cluster structure, are considered after a new strategy has been agreed upon. As also suggested during the recent meeting in The Hague, it is recommended that a dedicated task force nominated by the IAB will look into this, also taking into account other models practiced by other platforms.

In this process, also a more distinct role for the Secretariat has to be articulated that is clearly different from the role of partners and other entities that make up GLTN’s structure. In doing so clear priorities need to be set as the Secretariat cannot be expected to carry out all its current roles to the full satisfaction of all in the Network. This partly because the Secretariat has just too many roles to handle (network facilitator, resource mobilization, fund administrator, project manager, implementer), but partly also because the different roles lead to conflicts of interests (e.g. approval of budgets to be separated from the entity that uses the budget) and require completely different competencies. The review therefore suggests the Secretariat to be more of a network facilitator and less directly involved as implementer of Programme activities that do not directly relate to its facilitator role. This also means that accompanying skills (diplomacy, principled negotiation, management of network dynamics) need to be present in the Secretariat.

A related recommendation concerns revisiting the current somewhat confusing arrangement under UN-Habitat whereby GLTN is both a programme under UN-Habitat and the Secretariat of an external network hosted by UN-Habitat. This hybrid arrangement understandably leads to conflicts of interest in (financial) decision making, undermines the perceived

independence of the GLTN as a network and sense of accountability as this is 'covered' by UN-Habitat. It is felt that a choice needs to be made here that best serves the sustainability of the Network, which most likely requires a more distant hosting arrangement, since donors supporting the Land and GLTN Unit have been interested in financing the Network rather than UN-Habitat. Various forms of hosting arrangements are practiced throughout the UN-system, which can be used as inspiration for finding a form that suits GLTN best.

In the remaining period of GLTN Phase 2, such changes can be carefully considered and prepared so a new steering structure can be in place and functional at the start of Phase 3.

Not all structure change needs to wait for the new strategy to be formulated. An immediate measure would be to start revisiting the role distribution between Steering Committee, Secretariat and IAB, including adaptation of the current labels that seem to cause misunderstandings about the division and sense of responsibilities within the Network. It is therefore recommended to elevate the IAB to a 'governing board' that has the final say over strategic matters where needed using others (such as the bi-annual partner meetings) as their sounding board. This specifically applies to interested donors that cannot be part of a decision making body, whilst playing the role of sounding board may fit their particular interest, as they are more interested in the difference GLTN can make beyond its individual Partners and less interested in the "how" questions towards achievement of results. As host UN-Habitat will still have the explicit institutional responsibility to verify compliance but rather based on its executive (co)-chair position in the governing board than as a separate steering committee.

Such a 'governing board' would have final say in the allocation of funds and in turn partners would be ultimately accountable to the governing board for the use of funds. Of course, the governing board would have to be supported by the secretariat, which administers and reports on the use of funds in line with the board's decisions (incl. monitoring accountable use of resources on behalf of the board).

For this to work, the new governing board will truly need to reflect the diverse interests of the broader

network, which means rethinking the selection and term of representatives on the board. This elevated responsibility of course demands board members to be willing and able to dedicate more time to the GLTN, including guiding and monitoring the performance of the Secretariat and taking active part in steering the network (e.g. strategy development, member engagement and representing GLTN in other fora).

Complementary to these shifts in structure it is recommended to strategically use the Biannual Partner meeting to open up space for partners in participation in strategy building, decision making, holding Secretariat and IAB accountable for implementation of former decisions and cyclical changes in structural partner representation.

#### 4. *Streamlining processes*

Given expressed concerns related to the transparency and fairness of financial processes (mobilization, allocation, administration, reporting of funds) it is recommended to review and redesign these processes in detail, with the aim to make these processes more transparent and giving the Partners (i.e. the governing board) a bigger say and decision making power in the distribution of funds without reducing the efficiency of these processes. Accountability hereby lies with the governing board. The role of the Secretariat would then be limited to fund mobilization and possibly administration but much less in budget approval and fund allocation, which in turn will reduce the perceived donor-recipient dynamic between Secretariat and in particular CSO partners.

Furthermore, as illustrated in the recommendations related to cooperation and vibrancy, the GLTN would benefit from paying more attention to creating processes that stimulate cooperation among Partners and members. This can start by sharing of good practices and experiences in which the collective powers of more than one or two GLTN Partners are successfully brought together. Again the Secretariat can play a strong role in stimulating this cooperation among partners and members among others by leaving even more implementation of Programme activities up to Partners / members.

#### 5. *Stimulate learning & Innovation*

The element of learning and innovation relates to the core of GLTN as cooperation system in which many

diverse entities agree to work together in the expectation that together they can make more and quicker progress towards a common goal.

Learning processes can be stimulated further by having in place functional monitoring systems that capture success and failure and with that the evidence of what works well and less well. These systems need to be sufficiently sophisticated to capture both foreseen and unforeseen results beyond outputs and immediate outcomes at local and national level and include practical ways to feed these into the national and international GLTN platform.

Subsequently new ways need to be found, taking optimal advantage of technological means, to make these lessons accessible in a user-friendly way to the right people at the right time. Many other networks

face and overcome similar challenges, so a regular and systematic review of how other networks go about sharing knowledge (not just information) may help in making progress on this.

Finally, it is recommended to go beyond the sharing of knowledge among members and include capacity building efforts on how to scale up GLTN's collective technical knowledge (mostly through joint advocacy and policy influencing processes on national and local level). This can be done amongst others by organizing trainings in lobby & advocacy, translation of evidence in policy briefs and media briefs aiming for publications in influential newspapers or magazines. This complements the earlier recommendation of GLTN remaining engaged beyond the development of tools and advocate the up scaled use of tools through its Partners.

# IV ANNEXES

1



# ANNEX 1: TERMS OF REFERENCE

## Terms of Reference for the Mid-Term Review of the GLTN Phase 2 Programme

### TERMS OF REFERENCE

ORGANIZATIONAL LOCATION:	Land and GLTN Unit, UN-Habitat
DUTY STATION:	Nairobi, with mission to select countries
DURATION:	4 work months spread over 6 months

#### 1. Background

The United Nations Human Settlements Programme, UN-Habitat, is mandated by the United Nations General Assembly to promote socially and environmentally sustainable towns and cities. It is the focal point for urbanization and human settlement matters within the UN system. The agency supports national and local governments in laying the foundation for sustainable urban development. UN-Habitat envisions well-planned, well-governed, and efficient cities and other human settlements, with adequate housing, infrastructure, and universal access to employment and basic services such as water, energy and sanitation. To achieve these goals, derived from the [Habitat Agenda](#) of 1996, UN-Habitat has set itself a medium-term strategy approach for each successive six-year period; *Medium-Term Strategic and Institutional Plan (MTSIP) 2008-2013* and *Strategic Plan 2014-2019*.

The Land and GLTN Unit within UN-Habitat hosts the secretariat of the Global Land Tool Network (GLTN), which is a network of over sixty international institutions that was established in 2006 and since then has been working to promote secure land and property rights for all, through the development of pro-poor and gender appropriate land tools. The programme seeks to implement the “Resolution on sustainable urban development through expanding equitable access to land, housing, basic services and infrastructure”, GC23-17, passed by the 23<sup>rd</sup> Governing Council in April 2011. The GLTN’s objective is to ensure that “International organisations, UN-Habitat staff and related land programmes/projects and targeted national and local governments are better able to improve tenure security of the urban and rural poor.” Phase 2 of the programme (2012-2017), seeks to build on the success of the first phase that came to an end in 2011. Phase 2 of the GLTN places emphasis on improving capacity and tools development towards the achievement of tenure security for all in both urban and rural settings. The Project will be implemented in six years with an estimated budget of USD 40 Million where a portion of the budget has been secured from donors.

Three expected accomplishments are expected to contribute to the overall result namely:

- **Expected Accomplishment 1:** Strengthened land-related policy, institutional and technical frameworks and tools and approaches to address the challenges in delivering security of tenure at scale particularly for the urban and rural poor;

- **Expected Accomplishment 2:** Improved global knowledge and awareness on land-related policies, tools and approaches that are pro-poor, gender appropriate, effective and sustainable towards securing land and property rights for all and
- **Expected Accomplishment 3:** Strengthened capacity of partners, land actors and targeted countries, cities and municipalities to promote and implement appropriate land policies, tools and approaches that are pro-poor, gender appropriate, effective and sustainable.

Phase 2 of the GLTN programme is coordinated by the GLTN Secretariat, which is housed within the Land and GLTN Unit of the Urban Legislation and Governance branch of UN-Habitat. The Secretariat is tasked with supporting the planning, implementation, monitoring and evaluation of the activities of the Network in collaboration with partners including at country level.

## 2. Purpose of the Review

This Mid-Term Review (MTR) is a key activity to establish the progress made in the implementation of the GLTN Phase 2 Programme for the period 2012-2015. The key objectives are to inform planning and decision making for the remaining period of the Phase 2 Programme and to provide recommendations for improving programme delivery. The review is part of UN-Habitat's efforts to perform systematic and timely evaluations of its programmes and projects. The review is included in the UN-Habitat Evaluation Plan 2015 as approved by the UN-Habitat Board.

## 3. Specific objectives of the Mid-Term Review

The Mid-Term Review specifically seeks to:

- Establish the level of progress made in implementation of the GLTN Phase 2 programme by assessing the results and progress of the programme in terms of effectiveness (outputs achieved against planned outputs) and the efficiency of implementation (output results against inputs and budgets used);
- Assess the sustainability of the programme in regard to the design (including its results framework and related strategies), scope, implementation, partnerships, management and steering of the GLTN Network.
- Identify preliminary and emerging impacts of the programme and review processes in place to measure impact in the short to long-term horizons.
- Identify successes, opportunities, challenges and lessons learned so far from the implementation of the GLTN programme and the management and coordination of the Network.
- Examine the strategies, modalities and approaches used at global and country level engagements.
- Assess progress made in implementing the GLTN capacity development strategy, with a focus on the nature and extent of its impact on tool development and application by partners including at country level.
- Make recommendations based on the findings to support the strengthening and improvement of delivery of the programme and the effective functioning of the Network

## 4. Scope and focus

The Mid-Term review of the GLTN Phase 2 project will focus on completed and on-going activities implemented during the period of implementation from January 2012 to December 2015. It will review the progress of the Programme including country level work, the strength of the Network and effectiveness of the governance arrangements.

## 5. Review Questions based on UNEG Evaluation Criteria

The review will be guided by the standard United Nations Evaluation Group's evaluation criteria. At the minimum, but not limited to, it should specifically respond to the questions proposed below.

## Relevance

- To what extent are the objective and implementation strategy of GLTN Phase 2 programme consistent with UN-Habitat strategies and responsive to UN-Habitat's Medium Term Strategic and Institutional Plan and Strategic Plan?
- How relevant are the GLTN project objective, expected accomplishments and outputs within current global, regional and national priorities and trends in tenure security and land sector management.
- How relevant is the GLTN programme and network to intended beneficiaries, partners and donors?
- How responsive to the needs of the GLTN partners are the network structures put in place to manage the activities of the network?
- How relevant are the strategies put in place to further the work of the network (capacity development strategy, partnership and communication strategy, country implementation plan)
- Do the planned GLTN results respond to the gaps identified in the land tenure security sector at the global, regional and national levels?

## Effectiveness

- Have the implemented GLTN activities resulted in the expected outputs and will these outputs contribute to the achievement of the expected accomplishments, or how likely are they to be achieved in line with the Theory of Change (i.e., causal pathways) of GLTN Phase 2 programme?
- How effectively have GLTN Phase 2 programme strategies been communicated and taken on board/adopted by relevant stakeholders and decision-makers externally and internally (within UN-Habitat)?
- Is there a clear causal link at each stage of the GLTN results chain from output, expected accomplishments and project objective (based on theory of change and integrated with the logical framework)?
- What monitoring mechanisms and tools (indicators, tools and means of verification) have been identified to track the progress of the programme and is monitoring information delivered in a timely and meaningful way? Are the result indicator targets set realistic and achievable?
- What type of products and services are GLTN providing to beneficiaries and what kind of positive changes have resulted or are likely to result from products and services delivered?
- What perception do GLTN partners have of the Network and the GLTN programme effectiveness in the delivery of planned outputs and activities?
- How effective is GLTN in engaging partners, other UN-Habitat units and key stakeholders on its objectives and principles? What factors contribute or inhibit the effectiveness of GLTN?

## Efficiency

- How efficiently have resources (both financial and technical) been used to deliver the outputs of the GLTN Programme so far?
- What factors or type of obstacles (institutional, administrative, financial and managerial) contribute to or inhibit the efficient implementation or management of the network and the programme affecting cost-effectiveness?
- What perceptions do partners, donors and key stakeholders have on the efficiency in GLTN?

## Impact Outlook

- What preliminary and emerging impacts, if any, can be attributed to the implementation of the GLTN programme so far? (Use of the 18 tools and approaches, implementation of the capacity development strategy, roll-out of country-level engagement)
- What is the likelihood that GLTN will contribute to positive (or negative) impacts in the land sector and specifically on tenure security?

## Sustainability

- From preliminary observations, is there an indication that the results achieved so far by the GLTN Phase 2 project can be sustained or replicated without the support of the GLTN Secretariat?

- To what extent have provisions been made for or are plans in place for an exit strategy of activities coming to an end at the end of Phase 2 at UN-Habitat and by partners?

### **Integration of cross cutting issues**

- How effective is the GLTN in ensuring that crosscutting concerns such as gender, youth, human rights, climate change, land indicators, capacity development, and grassroots engagement are incorporated in the design, planning, implementation and results achieved so far? How can this be further improved?

*The review team may expand on the following issues, as necessary, in order to carry out the overall objectives of the review:*

- Development of national capacities to enable national stakeholders in implementing secure tenure and land sector management;
- GLTN coherence with the New Urban Agenda and added value.

## **6. Review Methods**

The review shall be independent and participatory involving key stakeholders. A variety of methodologies will be applied to collect information during the review.

The key information sources include:

- a) Review of documents relevant to the GLTN project such as:
  - GLTN Phase 2 project document and results framework,
  - GLTN annual and semi-annual reports,
  - GLTN Capacity Development Strategy,
  - GLTN Country Level Implementation Strategy,
  - GLTN Partnership and Communication Strategy,
  - GLTN Monitoring and Evaluation Strategy,
  - Technical project reports, mission reports, partners' reports,
  - The mid-term evaluation report from the previous cycle of the project,
  - UN-Habitat annual reports and evaluations of UN-Habitat programmes,
- b) Key informant interviews and consultations, including focus group discussions. These will be conducted with UN-Habitat colleagues from the Land and GLTN Unit, the GLTN Steering Committee and other UN-Habitat branches, regional offices and country offices directly involved in the implementation of the GLTN Phase 2 Consultations and gathering of information from GLTN Partners / Clusters, International Advisory Board Members and implementing partners should also take place.
- c) Field visits, if deemed feasible with resources available to the review, to assess selected activities of the GLTN.
- d) Surveys (and interviews) with national partners and Network members.

Interviews, questionnaires, surveys, and other means of information collection should be defined by the consultants in their inception report. Other sources of information can be included, as required.

## **7. Key deliverables**

In this context GLTN is recruiting a Review Team composed of three consultants:

- **A Lead Evaluation Expert**
- **A Support Evaluation consultant**
- **A Network Evaluation consultant**

The Support Evaluation consultant and the Network Evaluation consultant support the Lead Evaluation Expert and contribute primarily on technical aspects of the Review process. The Lead Evaluation Expert

oversees the whole Mid-Term Review process and is responsible for the submission of required MTR reports as indicated below.

This review is conducted as a decentralized review whereby the review process will be led by the GLTN Secretariat in consultation with the Evaluation Unit for technical support.

It is expected that the consultants as part of the inception report, will develop a comprehensive methodology and propose key aspects that should be considered in undertaking the Mid-Term Review of the Programme. Specific outputs of the MTR consultancies are:

**Inception report** - The inception report (maximum of 25 pages), including proposed detailed methodology, assessment criteria/questions and work plan, and other key elements to be determined, should be made available to the GLTN Secretariat a month after the signing of the contract. During the inception mission to Nairobi, initial discussion with relevant resource persons, interviews with partners and presentation of the inception report are expected. GLTN Secretariat will consolidate comments on the inception report within two weeks after the last presentation/discussion of the inception report.

**Draft final report** - The draft final report (*main report maximum of 40 pages, excluding Executive Summary and Annexes*) should be made available to the GLTN Secretariat within three (3) months of submission of the inception report and at least two (2) weeks before the agreed date of presentation of the draft report. After receiving the report, GLTN Secretariat will get back to the consultants on the timing and place of the presentation of the draft final report with key stakeholders. GLTN secretariat will send consolidated comments within two weeks after the presentation/meeting.

**Final report** - The consultants will have a month to incorporate the comments on the draft final report and send the final report to the GLTN Secretariat. After receiving the report, the GLTN Secretariat will send its final comments, if any, within a week from the submission. The final report should be accompanied with a brief presentation of key findings using Microsoft Power Point. The GLTN Secretariat will review the reports with the UN Habitat Evaluation Office, other partners and stakeholders, including the International Advisory Board (IAB) and the GLTN Steering Committee of GLTN and approve the deliverables, as appropriate. The outline of the review report should follow the format for evaluation reports in UN-Habitat.

The payments to be made to the consultants in three instalments and are to be released upon the completion of the three reports in good quality as indicated above.

## 8. Accountability, Responsibilities and Reporting lines

The consultants will directly report to the Leader, Land and GLTN Unit or any authorised or designated staff. UN-Habitat's Land and GLTN Unit/GLTN Secretariat will supervise and be responsible for approval of the methodology and of the intermediate and final products of the Review. The GLTN Unit/ GLTN Secretariat will be responsible for providing and coordinating logistical support for the review team. The Lead Evaluation Expert will coordinate with the other team member/s of the Mid- Term Review and will be responsible in integrating their inputs into the required reports and documentation in collaboration with GLTN Secretariat. The Evaluation Unit will provide technical support and comments to key deliverables of the review process (inception report and draft report) as prescribed for decentralized evaluation process in UN-Habitat.

A reference group will be established for the purpose of the review with members of the GLTN International Advisory Board, GTLN Secretariat, key UN-Habitat staff and key partners at global and

national levels. The reference group will contribute in the review of the inception report and draft reports.

The Steering Committee, GLTN International Advisory Board and the Quality Assurance Unit in the UN-Habitat Office of Management will also provide feedback and guidance to the over-all process.

## 9. Qualifications

The qualifications and competencies required from the **Lead Evaluation Expert** consultant are:

- A Master's degree in one of the following fields: social sciences, international development, land, agriculture, urban development, or a field directly related to the assignment. A relevant university degree combined with at least 10 years of relevant professional experience can be accepted instead;
- At least 10 years of experience in leading, participating and conducting evaluations of multi-year international development programmes implemented at the national, regional or global level;
- Experience and knowledge of monitoring and evaluation of capacity development programmes at the international and country level.
- Knowledge and experience in theories and practices related to project cycle management, monitoring and evaluation and results based management, in particular in international development contexts;
- Experience working in a multi-cultural environment/context and with country level experience;
- Ability to lead and manage cross cutting thematic evaluations;
- Good analytical skills;
- Proficient in English with excellent verbal and written communication skills. Knowledge of French will be considered an advantage.

The qualifications and competencies required from the **Support Evaluation Consultant** are:

- A Master's degree in one of the following fields: social sciences, international development, land, agriculture, urban development, or a field directly related to the assignment. A relevant university degree combined with at least 10 years of relevant professional experience can be accepted instead;
- At least 10 years of experience in participating and conducting evaluations of multi-year international development programmes implemented at the national, regional or global level, including experience of reviewing and evaluating land related programmes;
- Experience and understanding of global development trends including urban and rural land management and security of tenure;
- Experience working in a multi-cultural environment/context and with country level experience;
- Proficient in English with excellent verbal and written communication skills. Knowledge of French will be considered an advantage.

The qualifications and competencies required from the **Network Evaluation Consultant** are:

- A Master's degree in one of the following fields: social sciences, international development, land, agriculture, urban development, or a field directly related to the assignment. A relevant university degree combined with at least 10 years of relevant professional experience can be accepted instead;
- At least 10 years of experience in participating and conducting evaluations of multi-year international development programmes implemented at the national, regional or global level;
- Experience in reviewing and evaluating networks, multi-stakeholders processes and partnerships;
- Knowledge and experience in theories and practices related to project cycle management, monitoring and evaluation and results based management, in particular in international development contexts;
- Experience working in a multi-cultural environment/context and with country level experience;



- Proficient in English with excellent verbal and written communication skills. Knowledge of French will be considered an advantage.

#### 10. Remuneration

Payments will be based on deliverables over the consultancy period. There are set remuneration rates for consultancies. The rate is determined by functions performed and experience of the consultant. The fees will be paid as per agreement.

## ANNEX 2: LIST OF OUTCOMES

During the inception phase of the MTR the Secretariat together with MTR Team identified a series of outcomes that would be used as guidance for the Outcome Harvesting exercise of the review. The outcomes were presented in the inception report and appreciated by the IAB in the revision of the inception report. Within the different chapters the present report refers to the outcomes presented below.

### *Global Level Outcomes*

1. Global land policy stakeholders endorse the continuum of land rights (customary & informal land rights and women's & youth land rights)
2. Global policy frameworks include pro-poor land approaches
3. Global policy frameworks include GLTN tools and approaches to monitor the implementation of pro-poor gender sensitive land policies by national government
4. International GLTN partners (incl. your organisation) include GLTN values and agenda in their own strategies and Programming
5. International GLTN partners mobilise own resources to implement GLTN agenda
6. Global platforms provide implementation support of GLTN tools and approaches to national governments
7. Donor organisations understand how land issues influence larger development outcomes and support the GLTN agenda through funding
8. International academic institutions mainstream pro-poor and inclusive land tools & approaches in their learning Programmes
9. International centres for learning develop knowledge & awareness of land stakeholders on pro-poor land tools & approaches

### *Regional Level Outcomes*

1. Regional platforms include GLTN tools and approaches in their agenda and Programming
2. Regional platforms provide implementation support of GLTN tools and approaches to national governments
3. Regional platforms use GLTN tools to monitor the implementation of pro-poor gender sensitive land policies by national governments
4. Land policy stakeholders operating at regional level acknowledge customary & informal land rights in continental frameworks
5. Land policy stakeholders operating at regional level acknowledge women's and youth land rights in continental frameworks
6. Regional centres for learning develop knowledge & awareness of land stakeholders on pro-poor land tools & approaches
7. Regional land related Programmes & initiatives implement GLTN tools and approaches

### *Country Level Outcomes*

1. National policy makers and/or government:
  - Acknowledge continuum of land rights
  - Develop pro-poor and inclusive land policy
  - Adopt pro-poor and inclusive land policy
  - Reserve budget for pro-poor and inclusive land policy
  - Implement pro-poor and inclusive land policy
2. Donors operating at country level:
  - Acknowledge the continuum of land rights
  - Include pro-poor and inclusive land tools and approaches in their agenda
  - Implement pro-poor and inclusive land Programmes
3. Donors operating at country level coordinate and harmonize their funding for land-related Programmes
4. Land related Programmes & initiatives implement GLTN tools and approaches
5. Academics mainstream pro-poor and inclusive land tools & approaches in their learning Programmes
6. Local government:
  - Develops regulations for a pro-poor and/or gender sensitive land policy
  - Reserves a budget for a pro-poor and/or gender sensitive land policy
  - Implements a pro-poor and/or gender sensitive land policy
7. CSOs:
  - Acknowledge the continuum of land rights
  - Pilot and apply pro-poor and inclusive land tools and approaches
8. Grass roots organisations advocate for and claim their tenure rights on land and natural resources with the central and local government
9. Communities and land concessionaires use pro-poor and gender sensitive land tools to prevent and solve land disputes

## ANNEX 3: PERSONS INTERVIEWED

### *International*

Name	Organisation	Position
DIANE DUMASHIE	FIG	FIG Vice President; International Professional Cluster Member
CHEE HAI TEO	UNGGIM, former FIG	Former president FIG and former IAB Member
CHRYSSY POTSIUO	FIG	FIG President; Representative of International Professional Cluster; IAB Member
CLAIRE GALPAIS	FGF	FGF Representative; International Professional Cluster Member
DANILO ANTONIO	UN-Habitat	GLTN Secretariat
CLARISSA AUGUSTINUS	Consultant	Independent consultant; Former UN-Habitat/Land and GLTN Unit Leader
JEAN DU PLESSIS	UN-Habitat	GLTN Secretariat
JOHN GITAU	UN-Habitat	GLTN Secretariat
LEENA DARLINGTON	UN-Habitat	GLTN Secretariat
MIKAEL ATTERHOG	SIDA	Thematic Coordinator for Environment, Climate Change and Sustainable Services; Representative of Multilateral/Bilateral Cluster; IAB Member
DAVID MITCHELL	RMIT	Associate Professor; Co-Representative of International Research and Training Cluster; IAB Member
PAUL MUNRO-FAURE	FAO	FAO, GLTN Partner
PETER NGAU	Association of African Planning Schools	Professor; International Research and Training Cluster Member
RAFIC KHOURI	Arab Union of Surveyors	AUS Advisor; International Professional Cluster Member
SIRAJ SAIT	University East London	Professor; Co-Representative of International Research and Training Cluster; IAB member
STIG ENEMARK	Aalborg University	Professor; International Research and Training Cluster Member
SUSANA M. ROJAS WILLIAMS	Habitat for Humanity International	Director, International Shelter Initiatives; Representative of Urban CSO Cluster; IAB Member
THEA HILHORST	World Bank	Senior Land Governance Specialist; Representative of Multilateral/Bilateral Cluster; IAB Member
WALTER T. DE VRIES	Technical University Munich	Professor; International Research and Training Cluster Member
PATRICIA QUEIROZ CHAVES	Espaço Feminista (Brazil, member of Huairou Commission	Director/Founder Espaço Feminista; Rural CSOs Cluster Member

	network)	
HAROLD LIVERSAGE	IFAD	Land Tenure Specialist; Representative of Multilateral/Bilateral Cluster; IAB Member
KEES DE ZEEUW & CHRISTIAAN LEMMEN	Kadaster NL	Director; International Professional Cluster Member
NAOME KABANDA	Ministry of Land, Housing and Urban Development- Uganda	Head of Land Policy
STEVE OUMA	Pamoja Trust - NGO in Kenya	Director
MICHAEL TAYLOR	ILC	Director; International CSOs Cluster Member
JAAP ZEVENBERGEN	ITC University Twente	Professor; Former IAB member; International Training and Research Cluster Member; founding partner
HELGE ONSRUD	Statens Kartverk / Norwegian Ministry of Foreign Affairs	Director, International Services; Representative Multilateral/Bilateral Cluster; IAB Member
REMY SIETCHIPING	UN-Habitat	Former GLTN Secretariat
FRITS VAN DER WAL	Dutch Ministry of Foreign Affairs	Senior Policy Advisor, Focal Point Land Governance; Representative of Multilateral/Bilateral Cluster; IAB Member
JAN PETERSON	Huairou Commission	Former Director; Former IAB Member
DAVID STANFIELD	Consultant	Former GLTN Mid-Term Review Consultant

## **DRC**

<b>Name</b>	<b>Organisation</b>	<b>Position</b>
KAVIRA KANYERE	CODARU	Membre
BAMPORIKI FAUSTIN	CODARU	Chargé des Programmes
SIFA KIROKO	CODHAS	Conseillère
Guylain NTAGARIZA	CODHAS	Chargé des Programmes
MUGISHA BISETSA	CODARU	Coordinateur
NTAGARIZA ANDRE		Chef du Village
PROSPER NTAMUKUNZI		Chef du village
NYABANIKA PROTE		Chef du village
Me AMATO NTABALA	ASOP Sud-Kivu	Chargé des Programmes foncier
PIERROT MANDEFU	SYDIP	Chef de Bureau de liaison / Goma
SIRUA MINEYA FLORENCE	CREDDHO	Coordonnatrice
SOLANGE ISEUNDI	PIDP	DAF
SAMUEL KAEHANI	AAP	Assistant Programme
DIDIER BIMULE	RIO / ECC	Chercheur secteur minier
DIMANCHE KINYAMUANZA	FAT/ GL	Coordonnateur Régionale
Me ALIUM MISEGE	UJFUPAD	Assistant Foncier
Me ALIUM MISEGE	UJEOPAD	Assistant Foncier

JOCELYNE MATABARO	IFDP CACO/ Sud-Kivu	Chargé de Programme
JEAN-BAPTISTE SAFARI	IFDP CACO/Sud –Kivu	Coordinateur
SIMWERAY PILIPILI		Cartographe Local
ALINE KAHINGANO		Cartographe Local
KALAMO NGANGO		Cartographe local
NSENGIYUVA HITARUREMA		Cartographe local
NDOOLE TULINABO VIVIANE		Cartographe local
HAWA RACHID RACHEL		Cartographe local
BIRATE NZEZA DIEUDONNE	Division des affaires Foncières	Conservateur de titre immobilier
KIBINDI AIMERANCE	Division des Affaires Foncières	Archiviste Bureau Erengeti
KASEREKA KIRO	Division du Cadastre	Géomètre
LUBALA KALUMONA	Division de titres immobiliers	Chef de Bureau
KAHINDO SOKONI RIDENGONDE	Division du Cadastre	Arpenteur
KAZADI MUTAMBA	Division du Cadastre	Chef de Division Cadastre
JEAN CLAUDE BAMBANZE	SOCIETE CIVILE	Président
NTAMENGA CHIZA	Collectif des Associations féminines	Présidente
INNOCENT GASIGWA	Peace and human dignity for development PHDD	Coordonnateur
HONORE BAYUKAHE	FEMISA	Coordonnateur
KAHAMBU MARCELIN	CODARU	Membre
KAHAMBU JUSTINE	CODARU	Membre
MANENO LOUISE	CODARU	Membre
FURAHA MARIE	CODARU	Membre
MBIKARI DEYOTE	CODARU	Membre
NGAYABOSHA FAUSTIN	CODARU	Conseiller
BREMBO NESTOR	CODARU	Vice Président
BANYANGA FABIEN	CODARU	Conseiller
MATEMBELA CHRISTOPHE	CODARU	Membre
BISETSA MUDASINDA	CODARU	Conseiller
JEROME BIKETWO	CODARU	Conseiller
KASEREKA KANDEYA	COMEGEPO	Président
MAVUNGU FIRMIN	CLPC	Vice Président
CHENGE LUENDO	Comité locale de femmes	Présidente
CHIBALONZA SIFA	Comité locale	Conseillère
VUMILIA NANDABU	Comité Locale	Conseillère
FURAHA MUSEMAKVVELI	Comité Locale	Conseillère
YALALA NGUOMOJA	Comité Locale	Conseillère
AGNES NAVVEMA	Comité Locale	Membre

NYANDWI MUUMA	Comité Locale	Membre
MUSHUMO JONAS	Comité de sage	Conseiller
SAFARI BATECHI	Barza	Secrétaire du Comité
KUZISI MAENE	Barza	Conseiller
HAMBI KAKONMIRE	Barza	Conseiller
DUNIA MUSHESHA	Barza	Président
SETH PILIPILI	Barza	Conseiller
KABUYA	Barza	Conseiller
MAKEMVVANA	Barza	Conseiller
BATECHI MAENE	Barza	Vice Président
ANUARITE KAHINDO	Comité Locale	Membre
KAHINDO RIZIKI	Comité locale	Conseillère
FRANCINE MAKEMWA	Comité locale	Membre
SIFA HAMULI	Comité locale	Conseillère
UWEZO FURAHA	Comité locale	Membre
ESTHER BIRUSHA	Comité locale	Membre
FEZA MANGASI	Comité locale	Membre
KAKULE SONDIRYA	Affaire Foncière Masisi	Conservateur des titres immobiliers
EGIDE RUBERANGZA	Division du Cadastre Masisi	Chef de Division
ACHILLE FAIDA NYANGUBA	Cadastre Masisi Walikale	Chef de Bureau Technique
THEOPHILE PILIPILI	Comité Locale	Conseiller
ELBARAT	Comité locale	Conseiller
MUNGUDIKO	Comité locale	Conseiller
KATABUMBA KALONJI	Comité locale	Président
BALUME KANANE	Comité locale	Vice Président
BYAMUNGU MUSHESHA	Comité locale	Membre
BUSHU PILIPILI	Comité locale	Membre

### ***Uganda***

<b>Name</b>	<b>Organisation</b>	<b>Position</b>
Namuli Hafisa	ACTogether Uganda	Programme officer-Profiling, Enumeration & Mapping
Lubega Idris	NSDFU	National working team coordinator Profiling, Enumeration & Mapping
Lutwama Muhammad	ACTogether Uganda	Executive Director
Fiona Nshemerirwe	ACTogether Uganda	Head of Department-Profiling, Enumeration & Mapping
Irumba Henry Harrison	Ministry of Lands, Housing and Urban Development	Principal Policy Analyst/ NLP Secretariat
Naome Kabanda	Ministry of Lands, Housing and	Assistant Commissioner, Land



	Urban Development	Inspectorate/ Head NLP Implementation Secretariat
Nambafu, Fred	Mbale municipal council	Physical planner
Neumbe Angella	Mbale Municipal Council	Community Development Officer
Waniala Daniel	National slum dwellers Federation (NSDF) Mbale region	Data manger Mbale regional centre
Nambozo Sarah	National slum dwellers Federation NSDF) Mbale region	National mobilisers
Odulai Daniel	National slum dwellers	Data entrant
Kadama Ruvwa Margaret	Entebbe Municipal Council	Physical Planner
Nakanwagi Carol	Entebbe Municipal Council	Assistant Community Development Officer
Elem Emmanuel	Slum Dwellers Federation	Profiling officer
Edmond M. Owor	Uganda Land Alliance	Executive Director
Richard Muganzi	Uganda Land Alliance	Programmes Director
Julius Okello	African Institute for Strategic Research, Governance and Development (AISRGD)	Executive Director

## **Kenya**

<b>Name</b>	<b>Organisation</b>	<b>Position</b>
Danson Maina	Pamoja Trust	Programme Officer – Action Research Team
Samuel Odhiambo	Pamoja Trust	Programme Officer- Civic Engagement
James Ketta	Pamoja Trust	Programme Officer – Federation Building, civic engagement
FGD with 7 community members (4 men and 3 women)	Kwa Bullo, Mombasa	
FGD with 8 members (5 men and 3 women)	Mnazi Moja, Mombasa	
Ms. Rose Munupe	County Government of Mombasa	Ac. Director, Lands
Mr. Salim khalil	County Government of Mombasa	Development Control Officer
Ms. Sophie Ismail	County Government of Mombasa.	Director Administration-Land, Planning & Housing.
Ms Lydia A. Muleshe	County Govt of Mombasa	Accountant
Malachi Odongo	Technical University of Kenya	Assistant Lecturer
FGD with 8 (5 women)	Mashimoni, Nairobi	

## ANNEX 4: DOCUMENTS REVIEWED

(This list comprises the main documents reviewed)

Organisation	Document
AAPS/ SDI as part of GLTN Urban CSO Cluster	2016 Report- Alternatives to Eviction- Scenarios for access to land by the urban poor in Kiandutu informal settlement Thika, Kenya
AAPS/SDI	Partner Agreement with for GLTN Urban Cluster Work plan Sub-Grant Agreement 2015
ActTogether/ GLTN / UN-Habitat	Report December 2015 - Building a country wide Partnership on land tenure security
African Centre for Technology Studies, Huggins & Frosina 2016	ICT-driven projects for Land Governance in Kenya: Disruption and e-government frameworks
FAO	Report on the Mid-Term Review for FAO's "Support to the Implementation of the Voluntary Guidelines on the Responsible Governance of Tenure Programme"
FIG / World Bank	Fit-For-Purpose Land Administration; FIG Guide (2014)
FIG	The Gender Evaluation Criteria Matrix: A Journey from 2009 to 2013 – Lessons Learnt (2014)
FIG/ GLTN/ UN-Habitat	The Social Tenure Domain Model – A Pro-Poor Land Tool
Global Land Indicators Initiative (GLTN, University of Greenwich)	definition of terms and concepts on land tenure and land governance - in support of the development of the GLII INDICATORS framework for global land monitoring - September 2015
GLTN	Draft Professional Cluster Programme 2016-2017
GLTN	GLTN 2012-2015 ACHIEVEMENTS (Word Document)
GLTN	Consolidated Activity-Based Financial Report for GLTN Phase II Programme 2014
GLTN	Consolidated Activity Based Budget Planning 2015
GLTN	Work Plan 2016
GLTN	Country Level Implementation Plan (2012-2017)
GLTN	Brief – <i>Celebrating a Ten Year Journey</i>
GLTN	Capacity Development Strategy 2012
GLTN	Monitoring and Evaluation Strategy for the GLTN Phase 2 Project (2012-2017) (Final Draft 2015)
GLTN	Grant Support Agreement STDM Implementation with Pamoja Trust
GLTN	STDM Pilot Project Experience report at Mashimoni, Nairobi, Kenya
GLTN	Documentation of GLTN Work: Extracts from the Kenya Report
GLTN	Grant Support Agreement STDM Implementation with Uganda Land Alliance (ULA)
GLTN	Grant Support Agreement on Land Tenure security improvement in Uganda with ACTogether
GLTN	Summary of GLTN Interventions in Uganda
GLTN	The Continuum of Land Rights in the work of the Global Land Tool Network – Draft Report 2015
GLTN	Overview of Progress of Tools (May 2016)

Organisation	Document
GLTN	2015 Milestone Narrative Report on Implementing Social Tenure Domain Model in Support of Flexible Land Tenure in Namibia –
GLTN	From analogue to digital Community database Piloting the Social Tenure Domain Model in Kenya
GLTN	GLTN Brief 2010 – Improving data collection for urban planning through participatory enumerations
GLTN	GLTN Brief 2010 – Tackling tenure security in slums through participatory enumerations
GLTN	2016 – The story of GLTN’s intervention in DRC
GLTN	2016 – Stories from the field on Land Mediation in DRC
GLTN	2016 – Land Mediation (notes) in Eastern DRC
GLTN	2016 – Land Coordination Intervention in DRC
GLTN	DIALOGUES MULTI-ACTEURS SUR L’EDIT PROVINCIAL N° 002/2012 DU 28 JUIN 2012 PORTANT SUR LES RAPPORTS ENTRE LES CHEFS COUTUMIERS, LES CHEFS TERRIENS ET LES EXPLOITANTS AGRICOLES EN MATIERE FONCIERE
GLTN	Partnership and Communication Strategy 2014- 2017
GLTN	GLTN Engagement: Next Steps (Notes 2016)
GLTN	Summary Notes of bilateral Meetings at World Bank Conference 2016
GLTN	GLTN Network Organigram
GLTN	THE GLOBAL LAND TOOL NETWORK MOVING FORWARD - 10 YEARS AFTER (DRAFT) - 2016
GLTN	Minutes of the International Advisory Board Meeting – November 2016
GLTN (especially Cluster on Research & Training Institutions & Secretariat)	Research and Training Institutions Cluster Work Plan 2016-2017 (Summary 2016)
GLTN (especially Cluster on Research & Training Institutions & Secretariat)	Research and Training Institutions Cluster Work Plan ( 2013)
GLTN / UN-Habitat	Country Level Notes for Mid-Term Review in DRC 2016
GLTN / UN-Habitat	Guide to Land Mediation based on experience in DRC 2013
GLTN / UN-Habitat	2015 Report on Options for Global Reporting on GLTN/GLII Land Indicators in the Context of the Sustainable Development Goals
GLTN / UN-Habitat	Report 2010 – Count me in – Surveying for tenure security and urban land management
GLTN / UN-Habitat	Report 2010 - A training package – Improving gender equality and grassroots participation through good land governance
GLTN / UN-Habitat	CHAIR AND CO-CHAIR OF THE GLTN INTERNATIONAL ADVISORY BOARD TERMS OF REFERENCE 2015
GLTN / UN-Habitat	CHAIR AND CO-CHAIR OF THE GLTN INTERNATIONAL ADVISORY BOARD TERMS OF REFERENCE 2013
GLTN Cluster on Research & Training Institutions	TEACHING ESSENTIALS FOR RESPONSIBLE LAND ADMINISTRATION COURSE TITLE: RESPONSIBLE LAND ADMINISTRATION 101

Organisation	Document
	(18.04.2016)
GLTN Rural Cluster	Rural Cluster Civil Society Work plan
GLTN Rural Cluster Members	Final Rural Cluster Work plan 2016-2017
GLTN Secretariat	Presentation for ULLG Branch, Kenya: The continuum of land rights approach to land tenure security for all, with examples of tools for in-country implementation towards a better urban future”
GLTN Urban Cluster	GLTN CSO Urban Cluster Work Plan 2016-2017
GLTN/ Huairou Commission	2015 – Funding Authorization and Certification of Expenditures of Rural Cluster (Work Plan)
GLTN/ ILC/Huairou Commission/ UN-Habitat/	Draft Report 2015 – Gender Evaluation Criteria Learning Exchange
GLTN/ UN-Habitat	Annual Narrative Report 2012
GLTN/ UN-Habitat	Annual Report 2013
GLTN/ UN-Habitat	Annual Report 2014
GLTN/ UN-Habitat	Annual Report 2015
GLTN/ UN-Habitat	Engagement Pays - Plan of Action 2015-2017 for DRC
GLTN/ UN-Habitat	Country Level Engagement - Plan of Action 2015-2017 for Uganda
GLTN/ UN-Habitat	Report 2008 - Gendering Land Tools – Achieving secure tenure for women and men
GLTN/ UN-Habitat/ FIG Huariou Commission/ UEL	Evaluation Questions to tell us whether a tool is responsive to both women and men (2010)
GLTN/ UN-Habitat/ FIG Huariou Commission/ UEL	Gender Evaluation Criteria for Large Scale Land Tools 2012
GLTN/ UN-Habitat/ FIG Huariou Commission/ UEL	Designing and Evaluating Land Tools with a Gender Perspective – A Training Package for Land Professionals
GLTN/ UN-Habitat/ Ministère des Affaires Foncières (DRC)	Rapport - Atelier National sur la Réforme Foncière Ministère des Affaires Foncières (DRC) 2012
GLTN/UN-Habitat/ US AID	Report on Improving Women’s Access to Land in Eastern DRC – Learning from emerging practices - 2015
Habitat for Humanity International/ SDI	Partner Agreement with for GLTN Urban Cluster Work plan Sub-Grant Agreement 2015
Huairou Commission	2016 Report on Integrating the Social Tenure Domain Model into Customary Land Administration Process in Zambia
Justice and Empowerment Initiatives (JEI)/ Nigerian Federation	Narrative Report (3 <sup>rd</sup> Tranche) Global Land tool Network (GLTN) Grant
Justice and Empowerment Initiatives (JEI)/ SDI	Partner Agreement with for GLTN Urban Cluster Workplan Sub-Grant Agreement 2015
Landportal Foundation	Report on Sahring best practices lessons learned for supporting women's land rights: A debate on the gender evaluation criteria (GEC)
Landportal Foundation	Report 2016 - Sharing best practices and lessons learned for supporting women’s land rights: A debate on the Gender Evaluation Criteria (GEC)
Namibia Housing Action Group/ UN-Habitat / Urban legislation	2016 Report - EXPERIENCES IN DEVELOPING BUSINESS PROCESS FOR FLEXIBLE

Organisation	Document
Land and Governance Branch	LAND TENURE ACT IMPLEMENTATION IN GOBABIS, NAMIBIA
Pamoja Trust	STDM Implementation in Mombasa and Nairobi in Support of Informal Settlements Improvements (2016)
SDI	Final Report 2016 - <b>The GLTN Urban CSO Cluster Work Plan Project</b> - <i>A project of the Urban Civil Society Partners of the Global Land Tools Network</i>
SDI	2016 Report on NYAMAROTO INFORMAL SETTLEMENT  NAKURU COUNTY PROFILING AND POLICY DIRECTIONS FOR ACCESS TO- LAND BY THE URBAN POOR
SDI / MUUNGANO as part of GLTN Urban CSO Cluster	2014- 2015 Report of the GLTN Urban Cluster Workplan Mombasa
SIDA/ UN-Habitat/ University Nairobi	Final Report 2011 - HUMAN CAPACITY DEVELOPMENT NEEDS  ASSESSMENT AND TRAINING PROGRAMMEME FOR THE LAND SECTOR, KENYA
SIDA/ UN-Habitat/ University Nairobi	2011 - A METHOD FOR IDENTIFYING NEEDS AND MEANS FOR CAPACITY BUILDING THROUGH TRAINING TO AID LAND REFORM - OUTPUT 2
SPARC India as part of GLTN Urban Cluster	ASIA Component of the Urban Cluster Work Plan 2015
The World Bank	Amendment with UN-Habitat for disbursement for the Trust Fund on Land Policies for Growth
Uganda Land Alliance	End of Project Report – Strengthening the institutional capacity of rural civil society organisations to promote gender justice and land governance in Uganda (2015)
Uganda Land Alliance	Desk Review Report for the gender evaluation criteria for large-scale land tools
UN Economic and Social Council	Evaluation of the UN Human Settlements Programme – Report of the Office of Internal Oversight Services (2015)
UN Economic and Social Council	Report of the Inter-Agency and Expert Group on Sustainable Development Goal Indicators (2016)
UN-Habitat	Project Document GLTN Phase 2  2012 – 2017 – “ <i>Securing Land and Property Rights for all</i> ”
UN-Habitat	UN-Habitat support at Country Level – Kenya’s National Land Policy (2009)
UN-Habitat	Agreement of Cooperation between UN-Habitat and International Federation of Surveyors (2014)
UN-Habitat	Agreement of Cooperation between UN-Habitat and International Federation of Surveyors (2013)
UN-Habitat	Agreement of Cooperation between UN-Habitat and AC Together (2006)
UN-Habitat	Signed supplement contribution and amendment to the Administration Agreement between UN-Habitat and International Bank for Reconstruction and Development and the International Development Association for Multi-Donor Trust Fund for Land Policies for Growth and Poverty 2015
UN-Habitat	Signed supplement contribution and amendment to the Administration Agreement between UN-Habitat and International Bank for Reconstruction and Development and the International Development Association for Multi-Donor Trust Fund for Land Policies for Growth and Poverty 2013
UN-Habitat / SIDA	Annual Progress Report 2011 - Support to Donor Coordination in the Land Sector in Kenya
University of Groningen/ GLTN International Alliance on Land	Implementation Plan 2016 – Development of an international collaborative research Programme, Time Line, Inception Report, Methodology, Project Report,

Organisation	Document
Tenure/ Globalisation Studies Groningen	Budget, Next Steps Report
University of Twente and IHE / TU Delft	Developing a methodology for capacity development assessment to implement land policy
UNOPS	Project Agreement on Reforms and Measures for Implementation of Uganda's National Land Policy with Ministry of Lands, Housing and Urban Development of Uganda (2015)
UNOPS	Grant Support Agreement between University of Twente and UNOPS on Implementing the Global Land Tool Network Partnership for Land Tool Development within Phase 2 (2012-2017)
UNOPS	Grant Support Agreement between University of Groningen and UNOPS on Implementing the Global Land Tool Network Partnership for Land Tool Development within Phase 2 (2012-2017)
UNOPS	Grant Support Agreement between Stichting the Land Portal and UNOPS on Implementing the Global Land Tool Network Partnership for Land Tool Development within Phase 2 (2012-2017)
UNOPS	Grant Support Agreement between UNOPS and Huairou Commission on Rural Cluster Work Plan Phase 2 Programme 2012-2017
UNOPS	Financial Statement of the Agreement of Cooperation between UNOPS and Huairou Commission on Integrating the STDN into Customary Land Administration Process in Zambia 2016
UNOPS	Grant Support Agreement between UNOPS and SDI on Urban Cluster Work Plan Phase 2 Programme 2012-2017

## ANNEX 5: PROGRESS ON TOOLS

Area of Work	Tools, Frameworks, Approaches and Crosscutting Themes	Exact name / title of the product	Type of product	STAGE OF DEVELOPMENT							Notes*
				1			2			3	
				Scoping studies	Consultations	Product development	Pilot testing	Revision & adoption	Capacity development	Integration at country level	
Access to land and tenure security	1. Land Record Management for Transactability	Designing a land record system for the poor	Guidelines [publication]	•	•	•					Finalised
		Pro poor land records tool [ongoing]	TBD	•	•	•					To be finalised by 2017
	2. Continuum of Land Rights	Framework for the operationalization of the continuum of land rights at the country level	Framework [publication]	•	•	•	•	•	•	•	Finalised & Piloted
		Framework for evaluation continuum of land rights scenarios	Framework [publication]	•	•	•					Finalised
	3. Participatory enumeration for Tenure Security	Count Me In, Surveying for Tenure Security and Urban Land Management	Guidelines [publication]	•	•	•	•	•	•	•	Finalised & Piloted
	4. Statutory and customary Tenure	-	-	•	•						Not prioritized for finalisation
	5. Maintaining Deeds and Titles	-	-								Not prioritized for development
	6. Family and Group Rights	-	-								Not prioritized for development
7. Co-management Approaches	-	-								Not prioritized for development	
8. Socially appropriate adjudication	-	-								Not prioritized for development	
Land administration and information	9. Managing Information on Spatial Units	The Social Tenure Domain Model	Software	•	•	•	•	•	•	•	Finalised & Piloted
		<a href="http://www.stdm.gltfn.net">www.stdm.gltfn.net</a>	Web site	•	•	•	•	•	•	•	Finalised
		STDM end user manual	Training manual [publication]	•	•	•	•	•	•	•	Finalised & Piloted
10. Modernizing Land Agencies' budget approaches	Framework for Costing and Financing land administration services	Framework [publication]	•	•	•					Finalised	
Land-based	11. Land Value Sharing (land tax for	Land and Property Tax – a policy guide	Guidelines [publication]	•	•	•					Finalised
		Innovative Land and Property Taxation	Guidelines [publication]	•	•	•					Finalised
		Reader on Land Based Financing	Capacity development material [publication]	•	•	•	•	•	•	•	Finalised & Piloted





		<b>A post conflict Land Administration and peacebuilding Handbook</b>	<b>Guidelines [publication]</b>	.	.	.	.	.	.	.	.	.	.	.	.	.	<b>Finalised</b>
	<b>27. Post Conflict</b>	<b>Guide to Land Mediation</b>	<b>Guidelines [publication]</b>	.	.	.	.	.	.	.	.	.	.	.	.	.	<b>Finalised &amp; Piloted</b>
		UN Secretary General Guidance Note on Land and Conflict (ongoing)	UN Guidance Note (ongoing)	.	.	.	.	.	.	.	.	.	.	.	.	.	To be finalised by 2017
	<b>28. Land Indicators</b>	<b>Set of indicators to measure tenure security</b>		.	.	.	.	.	.	.	.	.	.	.	.	.	<b>Finalised</b>
		Methodological framework for data collection		.	.	.	.	.	.	.	.	.	.	.	.	.	To be finalised by 2017
	<b>29. Land tools for food security</b>	Evidence based framework on land rights and food security		.	.	.	.	.	.	.	.	.	.	.	.	.	Not prioritized for finalisation
	<b>30. Environment and climate change</b>	-	-	.	.	.	.	.	.	.	.	.	.	.	.	.	Not prioritized for development
	<b>31. Human Rights</b>	-	-	.	.	.	.	.	.	.	.	.	.	.	.	.	Not prioritized for development
	<b>32. Pro-poor land policy development</b>	<b>How to develop a pro poor land policy</b>	<b>Guidelines [publication]</b>	.	.	.	.	.	.	.	.	.	.	.	.	.	<b>Finalised &amp; Piloted</b>
	<b>33. Land sector coordination</b>	<b>How to establish an effective land sector</b>	<b>Guidelines [publication]</b>	.	.	.	.	.	.	.	.	.	.	.	.	.	<b>Finalised &amp; Piloted</b>

**Notes:**

"Finalised" refers to the finalisation of the Stage 1 of tool development, when the product is developed.

Number of finalised products on tools ! frameworks ! approaches ! cross-cutting issues: 30; Additional 11 to be finalised by 2017.

Number of finalised and piloted products on tools ! frameworks ! approaches ! cross-cutting issues: 19;

Number of tools ! frameworks ! approaches ! cross-cutting issues for which finalised product(s) exists: 14.

Table updated: 11 May 2016