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PROPERTY RIGHTS AND RESOURCE GOVERNANCE PROGRAM (PRRG) PERFORMANCE EVALUATION FINAL REPORT



ProMara was a two year PRRG project working with USAID/Kenya in the Mau Forest Complex and Mara Mau catchment area of Kenya.

Photo: Joy Hecht

April 2014

PROPERTY RIGHTS AND RESOURCE GOVERNANCE PROGRAM (PRRG)

PERFORMANCE EVALUATION FINAL REPORT

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DISCLAIMER

The authors' views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

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EXECUTIVE SUMMARY

As part of the Evaluation Services IQC Task Order AID-OAA-TO-13-000040 awarded to International Business and Technical Consultants, Inc. (IBTCI), a final assessment of the Property Rights and Resource Governance (PRRG) program was conducted from November 2013 to March 2014.

This evaluation of USAID's PRRG program was conducted for the Office of Land Tenure and Property Rights Division. PRRG operated as a mini Indefinite Quantity Contract (IQC), with a core budget and opportunities for buy-ins from missions and operating units. PRRG was extremely popular, supporting the implementation of core training, tools, and knowledge management components, along with 29 USAID mission buy-ins. There were 20 separate modifications to the task order, and over the initiative's lifespan, the core budget was approximately \$7 million and the ceiling increased from \$19.1 million to \$53 million. Tetra Tech ARD implemented PRRG with the support of partner organizations Landesa (formerly the Rural Development Institute), World Resources Institute (WRI), and Links Media, and in cooperation with Development Alternatives Inc. (DAI) under the CK2C project. The evaluation encompassed all five PRRG components: training (Components 1-2), tools (Component 3), knowledge management (Component 4), and mission and operating unit buy-ins (Component 5). USAID's Office of Land Tenure and Resource Management posed ten questions, which directed the evaluation.

Component 1, the PRRG Washington, DC, training program, had both significant value and a lasting impact, especially among USG participants in Washington. Component 2, the regional training courses, had an equally positive impact on local and national governments by facilitating their understanding of how a complex set of intertwined land tenure and property rights (LTPR) issues have affected many aspects of development.

The LTPR tools and the REDD+ and forest carbon tools, which comprised Component 3, have played valuable roles in expanding awareness on a range of important issues. Those issues include land tenure and natural resources management and property rights, especially as they pertain to biodiversity and mitigation of climate change, but also a wide range of other development issues. While this arena requires more work, PRRG made a significant start towards building up a body of knowledge on land tenure and natural resources property rights issues.

For Component 4, Knowledge Management, the evaluation considered whether PRRG contributed to the field through increased knowledge and the availability of LTPR resources. At the time when PRRG began, accessible LTPR information was quite limited in breadth and depth. The evaluation concluded that PRRG made significant contribution to the field through: 1) development of 70 country profiles that use consistent terminology, are based on analysis of primary legal materials, and provide foundational information on land, water, forest, and mineral rights; 2) support for 17 issue briefs that fill a gap in up-to-date, accessible information on connections between LTPR and USAID's strategic objectives and current events; 3) experimentation with video; and 4) participation in global forums on the Kimberly Process and Voluntary Guidelines. Smaller investments, such as funding the Institute of Quiet Diplomacy's dissemination of the Land and Conflict Handbook, continue to carry USAID's approach to targeted audiences.

PRRG also funded the creation of the LTPR internet portal, which launched an electronic hub for USAID LTPR products and project information. The land portal helped make basic land tenure information accessible to a wider audience. Traffic dropped by 45 percent when the content management system changed in 2012, and the site has not yet regained its prior level of traffic nor taken full advantage of the potential in the portal and the available products. However, the portal has an increasing number of visitors, logging in from 172 countries.

Under Component 5, PRRG supported 15 country assessments, short-term technical assistance (STTA) activities in two countries, and 12 longer-term field implementations. PRRG assessments collected and analyzed information that helped missions to: identify possible programmatic entry points for USAID that supported its strategic objectives; set priorities for interventions; and identify areas where further research and analysis was necessary. Changes in legal frameworks, property rights institutions, and the knowledge and perceptions of beneficiary populations are long-term objectives requiring 15-20 years or more. Nonetheless, PRRG's field implementations helped partner countries achieve change or make significant progress toward the following changes: 1) four projects supported changes in legal frameworks; 2) six projects helped inform the process of change in legal frameworks; 3) nine projects supported changes in the accessibility of land institutions; 4) four projects increased knowledge of land rights; 5) six projects helped alter power dynamics relating to property rights; and 6) two projects reported changes in beneficiary income and nutrition during the course of the project terms. None of the projects aimed to change beneficiary health. Positive impact on women's property rights appeared to depend in large measure on: 1) the extent to which the project considered gender at the design stage; and 2) whether the project had attention to women's property rights as one of the principal objectives.

Success factors supporting the achievements that were identified include: the proximity of the project staff to the partner government to take advantage of opportunities for communication and knowledge transfer; proactive attention to building and maintaining relationships with government partners and mission staff; concerted efforts to keep LTPR issues on the minds of the mission staff and partner governments; and ongoing assessments and evaluations accompanied by course changes, as needed.

The design of the PRRG mechanism was, to some notable extent, responsible for the program's achievements, as well as for some tensions. The combination of core elements plus mission buy-ins/field implementations created demand and momentum. Centralized management gave the LTPR Division a strong degree of control over content. The mechanism allowed the Division to tailor projects to take advantage of a combination of subject matter expertise and a global perspective. Centralized management also saddled the LTPR Division with additional administrative and management obligations and created a significant backlog in processing project reports. The design of the mechanism also required creating and maintaining strong relationships between the missions, projects, partner governments, and the LTPR Division. Practitioners interviewed appreciated the ability to match the speed at which new opportunities emerged with a programmatic response. However, the speed at which activities moved potentially affected the ability of all parties to absorb and extend the lessons of the learning taking place.

Over its six-year lifespan, PRRG opened the conversation on property rights to larger and larger audiences by promoting a common language and providing them with fundamental information through profiles, issue briefs, and training. PRRG gave practitioners the opportunity to test ideas on property rights in dynamic environments and created new spaces for them to collect and share those experiences. Where PRRG's results fell short of possibilities, most were opportunities that emerged with program's unanticipated popularity or resulted from the program's quick pace and willingness to take chances. Only one major lesson from the experience leading up to PRRG—the need to encourage the design of programs for gender equity—appears to be a significant opportunity missed.

Based on evaluation findings and conclusions, several recommendations are provided, including:

- Continue USG and regional LTPR training courses;
- Create operational guidelines to manage communications within country projects;
- Analyze and develop dissemination methods for knowledge management products for different audiences;
- Increase access to existing knowledge management products through the LTPR portal with analysis, search engine optimization, and other techniques;

- Recognize the need for LTPR-focused communication and education/outreach specialists and include communication and education/outreach as a deliverable;
- Include a gender assessment and strengthening of women's land rights as one of the principal objectives for every program component and, if possible, project;
- Continue to develop LPTR tools. Create a tool to assist in identifying private investment and other private and public-private development rights and interests in LTPR assessments; and
- Inventory experiences with different project monitoring, assessment, and evaluation systems to date, continue to work on developing a range of tools for ongoing project M&E that reflect the growing experience, and actively encourage their use and adjustments to projects based on results.

ACRONYMS

CAR	Central African Republic
CLRR	Community Land Rights Recognition
CMM	Conflict Management and Mitigation
CNDRA	Center for National Documents and Records Archives (Liberia)
COP	Chief of Party
CSOs	Civil Society Organizations
DAI	Development Alternatives Inc.
DLSC	Department of Land, Survey and Cartography (Liberia)
GOK	Government of Kenya
GOL	Government of Liberia
GSTA	Global Sustainable Tourism Alliance
IQC	Indefinite Quantity Contract
IQd	Initiative on Quiet Diplomacy
KII	Key Informant Interview
KPCS	Kimberly Process Certification Scheme
LCRP	Land Conflict Resolution Project
LPIS	Land Policy and Institutional Strengthening Project
LTRM	Office of Land Tenure and Resource Management
LTPF	Logged to Protected Forest
LTPR	Land Tenure and Property Rights
MLME	Ministry of Lands, Mines and Energy (Liberia)
MoL	Ministry of Lands (Kenya)
PE&O	Public Education and Outreach
PLACE	Prosperity, Livelihoods and Conserving Ecosystems
PRADD	Property Rights and Artisanal Diamond Development
PRRG	Property Rights and Resource Governance Program
REDD+	Reducing Emissions from Deforestation and Forest Degradation
SECURE the North Coast	Securing Rights to Land and Natural Resources for Biodiversity and Livelihoods on the North Coast
SJSSPR	Supporting the Justice and Security Sector through Property Rights
SOW	Statement of Work
STARR	Strengthening Tenure and Resource Rights Program
STTA	Short-term Technical Assistance
USG	United States Government
WRI	World Resources Institute

A. INTRODUCTION

Based on the statement of work (SOW) for the Task Order as part of the Evaluation Services IQC, International Business and Technical Consultants, Inc. (IBTCI) was commissioned to carry out performance evaluations for three program mechanisms supported by the Office of Land Tenure and Resource Management (LTRM) in USAID's Bureau for Economic Growth, Education and the Environment (E3): (1) Global Sustainable Tourism Alliance (GSTA), (2) Promoting Transformation by Linking Nature, Wealth and Power (TransLinks), and (3) Property Rights and Resource Governance (PRRG). The overarching framework of the LTRM evaluations addressed how each of the programs accomplished their objectives according to the evaluation questions set forth for each program. This report presents the evaluation findings for the Property Rights and Resource Governance Program (PRRG).

PRRG was a six-year LTRM initiative that ran from 2007–2013 under the Prosperity, Livelihoods and Conserving Ecosystems (PLACE) Indefinite Quantity Contract (IQC). PRRG had its origins in 2003–2004, when USAID initiated a small program designed to corral the wealth and diversity of property rights experience, critical thinking, and new programmatic approaches emerging from within the agency and academic institutions. The initial program, and a larger successor that began in 2004, supported the development of a comprehensive framework for land tenure and property rights (LTPR) and tools for USAID's engagement in LTPR programming. The programs also allowed USAID to measure the demand from USAID missions for technical assistance to address property rights reforms and institutional development in partner countries.¹

So many donors won't come in on land, or they do a small, small project and disappear. So we appreciate USAID's work in the sector. Because USAID has such credibility, you see. People here see that USAID is not just with the government on land, but it is with the local communities on land, and people take notice of that. People see the view USAID takes on land issues. The local groups, the government, maybe other donors may move on land with that leadership. Without USAID, I don't believe that will happen.

--UN partner in Kenya

PRRG was designed and supervised by USAID's Land Tenure and Property Rights Division in the Bureau of Economic Growth, Education and Environment (E3). PRRG was designed to build on the achievements of the prior task orders and create opportunities for missions to obtain technical assistance on property rights assessments and other activities. PRRG operated as a mini IQC with a core budget and opportunities for buy-ins from missions and operating units. Its primary objectives were to:

- Expand on the LTPR Framework and refine existing and develop new companion tools to augment the Framework;
- Provide training and educational tools related to property rights;
- Develop improved knowledge management and information distribution systems; and
- Continue to provide technical assistance to missions and operating units to address property rights and develop programs supporting their operational plans.

¹ USAID. 2007. Property Rights and Resource Governance Program (PRRG) Request for Task Order Proposal. Contract EPP-I-00-06-00008-00. Washington, DC.

Box I: PRRG Evaluation Questions

1. Was there a change in the legal, regulatory or project framework at the project site?
2. Has access to land governance institutions changed?
3. How have beneficiaries' knowledge and attitudes about land rights and tenure security changed?
4. How have power dynamics relating to land and gender changed?
5. Has the project impacted beneficiary income, nutrition, and health?
6. Are there any gender related differences in the achieved impacts?
7. What role did project design (and any changes/evolution in the design or its management) play in the program's final results?
8. What are the key determinants of success in documenting and disseminating the results of successful NRM tools for greater adoption in the land tenure and property rights arena?
9. How widespread and available are resources on land tenure and land-based conflict resolution?
10. Did PRRG contribute to the field through increased knowledge?

The task order focused on the following USAID goals: improving economic growth; promoting governance and mitigating conflict; improving natural resource management and biodiversity protection; and addressing gender and the needs of vulnerable populations.

The program was extremely popular, ultimately supporting the implementation of core training, tools, and knowledge management components, along with 29 USAID Mission buy-ins. Over the project's duration, there were 20 separate modifications to the task order, and while the core budget was about \$7 million, the ceiling increased from \$19.1 million to \$53 million. Tetra Tech ARD implemented PRRG with the support of partner organizations, including Landesa (formerly the Rural Development Institute), World Resources Institute (WRI), and Links Media.

Evaluation. This evaluation was conducted under a USAID Land Tenure and Resource Management task order and encompasses all five PRRG components: training (Components 1-2), tools (Component 3), knowledge management (Component 4), and mission and operating unit buy-ins (Component 5). USAID's Office of Land Tenure and Resource Management posed ten focus questions, which served to direct the evaluation. See Box I. The methods used to conduct the evaluation are set out with the relevant questions in each section and included desk research, analysis of analytics, and key informant interviews (KIIs).

B. FINDINGS

I. PRRG COMPONENTS I AND 2: TRAINING

A core objective of PRRG was to build the capacity of the US government staff and host country counterparts to effectively address property rights and resource governance issues across development activities. This was accomplished through training courses on land tenure and property rights (LTPR). The importance of training was indicated by commitment of more than 20 percent of the core project budget for 8 training courses.

Component I: Washington, DC Training Courses

Five short, three-day training courses were held in Washington, DC for US government (USG) personnel between February 2009 and November 2012.² The five courses were designed to strengthen participants' understanding of LTPR and best practices internationally, and of how this could be applied to USG development programming. A total of 170 USG personnel attended the five courses, which had three objectives:

1. Exchange experiences and strengthen understanding of LTPR and best practices internationally and their application to donor programming;
2. Introduce LTPR concepts, approaches, and tools aimed at improving programmatic interventions in economic growth, governance and natural resource management; and
3. Teach USG foreign assistance practitioners' tools to address land tenure and property rights issues and design appropriate interventions to strengthen economic, governance, and natural resource management objectives.

Each course was organized into six modules:

- Introduction to LTPR concepts;
- LTPR implications for natural resources management and biodiversity conservation;
- Resource-based conflict over land and natural resources and post-conflict stabilization;
- LTPR in the context of land administration and markets;
- LTPR in the context of gender and vulnerable populations; and
- Course wrap-up.

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- Land Tenure, Property Rights, and Natural Resources Management: Issues and Best Practices, 4-6 February 2009 Training Course Summary and Participants Evaluation, ARD Tetra Tech, Burlington, VT.
- Land Tenure, Property Rights, and Natural Resources Management: Issues and Best Practices, 21-23 October 2009 Training Course Summary and Participants Evaluation, ARD Tetra Tech, Burlington, VT.
- Property Rights and Resources Governance Project: Issues and Best Practices, Summary Course and Participants Evaluation, October 20-22, 2010, ARD Tetra Tech, Burlington, VT.
- Property Rights and Resources Governance Project: Issues and Best Practices, Washington, DC, Training Course Summary and Participants Evaluation, October 17-19, 2011, ARD Tetra Tech, Burlington, VT.
- Property Rights and Resources Governance Project: Issues and Best Practices, Washington, DC, Training Course Summary and Participants Evaluation, October 31-November 2, 2012, ARD Tetra Tech, Burlington, VT.

Component 2: Regional Training Courses

Three longer regional training courses were held in Kenya in March 2009,³ in Ecuador in June 2011,⁴ and in Liberia in October 2012⁵ for local and national government officials, as well as USAID mission personnel. The Kenya course participants were from Kenya, Sudan, Ethiopia, Liberia, Namibia and Sierra Leone. The Ecuador course participants were from Ecuador, Peru, Colombia, Panama, Bolivia, and Paraguay and the course was given in Spanish. The Liberia course participants were from Liberia, Malawi, Mozambique, Sierra Leone, South Sudan, and Uganda.

Additional regional training courses were provided by Development Alternatives Inc. (DAI) under the CK2C project in cooperation with ARD Tetra Tech and PRRG. These were short courses titled, *Treasure, Turf and Turmoil: The Dirty Dynamics of Land and Natural Resource Conflict*, offered February 7–8, 2011 in Bogota, Colombia and June 13–15, 2011 in Accra, Ghana. The courses were structured and run differently than those that were directly a part of PRRG. The Ghana course was PRRG Task 2.7, but all of the participants were USG employees stationed in Africa USAID missions, so this was considered part of Task 1. It was originally envisioned that PRRG would hold additional training courses in Asia for NGOs, but they were cancelled.

A total of 112 individuals attended the three PRRG regional courses. The regional courses were longer and more detailed than those given in Washington, DC since the participants were not only involved in development programming, but also in the practicalities of on-the-ground program implementation. The first regional training course in Kenya also included a field trip. The first two regional training courses were comprised of six modules addressing property rights issues, with the last course structured into five modules:

1. Introduction to Land Tenure and Property Rights (LTPR) concepts;
2. Natural resource rights and biodiversity protection;
3. Land administration and markets;
4. Resource-based conflict and post crisis land issues;
5. Gender issues in land and natural resource rights;
6. Country team working groups: LTPR assessments and action planning.

Included in the training courses were the LTPR Matrix and REDD+/carbon benefits materials prepared under the Task 3 Tools component of PRRG. These tools were under development during the four years of the training courses, hence their inclusion in the courses changed as they were refined. Now that some tools have been completed, the modules covering them in any new LTRM training course might need to be updated or revised.

An important aspect of the training course program was that it was not static. At the end of each training course, a survey of participants was immediately undertaken to evaluate the course. Participants were asked which training modules were the most and the least useful, which were too long or too short, whether material and information was difficult to understand, etc., and suggestions were elicited for changes and improvements. Participants in Washington were even asked whether the schedule and location of the training sessions might be changed to better accommodate participants' work programs.

³ Training on Best Practices for Land Tenure and Natural Resources Governance in Africa, Nairobi, Kenya, 1-7 March 2009, ARD Tetra Tech, Burlington, VT.

⁴ Training on Best Practices for Land Tenure and Natural Resources Governance in Latin America, Quito, Ecuador, 12-17 June 2011, ARD Tetra Tech, Burlington, VT.

⁵ Training on Best Practices for Land Tenure and Natural Resources Governance in Africa, Training Course Summary and Participant Evaluations, October 8-11, 2011, ARD Tetra Tech, Burlington, VT.

Each subsequent training course was then modified taking into account comments from participants of the previous courses, continually sharpening focus and implementation.

Given that when the evaluations were undertaken more than four years had passed since the first course, memories had faded somewhat so that comments were not as precise as if the evaluations had been undertaken immediately after each course. Similarly, questionnaires were sent by email to participants during the yearend holidays, with the result that only 51 participants replied, for an 18.1 percent response rate. Two-thirds of the respondents said they had shared course materials with others, with two-thirds also responding they had used what they had learned in the course for subsequent work on a project. On a five-point scale, 53.7 percent found the training “very useful” and 43.9 percent found it “somewhat useful” or “generally useful” while only 2.4 percent found the course “not very useful.” No one responded “not at all useful”⁶ (Figure 1).

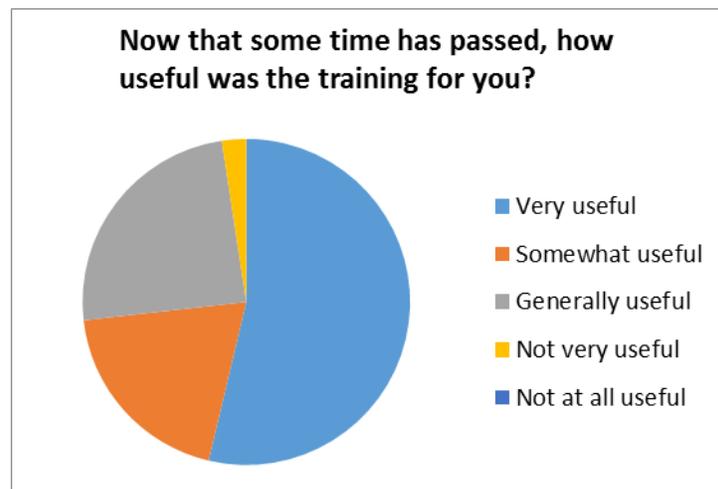


Figure 1 - Responses from training participants

Conclusions

There is evidence that the PRRG training program had significant value, especially to USG participants in Washington, DC. PRRG Task 1 training courses created a valuable resource for USAID which should not be lost with closure of the LTRM global program. Consideration should be given by USAID to continue offering a short course (half or full-day) providing awareness of LTPR and understanding of keys issues for all USAID staff and staff of other USG agencies involved with international development. Further consideration might be given to incorporating an LTPR module into the indoctrination program for new USAID staff. Similarly, occasional, full, three-day LTPR training courses could continue to be offered for USG personnel desiring further information, or for whom such knowledge would be job-related and useful.

The regional training courses (Task 2), had an equally positive impact on local and national governments through creating awareness of, and understanding about, LTPR and how the complex set of intertwined land tenure and property rights issues relate to many aspects of development. Rather than die with the ending of the LTRM global program, USAID could choose to continue to offer regional training courses following the PRRG model. Thought might be given to offering short, one-day LTPR overview courses to larger groups of government officials and NGOs in individual countries. Likewise, the longer

⁶ Respondents were evenly split between male and female participants, with 80 percent being USG personnel. See Appendix I for the summary responses to the questions.

regional-version course could be offered to selected individuals from several countries, such as national land use planner and managers.

2. PRRG COMPONENT 3: TOOLS

Land Tenure and Property Rights Impact Evaluation Tool

LTPR perspectives are a central component of many development activities. Understanding LTPR is essential for improving agricultural production and food security; sustainable management of natural resources and maintaining biodiversity; adaptation to climate change; economic growth; advancing gender equality and women's economic empowerment; and conflict mitigation. A key task of the LTRM global program was the development of a suite of tools and methodologies to further understanding of LTPR issues and challenges in order to facilitate USG strategic development objectives.

Land tenure and property rights are complex and complicated, encompassing many issues across various levels of society and government, from individuals, families, communities and ethnic groups, to local, regional and central governments. They span ancient customary rules, colonial legacies and modern government laws and legislation, which often are overlapping and conflicting. They also vary according to eco-zones and types of land use. To help identify constraints and opportunities, the PRRG consultants developed a comprehensive methodology and set of guidelines to navigate the LTPR morass in the form of an LTPR Framework, as well as a series of LTPR Matrixes and other tools.⁷ Matrix overlays were prepared for different eco-zones and land use, minerals, and gender indicators. Not covering all possible eco-zones or issues, the matrix overlays were examples of the way forward in exploring LTPR issues. As previously mentioned, an overview on the use of these tools was included in the five Washington, DC and three regional PRRG training courses.

Preparation of the LTPR tools required development of a methodology and detailed sets of guidelines to ensure comprehensive coverage of the interlinked aspects and often conflicting issues. Further work needs to be done on preparation of additional matrix overlays to address eco-zones and land use situations not yet covered, as well as other cross-cutting issues, but the PRRG consultants made substantial contributions through laying the groundwork for moving forward in understanding and conducting research on LTPR. While the PRRG tools' task results are invaluable for academic researchers, they are too detailed and cumbersome for USAID and other USG employees to easily use in development planning within the usual government time and resource constraints. PRRG implementers attempted to streamline the LTPR tools for easier application to USG needs, but further work could have been done to balance comprehensiveness and simplification so as to facilitate mainstreaming the LTPR tools into USAID and USG operations.

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- Land Tenure and Property Rights, Impact Evaluation Tool, Tetra Tech, Burlington, VT, September 2013.
- Land Tenure and Property Rights, Framework, Tetra Tech, Burlington, VT, September 2013.
- Land Tenure and Property Rights, Situation Assessment and Intervention Planning Tool, Tetra Tech, Burlington, VT, September 2013.
- Land Tenure and Property Rights, Land Tenure and Property Rights Overlay, Tetra Tech, Burlington, VT, September 2013.
- Land Tenure and Property Rights, Trees and Forest Overlay, Tetra Tech, Burlington, VT, September 2013.
- Land Tenure and Property Rights, Freshwater Lakes, Rivers, and Groundwater Overlay, Tetra Tech, Burlington, VT, September 2013.
- Land Tenure and Property Rights, Minerals Overlay, Tetra Tech, Burlington, VT, September 2013.
- Land Tenure and Property Rights, Women, Land, and Resources Overlay, Tetra Tech, Burlington, VT, September 2013.

REDD+ and Forest Carbon Rights Tool

Reducing carbon emissions from deforestation and forest degradation (REDD+) is an emergent international mechanism to increase forest-based carbon sequestration through financial incentives to developing countries to protect and manage their forest carbon stocks. A variety of REDD+ projects are currently underway throughout the world based on a range of models and approaches. Considerable effort has been given to making models to calculate how much carbon (in tons) is sequestered by various REDD+ projects. Financial incentives are based on assigning rights to benefits from increased sequestration and reduced emissions of carbon, or carbon rights. Economic models also have been developed to monetize sequestered carbon (US \$ per metric ton). Carbon rights are then sold or traded on the international market, or donor countries, such as Norway, provide grants to developing countries based on carbon rights generated by REDD+ activities.

Generally missing from the equation is discussion of who should receive payment for monetized carbon rights. Typically payment for carbon rights is simply handed over to a national government. But reforestation and management of forests, on which REDD+ activities generate saleable carbon rights, is undertaken by the communities living in or near the forests. Understanding property rights of these communities is central to understanding their entitlement to share in the financial benefits of carbon rights. As a subset of the Tools Task of PRRG, the consultants investigated institutional arrangements of international REDD+ projects, examined REDD+ and carbon rights case studies, and looked at institutional mechanisms for sharing REDD+ benefits.⁸ With this information they developed a guidebook on forest carbon rights as a tool to frame legal rights to carbon generated through REDD+ programming. These materials were used as part of the eight training courses implemented under the PRRG.

The guidebook will be invaluable for USAID and USG personnel in ensuring equitable sharing of REDD+ carbon rights among all stakeholders, including forest communities and local government, as well as national governments. Ideally this work will be shared with other development agencies and donors, especially among the European countries which already have established carbon markets, and with major REDD+ donors such as Norway.

Conclusions

The LTPR tools and the REDD+ and forest carbon tools have played valuable roles in expanding awareness on a range of important issues related to land tenure and natural resources property rights, especially as they pertain to management of natural resources and biodiversity, and mitigation of climate change, but also to a wide range of other development issues. Due to the level of complexity and detail, the LTPR tools may be somewhat unwieldy for routine use by USAID and USG personnel. Use of the REDD+ and forest carbon tools may be somewhat less demanding, but implementation still may be challenging for use in routine USG development programming. As part of “branding” and gaining credit for the important innovative work it has pioneered and supported, USAID might consider formal publication of the tools

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- International REDD+ Institutions and the Role of Land Tenure and Property Rights, Property Rights and Resource Governance Project (PRRG) – Task 3.3, Climate Change and Tenure Policy Framework, Tetra Tech ARD, Burlington, VT, August 2011.
- REDD+ and Carbon Rights: Case Studies, Property Rights and Resource Governance Project (PRRG), Tetra Tech ARD, Burlington, VT, February 2012.
- REDD+ and Carbon Rights: Lessons from the Field, Property Rights and Resource Governance Project (PRRG), Tetra Tech ARD, Burlington, VT, February 2012.
- Analysis of Institutional Mechanisms for Sharing REDD+ Benefits Property Rights and Resource Governance Project (PRRG), Tetra Tech ARD, Burlington, VT, March 2012.
- Forest Carbon Rights Guidebook, A Tool for Framing Legal Rights to Carbon benefits Generated through REDD+ programming, Tetra Tech ARD, Burlington, VT, May 2012.

materials which have been prepared to date and encourage universities and research organizations to use and expand on them. The USG would benefit from the subsequent body of research and knowledge generated by further development and use of the tools. Similarly, USAID and other USG agencies might directly contract with universities and research organizations to use these tools for specific tasks linked to planned country programs and strategies. Consideration even might be given for USG financial support to selected U.S. universities to create LTPR centers of excellence with degree programs and ongoing LTPR research.

3. PRRG COMPONENT 4: KNOWLEDGE MANAGEMENT

Under Component 4, PRRG aimed to improve and refine knowledge management systems to integrate and spur two-way flows of information between training, tools, and policy interventions.

The work products and activities falling under the Knowledge Management Component are: country profiles; issue and program briefs; LTRP portal; support for attendance at the World Bank Land Conference; videos; the Land and Conflict Handbook; and additional activities such as PRADD's regional activities and support for USAID's engagement with the creation of the Voluntary Guidelines.

Methods

USAID's evaluation questions guiding the assessment of this component were:

- How widespread and available are resources on land tenure and land-based conflict resolution?
- Did PRRG contribute to the field through increased knowledge?

In order to assess the dissemination and availability of the Knowledge Management work products and their contribution to the field, the evaluation team:

- Reviewed the work products, activity descriptions, and related reports;
- Conducted research to determine the accessibility and use of work products;
- Interviewed work product project managers, deliverers and users of work products, sponsored attendees of the World Bank conferences, portal managers, and members of the LTPR Division;
- Arranged for analytical reports of use of websites; and
- Analyzed results of the analytics and information gathered.

The team assessed the extent of contribution of various products to the field through analysis of the availability of other comparable products. The team conducted the assessment in the context of the intended audiences for the Knowledge Management products and activities: US Government staff, USAID staff, government partners, and more broadly, international development and humanitarian practitioners, policymakers, and academics.⁹

Findings

The following findings are organized by work product or activity.

Country Profiles. Between 2009 and 2013, PRRG supported the creation of profiles for 70 USAID presence countries, 66 of which are publically available on the LTPR portal. At the time PRRG began, publically-available country-specific LTPR information was quite limited. Under the guidance of John Bruce, in the 1990's the University of Wisconsin-Madison Land Tenure Center prepared a series of land tenure profiles for selected African countries, which are still available. The task order preceding PRRG, "Lessons

⁹ USAID. 2013. Land Tenure and Property Rights Framework. Burlington, VT: Tetra Tech ARD.

Learned: Property Rights and Natural Resource Management,” (GLT2) supported preparation of updated profiles for a larger group of USAID presence countries, but the scope of the profiles was limited to land and the budget did not allow for in-depth research. At the time work on a new set of profiles began under PRRG, there was no set of systematically-prepared profiles of target countries that included description of the countries’ land, forest, water, and mineral resources and their tenure and governance systems. In particular, accessible sources of primary laws governing land and natural resources were limited: the FAO-sponsored website, FAOLEX, had inconsistent coverage, and access to the Martindale Hubble international law database was expensive and the available laws incomplete.

The country profiles created under PRRG reflected USAID’s LTPR approach by: using consistent terminology; providing foundational information on land, water, forest, and mineral rights, including the legal frameworks; identifying the key institutions governing natural resources; calling out LTPR issues such as gender and customary law; and identifying complementary government and donor initiatives. The profiles were prepared in collaboration with the missions and operating units, which approved the final content.

Most dissemination of the profiles has been through the LTPR portal. Some of the profiles are also available on subcontractor Landesa’s website and through links hosted by the UN-sponsored Global Protection Cluster. In addition, in the course of USG and regional trainings, trainers referenced the profiles as resources for the participants. Almost all dissemination that was reported appears to be electronic. There does not appear to have been any organized effort to provide any particular audience with hard copies of the profiles.

During the 19-month period from June 1, 2012 – December 31, 2013, visitors to the LTPR portal accessed country profiles 14,291 times. In the last 10 weeks of 2013, visitors to the portal downloaded 643 country profiles. The top five profiles downloaded were: Afghanistan, Peru, Liberia, Tanzania, and the Philippines.¹⁰ (Appendix 3). Landesa posted 56 profiles on its site and in the April 2013 – January 2014 period and visitors accessed the country profiles 260 times (Appendix 4).

Based on Google Scholar¹¹ searches conducted by the evaluation team in January 2014, scholars cited 34 different profiles in their published work 58 different times. The works citing the profiles were primarily journal articles and self-published reports of organizations (83 percent), followed by student theses (12 percent) and books (five percent). The most cited profiles were: Bangladesh, Indonesia, Kenya, and Cambodia. Of the 41 works that were accessible, the citations were most commonly to land tenure statistics (e.g., landlessness), or the profile was used for background information. A few citations were to forest statistics, and a text on international water law referenced the water law sections. There was one citation to a minerals section.

The visibility of the profiles using the most common search engines varies from high to low depending on the search terms entered. The evaluation team conducted 17 different Yahoo and Google searches for each of 12 different profiles using the country name plus a variety of terms, including “land,” “water,” “forests,” “minerals,” and “natural resources” in combination with terms such as “tenure,” “rights,” and “law” (Appendix 5).

¹⁰ These results, which include an additional six months of data, are somewhat different than the results reported in the Cloudburst Consulting Group 2013 report. For example, that report identified the Liberia, Afghanistan, Vietnam, Egypt, and Columbia profiles as the most frequently visited in the period from July 2012 – July 2013. USAID. 2013. Knowledge Management and Technical Support Services (KMTSS): Final Analytics Report. Washington D.C.: Cloudburst Consulting Group.

¹¹ Google Scholar includes journal and conference papers, theses and dissertations, academic books, pre-prints, abstracts, technical reports, and other scholarly literature. <http://scholar.google.com/intl/en/scholar/help.html>.

Overall, using Yahoo, the profiles appeared on page one of results 32% of the time; using Google, the profiles appeared on page one 27% of the time (Appendix 5).

The most successful searches included the word “tenure.” Google and Yahoo searches using the country name and “land tenure” pulled up the profiles on page one of the results 100% of the time. A search of the country name and “forest tenure” pulled up the profile on page one of the results 91% of the time using Yahoo and 42% of the time using Google (Appendix 5).

None of the 12 profiles appeared on page one of the results of searches using the country name and “land law,” water law,” forest law,” or “mineral/mining law” (Appendix 5).

Issue Briefs. PRRG supported the preparation of 17 issue briefs, 16 of which are publically available on the LTPR portal. Some briefs addressed country-specific issues of current concern; others focused on emerging issues within USAID’s strategic objectives. The issue briefs filled a gap in the availability of such targeted information: more than a year can pass before publication of journal articles, and access to reports prepared by civil society organizations and donors usually requires a site by site search. As with the profiles, issue briefs are most readily available through the LTPR portal. The evaluation team did not find the briefs linked through any other sites. The USG and regional training programs reference the issue briefs.

In the period from June 1, 2012 – December 31, 2013, visitors to the LTPR portal accessed issue briefs 5,024 times. In the last 10 weeks of 2013, visitors to the LTPR portal downloaded 189 issue briefs. The top five issue briefs downloaded dealt with issues of food security, gender, REDD, natural resource management, and land and conflict.¹² Of the combined profiles and issue briefs downloaded during the period, the issue brief on food security was the third most common download (following the Ghana and Philippines profiles) (Appendix 3).

Google and Yahoo searches routinely pull up the issue briefs on page one of the results if all or most of the title of the brief is entered as search terms. For common topics, such as conflict, searches of the key words (“land” and “conflict”) did not pull up the issue brief on page one of results. Google Scholar did not report any citations to the issue briefs. Mission personnel and PRRG program and project staff interviewed reported using the issue briefs to advise themselves, colleagues, and partners on core and emerging LTPR issues.

LTPR portal. PRRG supported development of the LTPR portal, which serves as the electronic hub for USAID’s LTPR work and dissemination of tools and work products, such as project reports. As the site became populated with content, the number of visitors grew. In November 2010, there were 335 visitors and 639 visits; in June 2011, there were 3,283 visitors and 4,161 visits. In 2011, there were a total of 49,440 visits to the site.¹³ Traffic dropped by 45% when the content management system changed in July 2012.¹⁴ The trend is upward, however. The number of monthly visits increased from 1,690 in July 2012 to 2,701 in July 2013, and the amount of time visitors spent on the site almost doubled in the same period, from 02:27 to 04:13 minutes and visitors logged in from 176 countries. The portal continues to be

¹² These topics were also at the top of the most visited issue briefs in the July 2012—July 2013 period of the Cloudburst report. USAID. 2013. Knowledge Management and Technical Support Services (KMTSS): Final Analytics Report. Washington D.C.: Cloudburst Consulting Group.

¹³ Ferguson Lynch Consulting. 2011. USAID Landtenure.net Dashboard report. Albuquerque, New Mexico.

¹⁴ Analysis of the website content and analytics from the two time periods and systems did not expose an obvious reason for the significant drop in traffic. The initial system included access to more project reports than the follow-on system, used a different method of organizing material, and may have been faster to load for users, especially those in developing countries. However, it is unknown whether those differences had any impact of the differences in the traffic.

populated with new content, including commentary. In 2013, the LTPR Division adopted a social media strategy that expanded the methods of communication and helped drive more people to the site.¹⁵

The site has helped make basic land tenure information accessible to a wider audience and opened USAID tools and project information to those outside the agency. The land portal provided a platform for the LTPR Division to experiment with different methods of presenting different kinds of LTPR content.

The portal continues to be a work in progress. At the time of this evaluation, the content available across the categories was uneven. The research products and training program materials are comprehensive and complete, and the LTPR Division has begun to add substantive commentary with some regularity. However, information on events is sparse, and USAID project information is often quite limited. Reports for many projects are often absent or gated, or the available information limited to a program brief. As noted above, search engines tend to miss the products if the search terms do not include “land tenure” or most of the title of a particular issue brief. To date, there does not appear to have been any effort to categorize project experience by topic (e.g., community land rights formalization, public education on women’s land rights) or to provide samples of tools created in various projects, such as baseline surveys, participatory assessments of natural resources, and manuals for land rights formalization. These efforts could have assisted academics with resources for research and practitioners with future project design and implementation and academics with resources for research. Likewise, the available products do not appear to have been packaged for the different types of potential users (e.g., private investors, partner governments).

The World Bank Land and Poverty Conference. The annual Land and Poverty Conference grew in size and influence during the term of PRRG. In 2013, the conference had 792 participants from 110 countries, a 62 percent increase over the year before.¹⁶ The event provided a unique opportunity for learning and networking among those in the LTPR field. In 2011, 2012, and 2013, PRRG supported the attendance of 35 individuals, including academics, land officials from partner governments, and national project staff. Those sponsored who responded to the evaluation team’s request for input were uniformly positive about the experience. Each respondent cited broadening of thinking and opportunities resulting from their attendance. For example, Peruvian Land Administration Specialist Victor Endo reported that he learned the latest technological advances in surveying and mapping and shared a dinner table with a land specialist from South Sudan, whose experiences had profound impact on him.¹⁷ University of Nairobi Professor Willis Kosura’s comment is typical of many:

Interacting with leading authorities in the subject matter enabled establishing networks with those present for further collaboration on the issues pertaining to land tenure security, giving opportunity to exchange on relevant case studies in different contexts...I was able to get excellent feedback on my presentations and ... improve the quality of my paper and presentations ... identify and explore further research areas not addressed in my paper.... [T]he students I teach and supervise indirectly gained by subsequently being exposed to new insights I acquired from the conference.¹⁸

Film. PRRG expanded its methods of communicating information with support for production of “Women’s Land Rights: The Ripple Effect,” and nine LTPR training modules. The videos have been shown during PRRG training courses, and Landesa used the women’s land rights film at donor events. Both are available on YouTube, with links on the LTPR portal. As of January 23, 2014, 854 people had viewed the

¹⁵ Ibid.

¹⁶ Email communication with author from A. Piaskowy transmitting statistics from World Bank, January 29, 2014.

¹⁷ Email communication with author, January 24, 2014.

¹⁸ Willis Kosura email communication with author, January 23, 2014.

“The Ripple Effect” on YouTube.¹⁹ The nine USAID LTPR modules have received between 19 and 89 views, with the highest number viewing the introductory module. On the LTPR portal, social media referrals resulted in 151 visits to “The Ripple Effect” in the July 2012 – July 2013 timeframe; the average time spent with the video was just over one minute.²⁰

Land and Conflict Prevention Handbook. PRRG supported the production of the Land and Conflict Prevention Handbook, which was prepared by the University of Essex in support of the Initiative on Quiet Diplomacy (IQd). The Handbook provides practical guidance on identifying root and proximate causes of land-related tensions and a menu of short- and long-term policy, institutional, and legislative responses designed to prevent and mitigate conflict. The Handbook is among the most effectively disseminated PRRG-supported products: IQd’s Knowledge and Practice Advisor, Sally Holt, and the principal author, Dr. John Bruce, presented the Handbook in person to local and international audiences in Nairobi, Geneva, and Brussels. In addition, IQd distributed over 200 hard and soft copies of the Handbook to representatives of the UN, USIP, bilateral and multilateral agencies, and INGOs, and summarized the Handbook in a chapter, “Land for Shared Societies,” in the 2013 volume, *Public Policies in Shared Societies: A Comparative Approach*, ed. Mari Fitzduff²¹ (Appendices 6 – 8). Most recently, John Packer, IQd Senior Advisor and Professor of international human rights law, used the Handbook and a Quick Guide version in a workshop with a Land Commission in working on reparation in southern Yemen. He noted,

*I had sent [the Quick Guide] to them previously but nothing like placing it literally in their hands! They are delighted and we will likely turn later to translations of relevant parts of the fuller handbooks on which the Quick Guide is based.*²²

Professor Packer plans to use the Quick Guide in Burma. In a separate communication, he said, “We’ve just been scratching the surface in the possible uses of this “how to” handbook and its Quick Guide companion.”²³

Outreach, communications, and leadership activities. PRRG supported a number of communication, outreach, and leadership activities, including support for: a) PRADD regional activities; b) 2011 roundtable that brought together stakeholders on large-scale land acquisitions; and c) USAID’s participation in (and leadership in relation to) the development of the Voluntary Guidelines.

While differing in their methods and focus, each of these activities drew on knowledge and experience gained from PRRG core components and buy-ins. The activities extended USAID’s reach, introducing the LTPF approach and USG strategic objectives to a wider audience, including domestic and international private, commercial interests and representatives of public and private sectors, and civil society in 133 countries.²⁴

¹⁹ Some similar USAID videos have similarly modest numbers of viewers, including a video on empowering Maasai women (746 views) and a widow’s story of how farming saved her family (172 views).

²⁰ USAID. 2013. Knowledge Management and Technical Support Services (KMTSS): Final Analytics Report. Washington D.C.: Cloudburst Consulting Group.

²¹ Sally Holt email communication with author, December 21, 2013.

²² John Packer email communication with author, January 25, 2014.

²³ John Packer email communication with author, December 21, 2013.

²⁴ Food and Agriculture Organization of the United Nations, 2013, about the Voluntary Guidelines on the Governance of Land Tenure. <http://www.fao.org/nr/tenure/voluntary-guidelines/en/> (accessed February 3, 2014).

Conclusions

The Knowledge Management component expanded and evolved to keep pace with LTPR Division's expanding and evolving vision. Core conceptual and research products were improved and strengthened, and their relevance has survived the conclusion of PRRG.²⁵ The LTPR Division experimented with new methods of dissemination, including video and use of social media. At the same time, however, the program continued to use and gain substantial benefit from more traditional methods of in person and hard-copy communication. The evaluation also suggested several areas where the dissemination of the variety of knowledge management products might be extended and expanded. See Recommendations, Section C.

4. PRRG COMPONENT 5: COUNTRY ASSESSMENTS, FIELD IMPLEMENTATION, AND PROJECTS (BUY-INS)

Component 5 responded to the PRRG Mission Statement's call for USAID to continue to provide and expand the provision of technical assistance on PRRG to USAID missions and partners.

Under Component 5, PRRG supported 15 country assessments, short-term technical assistance (STTA) activities in two countries, and 12 longer-term projects.²⁶ See chart at Appendix 9.

Methods

The following questions posed by USAID guided the data gathering and analysis of the country buy-ins:

- Was there a change in the legal, regulatory or project framework at the project site?
- Has access to land governance institutions changed?
- How have beneficiaries' knowledge and attitudes about land rights and tenure security changed?
- How have power dynamics relating to land and gender changed?
- Has the project impacted beneficiary income, nutrition, and health?
- Are there any gender related differences in the achieved impacts?

The evaluation team used the following methods to collect and analyze the data:

- Desk research (PRRG documents, project documents);
- Interviews with program managers and technical support, project managers and staff, and government and other partners by phone, Skype, and email;
- Trips to two USAID-selected presence countries, Liberia and Kenya, for in-person interviews with government partners, project managers and staff, and civil society partners;²⁷ and
- Analysis by evaluation team.

²⁵ There are a number of relatively low-cost options for keeping the products relevant, including requiring country profile and issue brief updates as a task within relevant projects, in which practitioners would already be engaged in researching current legal frameworks and updated LTPR information.

²⁶ There is some overlap between the categories of activities because some assessments led to short-term technical assistance and long-term projects.

²⁷ Liberia (LPIS and PRADD-Liberia) and Kenya SECURE case studies and itineraries are attached as Appendix 10 and Appendix 11, respectively. Appendix 14 is a case study on the role that the PRRG mechanism played in the achievements of three Kenya projects in the Mara-Mau region and includes reference to information gathered during the Kenya trip.

Findings

The discussion in this section is divided between the: a) assessments; and b) short-term technical assistance (STTA) activities and longer-term field implementations. The section explores the extent to which the buy-ins: 1) reflected and furthered LTPR approaches and USAID themes and strategic objectives; 2) achieved outcomes and impacts relevant to the USAID evaluation questions; and 3) suggested factors leading to successes and failures.

a. Assessments

LTPR approach and USG themes and strategic objectives. Each of the 15 assessments conducted under PRRG reflected the LTPR approach in their design, execution, and reporting; a few made specific use of the LTPR Matrix.²⁸ All of the assessments analyzed the applicable legal frameworks governing property rights to some degree. Some were limited by subject matter, such as the 2013 gender assessment conducted for the Vietnam mission,²⁹ or by region, such as the assessments conducted in Angola in 2009.³⁰

The value of LTPR issues-driven assessments is evident in the design of follow-on STTA or long-term projects. The 2010 Mara-Mau assessment in Kenya, for example, was a comprehensive endeavor that examined the legal framework, natural resources management, food security and livelihoods, conflict and political context, and the status of women and marginalized groups.³¹ The designs of the Kenya ProMara Project and the Enhancing Customary Justice Systems in the Mau Forest (Justice Project) made good use of the foundation provided in the assessment.

The consequences of a less-informed or less comprehensive assessment played out in PRADD-Central African Republic (CAR). An early (pre-PRRG) assessment for CAR may not have adequately explored or reported all the relevant statutory laws and layers of customary property rights in project areas, leading to an initial design (pre-PRRG) of some activities based on an incomplete understanding of the property rights impacted. In 2011, the new project manager identified the gap in understanding, reassessed activities relating to the clarification and securing of property rights, and made a mid-course correction.³²

All of the assessments conducted identified particular interests of the mission and USG strategic objectives. In Mali, for example, the 2010 assessment focused on the relationship between food security and land tenure and made specific note of the interests of private investors in agri-business investment.³³ In Angola, the 2009 Benguela assessment focused on the government's interest in analyzing the statutory and customary rights in an area identified for potential development of a commercial banana plantation.³⁴

Other interests targeted included: the relationship between property rights and conflict to help missions better understand land tenure systems and their implications for conflict mitigation (e.g., Democratic

²⁸ The assessments in Burma, Mali, and Sudan made specific reference to use of the LTPR Matrix.

²⁹ USAID-Vietnam. 2013. Opportunities for USAID Engagement on Women's Property Rights in Vietnam. Burlington VT: Tetra Tech ARD.

³⁰ USAID-Angola. 2013. Resource Rights at 'The End of the Earth': An Assessment of Forest and Wildlife Tenure in Conservation Areas and Coutadas in Southeastern Angola. Burlington VT: Tetra Tech ARD; FAO/EU/USAID-Angola. 2009. Assessment of Land Rights and Planning for Growth and Development in Benguela Province, Angola. Rome: FAO.

³¹ USAID. 2010. Assessment of Land Administration, Land/Natural Resource Management, Food Security, and Rural Livelihoods in the Upper Mara River Basin Mau Ecosystem. Burlington VT: Tetra Tech ARD.

³² USAID. 2012. PRADD Combined Annual Work Plan for CAR, Liberia, and Regional Work: June 2011 – May 2012. Burlington VT: Tetra Tech ARD.

³³ USAID. 2010. Mali Land Tenure Assessment Report. Burlington, VT: Tetra Tech ARD.

³⁴ FAO/EU/USAID-Angola. 2009. Assessment of Land Rights and Planning for Growth and Development in Benguela Province, Angola. Rome: FAO.

Republic of Congo, Mara-Mau, Libya, Sudan), natural resources management and biodiversity preservation (e.g., Angola's conservation areas and *coutadas*, Kenya's Mara-Mau, and artisanal mining regions in Guinea and Liberia); and the rights of women and marginalized groups (e.g., Mara-Mau, Vietnam, Angola, Mali).

Outcomes and impacts. PRRG assessments collected and analyzed information that helped missions to: identify possible programmatic entry points for USAID that supported its strategic objectives; set priorities for interventions; and identify areas for further research. The value of the assessments for these purposes may be seen in the relationship between the assessments and follow-on activities: in several cases, such as Sierra Leone and DRC, the assessments helped missions and the LTPR Division determine that, at least at that time, a follow-on property rights activity was not indicated. It is unknown whether the assessments could have gone even further to identify potential risks and thus reduced the number of projects closed early as a result of security and geopolitical issues (PRADD-Guinea, PRADD-CAR, possibly Securing Rights to Land and Natural Resources for Biodiversity and Livelihoods in the North Coast (SECURE) and ProMara) or those that suffered from a lack or deterioration of government engagement or mission support (PRADD-Liberia, Sri Lanka LAPP, and Rwanda HIV/AIDS Policy Reform Initiative, possibly SECURE and ProMara).

In cases such as Burma, Libya, Cote d'Ivoire, and South Sudan, the assessments resulted in follow-on activities that appeared to benefit substantially from recent assessments. Furthermore, in some cases where support for land projects is not currently an option, the assessments provided information to serve other purposes. In Vietnam, for example, the Mission does not anticipate engaging in any land activities in the near future, but it anticipates using the gender information provided in the design and implementation of a new \$45 million Governance for Inclusive Growth program.³⁵

b. STTA and longer-term field implementations

Nine USAID missions and operating units supported 14 different short and long-term field implementations with buy-ins under PRRG.

LTPR approach and USG themes and strategic objectives. All of the STTA and field implementations had securing land and property rights as a primary or secondary aim,³⁶ supporting USAID strategic objectives of promoting conditions to support economic growth and investment. In addition, to varying degrees, all of the projects integrated additional USG themes and strategic objectives in their planning and implementation. See chart at Appendix 12.

Outcomes and impacts (by USAID evaluation question). Changes in legal frameworks, property rights governance institutions, and the knowledge and perceptions of beneficiary populations in partner countries are long-term objectives; experienced program managers, practitioners, and observers understand that these kinds of changes take place over 15-20 years or more. One of the challenges for USAID and others engaged in supporting partner country plans for such changes is designing shorter-term projects to help promote and support longer-term strategies. Identifying meaningful incremental steps toward achieving a long-term goal that are achievable in a short timeframe (and on which the project's success will be judged) is quite difficult. While several PRRG projects included objectives that supported the kinds of changes in public perception and power relationships set out in the evaluation questions, none

³⁵ Author telephone conversation with Laura McKechnie, January 26, 2014.

³⁶ Libya's Supporting the Justice and Security Sector through Property Rights (SHJSSPR) project did not identify securing LTPR as an aim but objectives included supporting the justice and security sector through development of community engagement in participatory dispute resolution processes focused on competing property rights to land and housing, with an assumed impact on tenure security. USAID. 2013. Libya: Supporting the Justice and Security Sector through Property Rights: Final Report. Burlington VT: Tetra Tech ARD.

We have taken the process that the project [LPIS] suggested to draft and adopt the Land Policy, we have taken that process for the model because that process was successful, and now we are using that process to create a Land Administration Law.

-- Member of Liberia's Land Commission

specifically sought such fundamental changes.³⁷ Nonetheless, many of the PRRG projects helped partner countries make progress toward such changes. And, in a few cases, projects helped countries achieve change in several of the evaluation question categories within the term of the project.

Appendix 13 identifies the number of projects that reported achieving results under the USAID evaluation questions. The following sections describe those achievements.

Change in legal frameworks and inputs supporting change. Activities in four countries supported progressive changes in the legal frameworks governing property rights.

In Liberia, the Land Policy and Institutional Strengthening (LPIS) project provided technical support to Liberia's Land Commission beginning in November 2010 (Appendix 10). The project assisted the Land Commission with institutional capacity building focused on the participatory development and adoption of a land policy. Liberia's first Land Policy was adopted two months before the project concluded in July 2013. In the opinion of the Land Commission, LPIS's technical assistance was critical to the success, and the Land Commission is using the process and the guiding philosophy introduced and emphasized by LPIS ("Take your time and do it right") as the model for the drafting and adoption of new land laws.³⁸

In 2008, PRRG supported a comprehensive analysis of Kenya's draft land policy and presentation of related recommendations.³⁹ In addition, in 2012–13, SECURE and ProMara provided the government and civil society with technical assistance to support progressive revisions and refinements to draft land and natural resource laws and to help ensure that all stakeholders had opportunities to participate meaningfully in the drafting process.⁴⁰

Short and long-term PRADD engagements in CAR and Cote d'Ivoire helped partner countries draft, refine, and adopt regulatory frameworks to support Kimberly Process certification.⁴¹ In addition, PRADD-CAR helped put reforms to the laws governing land tenure and property rights on the government's agenda.⁴²

In addition, several PRRG buy-ins provided inputs into drafts of legislation and implementation processes:

- In Rwanda, technical assistance from the Land Policy and Law project was instrumental in helping ensure that the government's Land Tenure Reform Programme recognized women's property rights and did not result in dispossession of widows.⁴³ The follow-on Legislative Process

³⁷ None of the projects had changes in beneficiary income, health, and nutrition as objectives, although the PRADD projects supported income diversification in artisanal mining areas.

³⁸ Author interview with Land Commission members, December 12, 2013.

³⁹ USAID-Kenya. 2008 (updated 2009). Kenya Land Policy: Analysis and Recommendations. Burlington VT: Tetra Tech ARD.

⁴⁰ Specific areas of support by subcontractor Landesa that appear to be reflected in the enacted laws included: a more complete expression of constitutional principles relating to land governance; an institutionally balanced national land governance framework; devolution of land governance to local levels; and a framework for gender equitable land rights. J. Duncan and M. Lufkin (Landesa) memo to G. Myers and K. Bourdreaux. June 19, 2012. The evaluation team did not conduct an independent assessment of the impact of the technical assistance on the final laws.

⁴¹ USAID-Cote d'Ivoire. 2013. Assistance to Cote d'Ivoire for Kimberly Process Compliance. Burlington VT: Tetra Tech ARD.

⁴² USAID. 2013. PRADD Quarterly Progress Report (October –December 2012). Burlington VT: Tetra Tech ARD.

⁴³ 2009. Rwanda Land Law and Policy Final Report (February 2008 – February 2009). Seattle: RDI and ARD.

Strengthening Project and HIV/AIDS Policy Reform Initiatives Project identified multiple areas for legislative reform to strengthen the rights of individuals impacted by HIV and AIDS.⁴⁴

- In Burma, PRRG provided government policymakers with a roadmap for the participatory development of a land use policy and best practices in land compensation, relocation, and restitution.⁴⁵
- The Sudan Property Rights Program (SPRP) helped the Government of South Sudan complete a highly participatory process culminating in a draft Land Policy.⁴⁶
- In Kenya, SECURE facilitated a participatory process that resulted in the creation of a model for Community Land Rights Recognition. The government validated the model at a workshop prior to the closure of the project.⁴⁷

Changes in the accessibility and functioning of land governance institutions. As set out below, several of the PRRG buy-ins improved the accessibility of customary and statutory land institutions governing how property rights are allotted, used, and managed.

Both the community legal aid activity in Rwanda's Land Policy and Law project and the Kenyan Justice project in the Mau Forest worked with customary institutions and authorities to increase access for women. The projects helped women assert their property rights effectively by providing training for customary decision-makers on legal standards relating to women's rights of control over marital property, property division and transfer, and inheritance rights.

In Liberia, LPIS supported the efforts of Center for National Documents and Records Archives (CNDRA) to increase public access by rehabilitating the deed registry system, developing procedures, and increasing staff capacity to improve its efficiency. Public perception surveys conducted in the last year of the project reported that as a result of CNDRA's efforts, public access to deed registration services markedly improved.⁴⁸

Kenya's ProMara and SECURE projects supported constitutionally-mandated decentralization with the organization of local community members into local associations and user groups designed to play an active role in the management of natural resources. Both projects helped create links between local and central government officials and local community member groups, improving community access to property rights institutions and government recognition of community issues.

In Libya, the Supporting the Justice and Security Sector through Property Rights (SJSSPR) project helped the evolution of the country's dispute resolution system by modeling processes of consensus building, active listening, constructive criticism, and creating linkages between government and people, women and men.⁴⁹

⁴⁴ 2009. USAID-Rwanda. Legislative Drafting Handbook. Burlington VT: Tetra Tech ARD; USAID-Rwanda. 2010. HIV/AIDS Policy Reform Initiative: Final Report (January 1 – October 31, 2010).

⁴⁵ USAID-Burma. 2013. Improving Land Use Management in Burma to Secure Land Tenure and Property Rights. Burlington VT: Tetra Tech ARD.

⁴⁶ USAID-Sudan. 2011. Sudan Property Rights Program: Final Report (September 2008 – March 2011).

⁴⁷ USAID-Kenya. 2013. Securing Rights to Land and Natural Resources for Biodiversity and Livelihoods in the North Coast. Final Report. Burlington VT: Tetra Tech ARD; Appendix 11.

⁴⁸ Appendix 10; USAID-Liberia. 2013. Follow-On Survey of Public Perception of Liberia's Land Institutions: Final Report. Liberia Monitoring and Evaluation Program (L-MEP). Washington D.C.: The Mitchell Group.

⁴⁹ USAID-Libya. 2013. Supporting the Security and Justice Sector through Property Rights: Final Report. Burlington VT: Tetra Tech ARD.

In Burma, the assessment and follow-on STTA assignment helped facilitate the use of participatory processes by government and civil society actors. The model processes introduced and technical assistance focused on developing equal access to land institutions, encouraging meaningful consultation and forums, and helping prevent conflict relating to a planned nationwide process to confirm rural land uses and register land use rights.⁵⁰

Changes in beneficiary knowledge of property rights or perception of tenure security. Four projects reported changes in beneficiary knowledge of property rights. In Rwanda's Land Policy and Law project the Community Legal Assistance pilot program trained community leaders responsible for resolving land disputes on land law, the rights of women and children, and dispute resolution techniques. In the six-month period, practitioners used the understanding to resolve cases and provide legal advice on procedures to assert rights to members of four communities.⁵¹ In the Kenyan Justice Project, legal literacy activities advised local communities and students about property rights and conflict resolution techniques. The impact evaluation for the Justice Project found that individuals trained by the project, including elders handling disputes, had greater awareness of the legal rights of women and the local justice system than those in control areas.⁵² Moreover, although the project closed, one of the chiefs from the project communities reported in January 2014 that elders continue to use the information gained during the training.⁵³

In PRADD-CAR, the project supported some legal literacy training on the mining law. In 2011, an evaluation reported that 25-27 percent of households in the project area had some knowledge of the law.⁵⁴ PRADD-Liberia also collected information about beneficiary knowledge of property rights, but problems with the baseline data collection made the data less useful.⁵⁵

Two projects collected and reported information of perceptions of tenure security. ProMara reported that perceptions of tenure security in focus groups increased from 28 to 64 percent of members over the life of the project.⁵⁶ In PRADD-Liberia, the end-survey conducted reported that a slightly higher percentage of miners in project areas felt their customary rights to land were very secure, as compared to miners in control areas. However, the baseline survey did not include the question and therefore no comparison could be drawn. The basis for the perceptions of security was either not probed or not reported.⁵⁷

Changes in power dynamics relating to land or gender. PRRG projects in several countries may have helped alter (or begin to alter) power dynamics relating to property rights. Several projects helped

⁵⁰ USAID-Burma. 2013. Improving Land Use Management in Burma to Secure Land Tenure and Property Rights. Burlington VT: Tetra Tech ARD.

⁵¹ USAID-Rwanda. 2009. Rwanda Land Law and Policy Final Report (February 2008 – February 2009). Seattle: RDI and ARD.

⁵² USAID-Kenya. 2013. Enhancing Customary Justice Systems in the Mau Forest, Kenya: Impact Evaluation Report. Burlington VT: Tetra Tech ARD.

⁵³ Author interview with Debbie Espinosa, February 3, 2014.

⁵⁴ The percentage is low but can perhaps be compared to the 2% of households with legal knowledge in a new project area where no legal literacy training had been introduced. USAID. 2013. PRADD Quarterly Progress Report (October – December 2012). Burlington VT: Tetra Tech ARD.

⁵⁵ USAID-Liberia. 2012. End-line Survey Results – Revised. PRADD-Liberia. Burlington VT: Tetra Tech ARD.

⁵⁶ USAID-Kenya. 2012. ProMara Program Final Report. Burlington VT: Tetra Tech ARD. This result should be treated with caution. The method by which the evaluation collected and measured perceptions of tenure security is unknown, and the former COP was unwilling to place much importance on the reported change, especially given that project activities were in their initial stages and the timeframe in which the change in perception was recorded was quite short. Author communication with I. Deshmukh, January 24, 2014.

⁵⁷ USAID-Liberia. 2012. End-line Survey Results – Revised. PRADD-Liberia. Burlington VT: Tetra Tech ARD.

introduce or strengthen activities that changed the processes by which property rights legislation is designed and drafted and the procedures under which customary institutions adjudicate property rights. For example, the Kenyan Justice Project impact assessment found that, even in a short timeframe, the training provided to customary leaders and community members resulted in increased understanding and respect for women's rights within their communities and the local dispute resolution institutions. Women reported increased confidence in the fairness and outcomes of local dispute resolution institutions, and greater access to land and control over assets at the household level. A number of women became elders, and one project staff member became a Member of Parliament.⁵⁸

Projects in Liberia, South Sudan, and Kenya introduced strong participatory processes for consultation on land issues and legislation. LPIS helped the Land Commission identify the range of rights holders and interests and organize forums for obtaining input on land issues and the development of the Land Policy. SPRP in South Sudan followed a similar model. In Kenya, SECURE and ProMara helped facilitate the meaningful participation of civil society in the finalization of a suite of land laws.

In PRADD-CAR, a 2010 household survey showed that, despite some gains by women in engagement in decision-making, the field of artisanal mining was dominated by men and male decision-making. In response to the results, the project staff developed and implemented a gender strategy, which included attention to the priorities of women and establishment of women's associations. The 2011 follow-on survey reported marked increases: 38 percent of women in project households reported increased participation in household decision-making.⁵⁹

Impacts on beneficiary income, nutrition, and health. Two PRRG projects, PRADD-CAR and PRADD-Liberia, reported changes in beneficiary income and nutrition during the course of the project terms. In PRADD-CAR, almost all (94 percent) artisanal mining households reported earning income from non-mining sources (e.g., agriculture, equipment rental, fish farming, and soap making) and reported increased economic benefits from natural resource management practices introduced by the project.⁶⁰ In PRADD-Liberia, the end-survey reported that slightly fewer respondents were generating income from their own diamond claims, but for those who did generate income, their net diamond revenue increased. In addition, there was increased diversification of income sources in the project areas.⁶¹

Nutritional data was reported in the 2010 household survey conducted for PRADD-CAR. The survey showed an overall reduction in the consumption of fish and meat by artisanal mining households in the PRADD project. The analysis of the results suggested that they reflected the continued impoverishment of the region, the depletion of the fish population in the river, and low levels of diamond production. A 2011 household survey reported some improvements in economic status of project households, but the responses to the questions on diet were not considered representative enough and were disregarded. A planned 2013 household survey was cancelled when the project closed early due to declining security, and the issue of nutritional changes was not addressed in the final quarterly report.⁶²

⁵⁸ In her position, Siopan Tuya intends to advocate for improved access to justice for Kenyan women. S. Tuya interview with author, Nairobi, January 16, 2014. 2013. USAID-Kenya. Enhancing Customary Justice Systems in the Mu Forest, Kenya: Impact Evaluation Report. Burlington VT: Tetra Tech ARD.

⁵⁹ USAID. 2013. PRADD Quarterly Progress Report (October –December 2012). Burlington VT: Tetra Tech ARD. The project's early closure due to security concerns precluded a final 2013 survey. S. Pennes email communication with author, January 31, 2014.

⁶⁰ Ibid.

⁶¹ USAID-Liberia. 2012. End-line Survey Results – Revised. PRADD-Liberia. Burlington VT: Tetra Tech ARD.

⁶² USAID. 2013. PRADD Quarterly Progress Report (October –December 2012). Burlington VT: Tetra Tech ARD.

None of the projects had changes in beneficiary health as their objectives. Two Rwanda projects, the Legislative Process Strengthening Project and HIV/AIDS Policy Reform Initiative, focused on legislative changes to support the rights of individuals living with HIV and AIDs. While the projects raised awareness on the issues and the work provided focused analysis that had not existed previously, it does not appear that the work resulted in any legislative changes nor impacted people living with HIV and AIDS.⁶³

Gender differences in impacts. Whether there were gender differences in PRRG project impacts appears to depend, at least in part, on the extent to which the project considered gender issues at the project design stage. Rwanda's PRRG projects benefited from USAID's long-term engagement on gender issues in Rwanda. The Rwandan Community Legal Assistance pilot (within the Land Policy and Law project) was designed to educate decision-makers on land laws, with emphasis on women's rights. Roughly half the beneficiaries of the individualized legal aid services were women.⁶⁴

In the Kenya Justice Project, the project objective was to improve women's access to justice, particularly in the area of property rights. The impact evaluation found that in all areas, women experienced positive project impacts (such as increased legal knowledge) at least to the extent that men did, or slightly more. Similarly, in projects that prioritized the public consultations and democratic processes in the development of land legislation (South Sudan, Kenya, Liberia), the processes included women's organizations and advocates. In those projects, it appears that women's advocacy groups benefited to the same extent as other groups, including participating in the collaborative process and linkages created with government policymakers.

In Kenya, Landesa's technical legal assistance to the government and civil society members emphasized the principals in the Constitution and Land Policy supporting the rights of women. All three focus laws included attention to gender equity in provisions such as those establishing joint tenancies in matrimonial land and requiring spousal consent in land transactions. In contrast, in Liberia, LPIS did not have an objective specifically targeting women's property rights. The project had several significant activities focused on women's land rights and related achievements: it supported research addressing women's land rights and facilitated the establishment of the Women's Land Rights Task Force to work with the Land Commission, and a Land Desk at the Ministry of Gender and Development. However, despite these efforts, women's rights advocates within the government and civil society have been disappointed in the results to date: the language they proposed was not included in Liberia's Land Policy, the Task Force has been inactive, and Land Desk has languished since the project concluded. Observers interviewed suggested that the government was not wholly committed to addressing women's land rights, and Land Commission members volunteered that the project did not have an objective related to women's land rights.

c. Success and failure factors

The following are some of the factors identified by program and project staff, host government officials, and partners as contributing to project successes:

Keep the project staff close to the host country government. Multiple benefits—including improved communications, increased trust, and knowledge transfer—were achieved when project staff embedded with government partners, as they did in Liberia (LPIS), Burma, and Cote d'Ivoire. Working within government offices helped keep project staff advised on government priorities and provided project staff with invaluable understanding of the government's functioning. Separation of the project office (and

⁶³ 2009. USAID-Rwanda. Legislative Drafting Handbook. Burlington VT: Tetra Tech ARD; USAID-Rwanda. 2010. HIV/AIDS Policy Reform Initiative: Final Report (January 1 – October 31, 2010).

⁶⁴ USAID-Rwanda. 2009. Rwanda Land Law and Policy Final Report (February 2008 – February 2009). Seattle: RDI and ARD. The evaluation team was unable to locate gender disaggregated information on the results of the resolved cases.

project infrastructure) from partners, as with SECURE in Lamu, may have unintentionally exacerbated tensions between the project and local partners.

Prioritize continual, proactive attention to building and maintaining relationships. Successful projects prioritized and worked constantly at building and maintaining relationships with multiple people within missions and partner governments and facilitated the relationships between the mission, host governments, and the LTPR Division. Seasoned staff mentioned the benefits of building and maintaining relationships with several people in different parts of the organization and the government. Multiple contacts provided access to different perspectives and some insurance against inevitable personnel changes.

Keep land and property rights issues on the minds of missions and partner governments. Even as LTPR issues became more prominent during PRRG, successful projects continued to advocate for attention to LTPR issues with missions and partners. Many missions had personnel with some LTPR experience, but experienced project staff recognized the benefits of keeping the topic on people's minds and the importance of finding new ways to communicate LTPR goals.

To the extent possible, work through and promote engagement of national staff. In Kenya, use of foreign specialists for some workshop presentations created a perception of foreign control of processes that did not necessarily reflect reality but caused tension and distraction. To build capacity, support sustainability of results, and visibly promote local ownership, staff of many of the more successful projects took care to work through local partners and national staff as much as possible.

Conduct various kinds of evaluations and assessments throughout the project, study the results in a timely fashion, and make any course corrections indicated without delay. The PRADD projects have demonstrated the value of conducting different kinds of assessments throughout a project, evaluating the results critically and in a timely fashion, and using the results to benefit the project—during the lifespan of the project.

Conclusions

Although in many cases the objectives for mission buy-ins did not aim for the types of significant changes measured in this evaluation, quite a number of the projects helped partner countries change or progress toward changing their legal frameworks supporting LTPR. Even more increased access to land governance institutions and developed inclusive, participatory processes. The mission buy-ins also provided a reminder that meaningful progress can be made on women's land rights when gender equity is included as an objective. However, when gender issues are not considered as part of the planning of a project, progress is far less likely.

5. PRRG CONTRACT MECHANISM

PRRG was unique. The task order had objectives, core activities, and illustrative projects outlined, but it left the parameters of activities for design as opportunities emerged and funding was secured. The shape of PRRG was constantly changing, expanding outward from its core to respond to new demands for technical assistance and support USAID's growing global leadership in the LTPR field.

Methods

The question guiding the analysis of the PRRG mechanism was:

- What role did project design (and any changes/evolution in the design or its management) play in the program's final results?

The evaluation team collected and analyzed information for this section from: interviews with members of the LTPR Division, individuals working with Tetra Tech ARD, and project staff; review of program task order, modifications, and RFP; and the analysis of findings of other components.

Findings

As implemented over its six-year lifespan, many aspects of PRRG's design played a role in the results achieved and challenges faced. Four of most important were PRRG's: a) combination of core components and field implementations; b) management by the LTPR Division; c) ability of USAID to react to needs and opportunities quickly and with customized interventions; and d) use of a single contractor for implementation.

Combination of core components and buy-ins. PRRG's combination of core components and technical assistance to USAID missions and operating units appears to have created much of PRRG's momentum. Training programs both targeted and identified policy makers, program directors, and potential property rights champions within the USG and partner countries. The trainings also introduced and clarified LTPR terminology and concepts, and in doing so laid the foundation for active conversations and information sharing. Trainings, conferences, and workshops provided forums for LTPR to introduce the growing portfolio of LTPR tools and work products, collect input, and refine approaches. LTRP mission visits created opportunities for focused attention to country-level issues and the LTPR Division proved adept at identifying disparate sources of funding to supplement mission funding.

The design created opportunities for the experience from the components to inform each other. To some extent, that is what happened. As time passed, however, more opportunities became evident, if only in the rear-view mirror because of the speed at which program activities were implemented. In some cases, for example, project design did not always take advantage of lessons learned and advancements in knowledge management and communication and outreach techniques. But those types of gaps were, to some extent, the result of the overall effectiveness of the experimental design and the unanticipated popularity of the program.

Centralized management. PRRG was managed by the LTPR Division, which brought historical perspective, expertise, and consistency to the design and implementation of activities. Centralized management, which for a number of years was Dr. Gregory Myers alone, allowed for a high level of control over content. Some observers interviewed, including those involved with the Kenya Mara-Mau Assessment and ProMara, noted that the control exercised was a critical factor in the progress made and success achieved.⁶⁵

With a comparative base of knowledge and engagement with a diversity of policymakers and practitioners, the LTPR Division could see trends and opportunities that might not be visible from a regional or country-level perspective and tailor projects accordingly. In addition, centralized management created a place (and people) within USAID for agency staff to air issues and receive responses to their concerns. The LTPR Division used its position to absorb some of the heat generated by operating in a highly-charged area and appeared, ultimately, to navigate the political environment effectively. In doing so, the LTPR Division charted the course for USAID's approach to property rights.

Centralized management also created some vulnerabilities. Projects depended on strong relationships among the various parties and were potentially more vulnerable to lack of mission support or changes in mission support than more typical projects managed by missions. In the Kenya Justice project, for example, funding from Washington DC meant no one at the mission had the project on his or her radar screen, and obtaining mission support for the project required targeted effort. The SECURE and ProMara projects might have suffered somewhat from a breakdown in relationships, in addition to the increasing tensions

⁶⁵ A case study of the three Mara-Mau projects with relation to the PRRG mechanism is attached as Appendix 14.

of competing geopolitical interests. In some cases the interests and priorities of the partner country differed from LTPR approaches, requiring some compromises, as in the design and implementation of the Tribal Land Certificate inventory activity in LPIS.

The unexpected popularity of the initiative also created an equally unexpected workload. As the number of projects grew, the number of reports also grew. Several project staff members and mission staff noted that the process of issuing reports was lengthy, in part because reports went to the LTPR Division before the missions. In some cases, the delays limited one main method of project communication with the missions and partners, and at times delays could be so lengthy as to render the report irrelevant by the time it was issued (see comments of observers referenced in Appendix 14). During the evaluation team's field visits, two government partners noted that they had not yet received a final report or expected work product from a project. Others were disappointed not to receive an explanatory statement regarding a project's closure.

Rapidly-deployed, targeted responses. While PRRG was unpopular with contract officers faced with drafting the 20 separate contract modifications, the initiative was popular with many missions and practitioners. Most mission staff interviewed reported a high comfort level with the program: the LTPR Division was responsive to mission positions and sensitivities. Assessments and follow-on projects began quickly, and the missions did not have to manage the process of engaging and managing project staff. PRRG allowed USAID to assist partner countries during periods of institutional instability and early development, and practitioners interviewed appreciated the ability to match the speed at which new opportunities emerged with a programmatic response. In Burma, for example, an assessment revealed an opportunity to provide short-term technical assistance with the development of a land use policy. Within weeks of the assessment, the technical assistance was in place. In Kenya, ProMara launched within five months of the delivery of the assessment report (Appendix 14).

The speed at which the activities and projects moved potentially affected the ability of all parties to absorb and extend the lessons of the learning taking place. For example, several PRADD projects were able to take advantage of the CAR experience, yet the pace of project implementation, reporting, and design may have limited the use of lessons learned as they emerged. In the closing report for PRADD-Guinea in 2009, lessons learned included the suggestion that the design of the project had been overly ambitious. The report suggested that in the event of another opportunity, planners should consider scaling back on the intermediate results. The suggestion also mirrored the experience coming out of CAR: initial plans for clarification and securing land rights, for example, were modified to take into account the complexity of the issues surrounding the formalization of land rights. The conclusions emerging from Guinea and CAR appeared well-considered and expressed, yet it does not appear from the documents reviewed that the lessons influenced the initial design of PRADD-Liberia, which included the original IR on securing land rights.⁶⁶

One implementer. PRRG was implemented by one contractor, Tetra Tech ARD, supported several subcontractors. The benefits of that design were multiple: all components of the initiative received attention of experienced LTPR practitioners. Several mission staff members expressed appreciation for the efficiencies of the design: the mission staff could be confident that the contractors' work would meet standards for quality and would be consistent with USAID approaches. The delivery system was, by design, highly decentralized, and the contractor learned to manage a dispersed and independent set of individuals so they could function effectively in the range of project and country environments.

As time passed, some potential limitations inherent in the use of a single implementer emerged: the same individuals were engaged in multiple projects, which may have reduced opportunities for consideration of

⁶⁶ As in PRADD-CAR, staff modified this result in the course of implementation. USAID-Liberia. 2012. PRADD-Liberia Quarterly Report (August–October 2012). Burlington VT: Tetra Tech ARD.

different approaches and innovation based on more diverse experience and expertise. However, for the six-year period of PRRG, the use of one contractor provided a consistency and standard of practice that appeared to help the LTPR Division develop its approaches.

Conclusions

To some extent, and perhaps more than other mechanisms, the design of PRRGP allowed needs and opportunities in the world to drive the work. USAID's activities responded to the dynamic nature of the world, emerging issues, and changing perceptions of land and property rights. PRRG was, as Dr. Myers described, "the brain child of a mad scientist."⁶⁷ Observers interviewed suggested that the experiment was well timed and executed to good effect. Ultimately, PRRG helped USAID become a relevant, highly credible voice for property rights on the global stage, as evidenced by the LTPR Division's leadership on the Voluntary Guidelines. The new mechanism, Strengthening Tenure and Resource Rights (STARR), and other USAID programs and initiatives with property rights components will support their own sets of achievements and face their own hurdles. However, whatever their paths, much of what they accomplish will likely have roots in lessons learned from the successes and challenges of PRRG.

⁶⁷ G. Myers interview with author, January 9, 2013.

C. RECOMMENDATIONS

By all accounts, the vision of PRRG was realized. PRRG helped USAID clarify and encourage a progressive agenda through strengthened training programs and refinement and enlargement of the LTPR Matrix and Framework. PRRG opened the conversation on property rights to larger and larger audiences. The program promoted a common language and provided people with fundamental information through Knowledge Management products and activities and training. PRRG gave practitioners the opportunity to test ideas on property rights in dynamic environments, and it created new space for collecting and sharing those experiences. Where PRRG's results fell short of possibilities, most of those shortcomings were related to the program's unanticipated popularity or resulted from the program's pace and willingness to take chances. Only one major lesson from the experience leading up to PRRG—the need to encourage the design of programs for gender equity—appears to be a significant opportunity missed.

Following are several recommendations to be considered for future initiatives:

Continue USG and regional LTPR training courses. The Washington, DC and regional PRRG training courses have been very successful in improving awareness and understanding of land tenure and natural resources property rights issues among USG personnel and foreign officials. USAID should continue these courses both in Washington, DC and in the regions. It is further recommended that half- or full-day PRRG overview courses or seminars be offered in Washington, DC for all USG personnel and new USAID staff involved with international development. Similar brief PRRG overview courses or seminar might be offered in select countries for groups of government officials.

Continue to develop LTPR tools. The LTPR matrix/framework was developed which was included in the training courses. Development of an accompanying set of LTPR tools also was initiated. It is recommended that further development of the tools be continued under the new STARR program. A fully developed set of LTPR tools will be invaluable for the ongoing work of USAID and other USG agencies involved with international development. It is strongly recommended that USAID make all work on the LTPR tools be made publically available, and that USAID encourage academic and other research institutions to join in the development and testing of the LTPR tools.

Create operational guidelines to manage communications within country projects. It was reported that coordination of the global LTRM program by the Land Tenure Division (LTD) in Washington, DC and the buy-in projects of the USAID country missions were on a somewhat ad-hoc basis. This appeared to work well initially, but seemed to run into problems as the program grew and overwhelmed LTPR's human resources. Considering that the STARR program will be even larger, it is suggested that a set of operational guidelines be developed to facilitate project management.

Develop and promote the use of country nationals. It was noted that some buy-in projects had difficulties with community relations. This occurred for varying reasons, but one aspect seems to involve cultural perceptions of the project. In at least one case it was reported that communities were slow to warm up to a foreign project leader and to understand that the project was for their benefit. It is recommended that future projects have a local national as Deputy Chief of Party (DCOP)/Deputy Team Leader (DTL) who understands the local situation and culture, and ideally the local language(s). While the foreign COP/TL will be in overall charge of project administration, it might be best for the local DCOP/DTL to be the “community relations face” of the project. This should facilitate local participation in project activities, as well as promote a greater sense of local ownership of the project and its objectives.

Analyze and develop dissemination methods for knowledge management products for different target audiences. Over PRRG's lifespan, several different audiences for LTPR information became more distinct: USG staff, officials within partner (and potential partner) governments, private investors, practitioners, civil society organizations, and academics. USAID is now in a good position to assess the different needs of these different audiences for LTPR information, their use (or potential use)

of the various products, and the most effective methods for disseminating information to the different audiences. Some possible methods to consider include:

- Use of mixed media and short videos to relate USAID achievements in narrative form—a potentially powerful tool to engage partner governments in undertaking specific LTPR reforms; and
- Create business-oriented LTPR information packets for private investors (and their lawyers and risk managers) that include: 1) brief overviews of LTPR interests and issues raised by private investment related to/dependent on natural resources; 2) examples of “successful” and “unsuccessful” investments; 3) samples of the range of different legal instruments and terms; and 4) an overview of potential risks and benefits (including corporate social responsibility goals).

Increase access to existing knowledge management products through the LTPR portal. The knowledge management products filled a gap in available LTPR resources, and access to the products increased during PRRG through the use of the LTPR portal. However, under the new content management system, traffic is not yet as high as under the former system. In addition, not all the products are available on the portal and in some areas, search engines are not identifying products. Traffic to the site and use of the products on the site can potentially be improved with some of the following types of efforts:

- Comparison of the two content management systems to identify areas where some visitors might have been lost in the transition and where the current system can be refined to increase traffic.
- Identification of the different audiences for and users of the different products, organization of the products for those users, and use of appropriate and targeted delivery methods.
- Use search engine optimization to capture additional elements of the country profiles and issue briefs (particularly the references to and analysis of primary law and legal frameworks, rights to water, forest, and mineral resources, and USAID’s LTPR approaches).
- Development of the role of the LTPR Division as a “curator” who encourages consideration of different issues and approaches to LTPR through the strategic selection of internal and external materials for different audiences.

Attention to LTPR communication and education/outreach. Over the term of PRRG, communication and education and outreach techniques grew in importance. In some projects, such as LPIS, learning was effectively transferred to government partners but was not successfully transferred to members of the general public. LTPR program staff may benefit from information on how knowledge is transferred in different contexts, and public education and outreach specialists may need a more refined understanding of the nature of LTPR outcomes and objectives, especially the extent to which long-term objectives are achieved through incremental steps. Skilled attention to communications and education and outreach at all levels (and regular monitoring of results and adjustments to content and delivery methods) may help ensure that the products created and activities undertaken are designed and delivered using methods that encourage the desired behavioral changes and other impacts. Attention to these kinds of efforts may be assisted by making communication, education and outreach a deliverable.

Include a gender assessment and an approach for strengthening women’s property rights as an objective for every program component. The LTPR Framework recognizes that most institutional arrangements for LTPR involve gender and social inequities. The impact of the continuing inequities is well-known and some of the essential actions needed to make progress have been clearly identified. In 2006, USAID’s Study on Women and Property Rights: Project Best Practices concluded:

If gender issues are to be effectively integrated into a land project (or land component of a project), the project design must: explicitly include gender equity as one of the principal goals of the project; define

participation by and integration of women as an integral factor of implementation; and include gender indicators as measures of success in monitoring and evaluation.

PRRG mission buy-ins provided even more evidence of the truth of this conclusion. PRRG mission buy-ins that achieved gender equitable results were either conceived of in large measure as “gender projects” (e.g., Rwanda Land Policy and Law) or a gender strategy influenced all the work from the design phase (e.g., SECURE II – legislative drafting input). However, even when a project promoted gender activities and gender equitable outcomes, as in LPIS, absent an objective on gender, the activities did not accomplish the goals of gender advocates. In his interview for the evaluation, David Bledsoe (Landesa) noted that the addition of gender to USAID’s Automated Directive System (ADS) Chapter 205, Integrating Gender Equality and Female Empowerment, will provide a new, independent basis for requiring gender principles to inform project design.⁶⁸ The ADS is well-timed because the challenge to include gender equity as a principal project objective—and the lost opportunities resulting from the omission—continue.

Create a tool to assist in identifying private investment and other private and public-private development rights and interests in LTPR assessment. The LTPR Framework includes recognition of the property rights of private investors, including contractual rights, partnerships, and other legal relationships with government and other landholders. Most of the PRRG assessments gave little attention to these interests, many of which are opaque, politically sensitive, and difficult to identify and assess. With increasing pressure on land and natural resources, governments, investors, local communities and other stakeholders are increasingly acting to acquire, use, and protect rights. Informed, legally-sophisticated assessments of all interests, including private investment interests, will provide critical information to missions, the LTPR Division, and program designers.

Inventory experience with monitoring, assessment, and evaluation systems to date, continue to work on developing a range of tools for M&E that reflect the growing experience, and actively encourage their use and adjustments to projects based on results. Awareness of the need for M&E systems is high, as is recognition of the difficulties designing LTPR indicators to help systematize the process of evaluating LTPR projects. Some projects worked with Performance Monitoring Plans and other kinds of M&E tools, with varying degrees of success. In addition those kinds of large pre- and post-project tools, the evaluation found evidence that various types of ongoing monitoring and assessments are useful to see what outcomes and impacts activities and projects are having. Inventorying the experience with various systems, continuing to experiment with different designs, and providing support for those efforts (and encouragement for project managers to respond to the results early and decisively), may promote progress toward useful systems for measuring accountability and impact.

⁶⁸ Interview with author, January 6, 2014.

APPENDIX I – LIST OF PEOPLE INTERVIEWED

Interviews conducted from the US, by telephone, Skype or email

- Willis Kosura, Professor, University of Nairobi
- Mike Morris, WWF-Kenya
- Richard Paley, Kibodo Trust
- Tom Lalampaa, Kibodo Trust
- Ian Deshmukh, COP-ProMara
- John Dwyer, Cloudburst
- Terah DeJong, COP-PRADD CDI
- Bocar Thiam, COP-PRADD II
- Henry Pacis, Department of Environment and Natural Resources (DENR)-Philippines
- Mark Marquardt, (former) COP LPIS
- Rose Hessmiller, Furguson Lynch
- John Packer, Institute for Quiet Diplomacy
- Denys Nizalov, Kyiv School of Economics (KSE)-Ukraine
- Floradema Eleazer, Land Equity Technical Services, Philippines
- Dang Hung Vo, Land Governance Assessment Framework
- Victor Endo, Land Governance Assessment Framework (LGAF) Coordinator, Peru
- Sally Holt, University of Essex
- Albert MakocheKawa, University of Zimbabwe

USAID

- Anthony Piaskowy, USAID/LTPR
- Gregory Meyers, USAID/LTPR (COR for PRRG)
- Tim Fella, USAID/LTPR
- Megan Hill, USAID/LTRM (COR for LTRM Evaluation)
- Laura McKechnie, USAID/Vietnam

TetraTech-ARD

- Amy Regas, TetraTech ARD
- Megan Huth, TetraTech ARD
- Kristin Blodgett, TetraTech ARD
- Sebastien Pennes, TetraTech ARD
- Mark Freudenberger, TetraTech ARD, (former COP LTRM)

- Matt Sommerville, Team Leader, REDD+ and Carbon Tools
- Mike Roth, Team Leader PRRG Tools

Landesa

- David Bledsoe, Landesa
- Elisa Scalise, Landesa
- Jennifer Chang, Landesa
- Jennifer Duncan, Landesa
- Michael Lufkin, Landesa
- Debbie Espinosa, former Landesa

Interviews Conducted in the Field

Liberia (Monrovia)

- George Miller, Director General, Center for National Documents and Records/National Archives (CNDRA), Government of Liberia
- P. Bloh Sayeh, Director General, CNDRA, Government of Liberia
- Forkpa Kemah, CNDRA, Government of Liberia
- T. Synyientu, Department of Land Survey and Cartography (DLSC), Government of Liberia
- Josephus Burgess, Director, Bureau of Lands and Surveys, Ministry of Lands, Mines and Energy, Government of Liberia
- DeVon Solomon, MCC
- Othello Brandy, Liberia Land Commission
- Stanley Toe, Liberia Land Commission
- Walter Too-Yedababuo Wisner, Liberia Land Commission
- P. Doe-Somah Ministry Interior, Government of Liberia
- Ndebehwolie Borlay, Ministry of Gender and Development, Government of Liberia
- H. Cole, Ministry of Gender and Development, Government of Liberia
- Ruth Jessup, Gender consultant, Monrovia, Liberia
- Alfred Brownell, Green Advocates, Monrovia, Liberia
- F. Colee, Green Advocates, Monrovia, Liberia
- Carlton Miller, (former) Ministry of Land, Kimberly Process Unit, Monrovia, Liberia
- Mercer Powoe, Spokesperson, LPIS Ghana Program, Monrovia, Liberia

Kenya (Nairobi)

- Kevin Doyle, Former Chief of Party, SECURE, Kenya
- Enock Kanyanya, Forestry and Environment Specialist, USAID/Kenya

- Victor Liyai, USAID/Kenya (formerly Land Reform Transition Unit, Kenya Ministry of Lands)
- Ibrahim Mwachane, Chairman, Land Development and Governance Institute, Kenya
- Charles Oluchina, Director, TNC-Kenya, former USAID/Kenya staff
- Munira Bashir, Director, TNC-Kenya
- Michael Gachanja, Executive Director, East African Wild Life Society
- Nigel Hunter, Head of Development, East African Wild Life Society
- Pricilla Nyaga, Kenya Ministry of Land
- Stanley Osodo, Kenya Ministry of Land
- Nickson Orwa, Staff, SECURE Project Kenya
- Chairman Swazuri, National Land Commission
- Gregory Mbita, Kenya Forest Service
- P. Kammwara, Kenya Forest Service
- R. Wangui, (former) SECURE and ProMara staff
- Otieno Ombok, Fadhili Trust
- Soipan Tuya, Former Justice and ProMaraproject staff
- Cyprian Selebalo, UN Habitat

Kenya (Nakuru)

- Odenda Lumumba, Kenya Land Alliance
- Ken Otieno, RECONCILE
- Shadrack Omondi, RECONCILE

Kenya (Lamu)

- Ali Muhsin, Principal, Fisheries Office, Lamu District, Kenya
- John Bett, Program Officer, WWF-Kenya, Lamu Office
- Hadija Ernst, Director, Save Lamu
- Mohamed Somo, CEO, Shungwaya
- Moses Lito, CEO, North Coast Conservancy (NCC)

APPENDIX 2 – TRAINING FOLLOW-ON SURVEY RESULTS

Question 1: Please select which training program you were a part of:

Answer Options	Response Rate	Response Count	Total Number of Participants
4-6 February 2009; Washington, DC - Short Course on Land Tenure, Property Rights and Natural Resource Management Issues and Best Practices	17.6%	6	34
6-9 March 2009; Nairobi, Kenya - Workshop on Implementation of the Kenya Land Policy	11.4%	5	44
21-23 October 2009; Washington, DC - Short Course on Land Tenure, Property Rights, and Natural Resource Management Issues and Best Practices	10.5%	4	38
20-22 October 2010; Washington, DC - Short Course on Land Tenure, Property Rights and Natural Resource Management Issues and Best Practices	23.7%	9	38
12-17 June 2011; Quito, Ecuador - Curso sobre Mejores Prácticas en la Tenencia de Tierras y lo Gobernabilidad de Recursos Naturales en America Latina	15.6%	5	32
17-19 October 2011; Washington, DC - Property Rights and Resource Governance Issues and Best Practices	24.3%	9	37
8-11 October 2012; Monrovia, Liberia - Training on Best Practices for Land Tenure and Natural Resource Governance Africa	22.2%	8	36
31 October - 2 November 2012; Washington, DC - Property Rights and Resource Governance Issues and Best Practices	21.7%	5	23
Totals	18.1%	51	282

Answered question 51 Skipped question 0

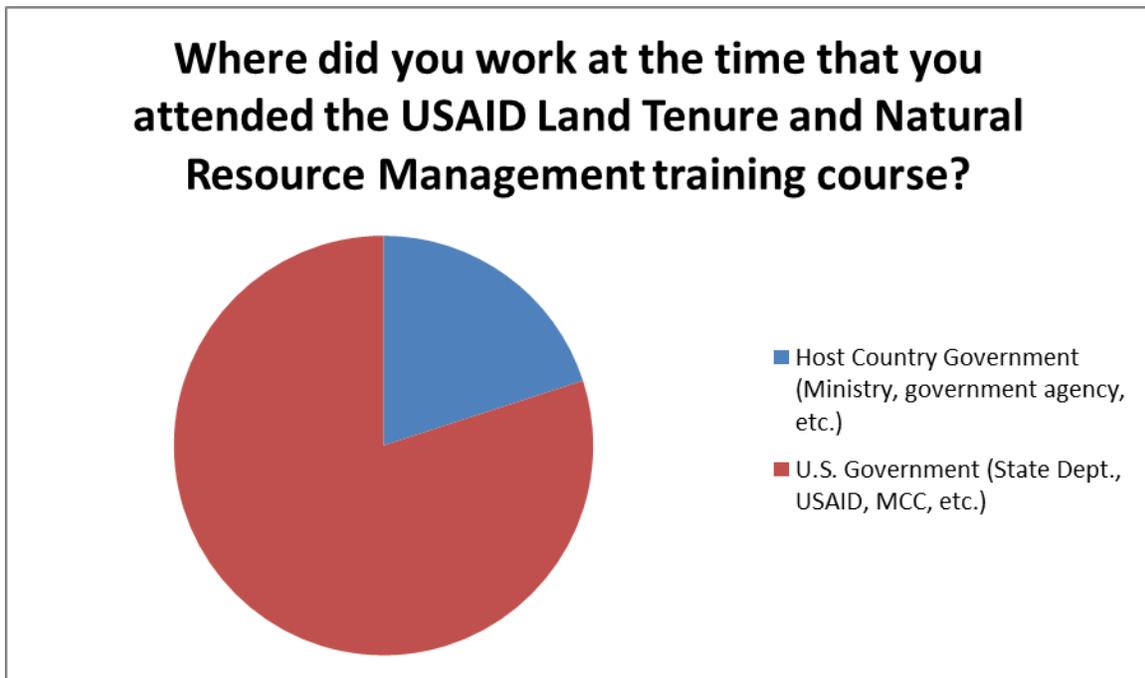
Question 2: Please identify your sex

Answer Options	Response Percent	Response Count
Male	50.0%	25
Female	50.0%	25

Question 3: Where did you work at the time that you attended the USAID Land Tenure and Natural Resource Management training course?

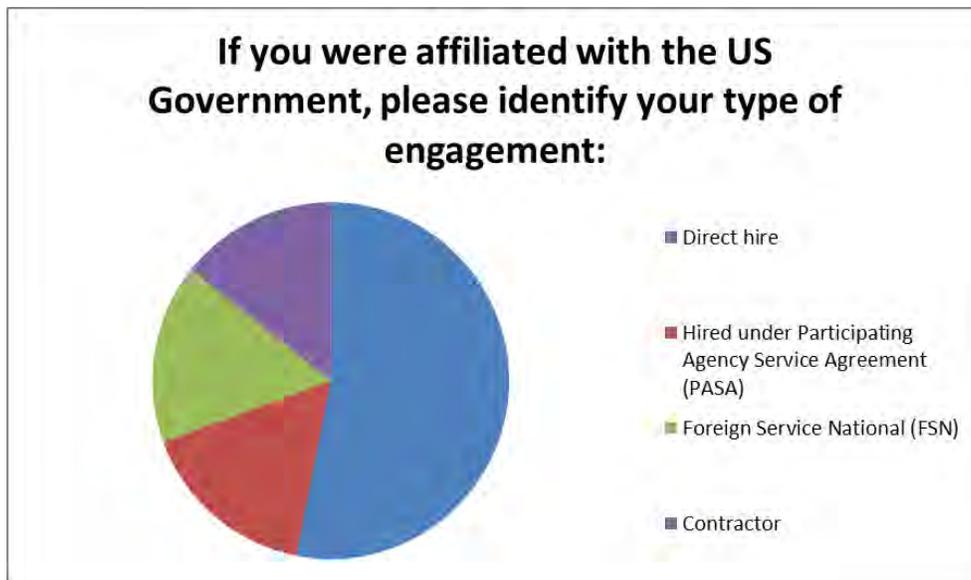
Answer Options	Response Percent	Response Count
Host Country Government (Ministry, government agency, etc.)	20.0%	10
U.S. Government (State Dept., USAID, MCC, etc.)	80.0%	40

Answered question 50 Skipped question 1



Question 4: If you were affiliated with the US Government, please identify your type of engagement:

Answer Options	Response Percent	Response Count
Direct hire	53.1%	26
Hired under Participating Agency Service Agreement (PASA)	16.3%	8
Foreign Service National (FSN)	16.3%	8
Contractor	14.3%	7



Question 5: Looking back over the time since you took the training course, in your opinion, what were the most important points discussed in the training? (Please list up to three)

Answer Options	Response Count
(Answers Varied)	39

Answered question 39 Skipped question 12

Question 6: Have you shared any of the information you learned from the course, or the materials that were provided with anyone else?

Answer Options	Response Percent	Response Count
Yes	66.7%	30
No	33.3%	15

Answered question 45

Skipped Question 6

Question 7: If yes, what information / materials have you shared, and with whom?

Answer Options	Response Count
(Answers Varied)	27
answered question	27
skipped question	24

Question 8: Since the training, have you used what you learned or any of the information or materials from the training course for any aspect of project planning, design, or implementation, or in any other aspects of your work?

Answer Options	Response Percent	Response Count
Yes	66.7%	28
No	33.3%	14

Answered question 42

Skipped Question 9

Question 9: If yes, what specific information or materials have you used and in what context? Can you give us an example about how you used what you learned in your work?

Answer Options	Response Count
(Answers varied)	27
answered question	27
skipped question	24

Question 10: In the time since the training course, have you used any of the personal contacts you made during the training with other participants or trainers?

Answer Options	Response Percent	Response Count
Yes	51.2%	21
No	48.8%	20

Answered question 41

Skipped Question 10

Question 11: If yes, how have you used these contacts (e.g., to share ideas, to help with a program/project, etc.)?

Answer Options	Response Count
(Answers varied)	21
answered question	21
skipped question	30

Question 12: Now that some time has passed, how useful was the training for you?

Answer Options	Response Percent	Response Count
Very useful	53.7%	22
Somewhat useful	19.5%	8
Generally useful	24.4%	10
Not very useful	2.4%	1
Not at all useful	0.0%	0

Answered questions 41

Skipped questions 10

Question 13: Considering your work, what suggestions would you make on how to make the training more useful?

Answer Options	Response Count
(Answers varied)	29
answered question	29
skipped question	22

APPENDIX 3 – LTPR PORTAL CLOUDBURST GROUP ANALYTICS

Country Profiles Aggregated

Page	Pageviews	Unique Pageviews
Afghanistan	896	528
Peru	885	837
Liberia	810	548
Tanzania	663	530
Philippines	631	519
Vietnam	554	352
Egypt	545	416
Kenya	524	383
Colombia	510	357
Democratic Republic of the Congo	464	347
Nigeria	455	360
Ethiopia	444	333
Ghana	413	305
India	407	351
Bangladesh	405	310
Mozambique	385	296
Senegal	383	323
Zambia	367	288
Pakistan	348	264
Indonesia	334	262
Uganda	320	236

Page	Pageviews	Unique Pageviews
Burkina Faso	318	234
Cambodia	318	241
Haiti	296	225
Rwanda	295	202
Albania	289	129
Brazil	282	211
Ethiopia	278	177
Burundi	274	204
Burma	266	182
Ecuador	260	211
Jamaica	250	195
Cameroon	249	196
Bolivia	226	164
Georgia	221	170
Yemen	215	174
Malawi	213	169
Laos	200	116
Guatemala	197	159
Nicaragua	196	152
Guinea	188	139
Sierra Leone	185	150
Timor l'Este	179	129
Tajikistan	177	129
Central African Republic	173	119

Page	Pageviews	Unique Pageviews
Cote d'Ivoire	169	111
Madagascar	168	139
Kyrgyzstan	167	131
Mali	167	138
Honduras	166	123
Thailand	157	120
Kosovo	155	95
Mongolia	155	108
Angola	148	116
Sudan	127	76
Mexico	125	87
Niger	125	87
Botswana	121	86
Namibia	115	88
Nepal	109	94
Zimbabwe	108	88
Libya	95	69
El Salvador	88	58
Dominican Republic	81	65
South Sudan	81	45
Chad	61	45
Total	19176	14291

Issue Briefs

Page	Pageviews	Unique Pageviews
/issues/gender	953	711
/issues/natural-resources-management	846	637
/issues/global-climate-change	825	556
/issues/food-security	798	557
/issues/conflict	796	578
/issues/economic-growth	706	477
/issue-briefs	530	258
/issue-briefs/land-tenure-and-food-security	347	296
/gender/issue-brief	196	147
/issue-brief/land-tenure-and-redd	168	107
/issue-brief/tenure-and-indigenous-peoples	136	79
/haiti/issue-brief	121	84
/afghanistan/issue-brief	119	77
/issue-brief/the-future-of-customary-tenure	107	78
/issue-briefs/natural-resource-management	93	61
/pakistan/issue-brief	83	55
/issue-brief/land-titling-and-credit-access	64	46
/issue-brief/climate-change-and-tenure	60	41
/pradd/issue-brief	56	42
/issue-brief/ltpr-and-food-security	55	38
/issue-briefs/economic-growth	55	33
/issue-brief/pastoral-land-rights	53	32
/issue-brief/land-disputes-and-land-conflict	46	34
Total	7213	5024

Downloads

Page	Downloads	Unique Downloads
USAID_Land_Tenure_Ghana_Profile.pdf	83	79
USAID_Land_Tenure_Philippines_Profile.pdf	41	37
USAID_Land_Tenure_Food_Security_and_Tenure_Issue_Brief_1.pdf	28	27
USAID_Land_Tenure_Vietnam_Profile.pdf	26	22
USAID_Land_Tenure_Gender_Brief_0.pdf	25	24
USAID_Land_Tenure_Burma_Profile.pdf	21	20
USAID_Land_Tenure_Land_Tenure_and_REDD_Issue_Brief.pdf	20	17
USAID_Land_Tenure_Burundi_Profile.pdf	19	15
USAID_Land_Tenure_Tanzania_Profile.pdf	18	18
USAID_Land_Tenure_Haiti_Issue_Brief_0.pdf	18	17
USAID_Land_Tenure_Natural_Resource_Management_Issue_Brief.pdf	18	17
USAID_Land_Tenure_Kenya_Profile.pdf	16	15
USAID_Land_Tenure_Indonesia_Profile_0.pdf	15	15
USAID_Land_Tenure_Mozambique_Profile.pdf	15	14
USAID_Land_Tenure_Brazil_Profile.pdf	14	14
USAID_Land_Tenure_Ghana_Profile_0.pdf	14	14
USAID_Land_Tenure_Land_and_Conflict_Issue_Brief_1.pdf	14	14
USAID_Land_Tenure_Egypt_Profile.pdf	13	12
USAID_Land_Tenure_Liberia_Profile.pdf	13	11
USAID_Land_Tenure_Libya_Profile.pdf	13	7
USAID_Land_Tenure_Nicaragua_Profile.pdf	13	10
USAID_Land_Tenure_Peru_Profile.pdf	13	11

Page	Downloads	Unique Downloads
USAID_Land_Tenure_Economic_Growth_Brief.pdf	13	11
USAID_Land_Tenure_Cambodia_Profile.pdf	12	11
USAID_Land_Tenure_Cote_d%27Ivoire_Profile.pdf	12	11
USAID_Land_Tenure_Ethiopia_Profile.pdf	12	10
USAID_Land_Tenure_Guatemala_Profile.pdf	12	12
USAID_Land_Tenure_Honduras_Profile_0.pdf	12	10
USAID_Land_Tenure_India_Profile.pdf	11	10
USAID_Land_Tenure_Laos_Profile.pdf	11	10
USAID_Land_Tenure_Malawi_Profile.pdf	11	8
USAID_Land_Tenure_Zambia_Profile.pdf	11	9
USAID_Land_Tenure_Climate_Change_and_Tenure_Issue_Brief_0.pdf	11	9
USAID_Land_Tenure_Bangladesh_Profile.pdf	10	10
USAID_Land_Tenure_Haiti_Profile.pdf	10	9
USAID_Land_Tenure_Kyrgyzstan_Profile.pdf	10	9
USAID_Land_Tenure_Rwanda_Profile.pdf	10	9
USAID_Land_Tenure_Senegal_Profile.pdf	10	10
USAID_Land_Tenure_Niger_Profile.pdf	9	6
USAID_Land_Tenure_Nigeria_Profile.pdf	9	8
USAID_Land_Tenure_Pakistan_Profile_0.pdf	9	9
USAID_Land_Tenure_Customary_Tenure_Brief.pdf	9	7
USAID_Land_Tenure_Economic_Growth_Brief.pdf	8	8
USAID_Land_Tenure_Botswana_Profile.pdf	8	6
USAID_Land_Tenure_Democratic_Republic_of_Congo_Profile_0.pdf	8	8

Page	Downloads	Unique Downloads
USAID_Land_Tenure_Madagascar_Profile.pdf	8	7
USAID_Land_Tenure_Sierra_Leone_Profile.pdf	8	6
USAID_Land_Tenure_Uganda_Profile.pdf	8	8
USAID_Land_Tenure_Bolivia_Profile.pdf	7	6
USAID_Land_Tenure_Ecuador_Profile.pdf	7	6
USAID_Land_Tenure_Mongolia_Profile.pdf	7	6
USAID_Land_Tenure_South_Sudan_Profile.pdf	7	6
USAID_Land_Tenure_Afghanistan_Profile.pdf	6	6
USAID_Land_Tenure_Burkina_Faso_Profile.pdf	6	5
USAID_Land_Tenure_Cameroon_Profile.pdf	6	5
USAID_Land_Tenure_Guinea_Profile.pdf	6	6
USAID_Land_Tenure_Timor-Leste_Profile.pdf	6	6
USAID_Land_Tenure_Yemen_Profile.pdf	6	6
USAID_Land_Tenure_Land_Titling_and_Credit_Access_Brief.pdf	6	5
USAID_Land_Tenure_LPIS_%20Customary_%20Tenure_Studies_Snapshot.pdf	6	5
USAID_Land_Tenure_Pakistan_Issue_Brief_1.pdf	6	5
USAID_Land_Tenure_Food_Security_and_Tenure_Issue_Brief_1.pdf	5	5
USAID_Land_Tenure_Jamaica_Profile.pdf	5	5
USAID_Land_Tenure_Thailand_Profile.pdf	5	5
USAID_Land_Tenure_Zimbabwe_Profile.pdf	5	5
USAID_Land_Tenure_Afghanistan_Issue_Brief_0.pdf	5	5
USAID_Land_Tenure_HIV-AIDS_Issue_Brief.pdf	5	5
USAID_Land_Tenure_Pakistan_Issue_Brief.pdf	5	5

Page	Downloads	Unique Downloads
USAID_Land_Tenure_Pastoral_Land_Rights_and_Resource_Governance_Brief.pdf	5	4
USAID_Land_Tenure_Georgia_Profile.pdf	4	3
USAID_Land_Tenure_Mali_Profile.pdf	4	4
USAID_Land_Tenure_Namibia_Profile.pdf	4	4
USAID_Land_Tenure_Nepal_Profile.pdf	4	4
USAID_Land_Tenure_Sudan_Profile.pdf	4	4
USAID_Land_Tenure_Artisanal_Mining_Issue_Brief.pdf	4	4
USAID_Land_Tenure_Ghana_Profile_0.pdf	4	3
USAID_Land_Tenure_South_Sudan_Profile.pdf	4	4
	886	803

APPENDIX 4 – LANDESA COUNTRY PROFILE ANALYTICS

The content of this document was provided by Jennifer Chang, Landesa, January 2014.

April 20, 2013 – January 6, 2014

Record Number	#	Country	Record Number	#	Country
832 /record/1341	3		857 /record/1316	2	
833 /record/1340	4		858 /record/1315	6	
834 /record/1339	2		859 /record/1314	4	
835 /record/1338	3		860 /record/1313	3	
836 /record/1337	9		861 /record/1312	12	KENYA
837 /record/1336	3		862 /record/1311	4	
838 /record/1335	5		863 /record/1310	2	
839 /record/1334	17	TANZANIA	864 /record/1309	11	JORDAN
840 /record/1333	2		865 / record/1307	3	
841 /record/133?	1		866 /record/1306	1	
842 /record/1331	9		867 /record/1305	1	
843 /record/1330	5		868. /record/1304	4	
844 /record/1329	11	PHILIPPINES	869 /record/1303	4	
845. /record/1328	1				
846. /record/1327	2				
847. /record/1326	9		870 /record/1302	8	
848 /record/1325	4		B71. /record/1301	1	
849 /recotd 1324	1		872 /record/1300	2	
850. /record 1323	4		873 /record/13	3	
851. /record/1322	6		874 /record/1298	4	

Record Number	#	Country	Record Number	#	Country
852 /record/1321	1		875 /record/1297	5	
853 /record/1320	5		876. /record/1295	2	
854. /record/1319	2		877 /record/1294	4	
855 /record/1318	1		878. /record/1293	10	CAMBODIA
856 /record/1317	4		879 /record/1292	7	
			880 /record/f1291	-2	
881. /record/1290	2				
882. /record/1289	1				
883. /record/1288	3				
884 /record/1287	13	BANGLADESH			
885. /record/1286	4				
886 /record/1285	6				
887 /record/1284	12	AFGHANISTAN			

Total 260 hits

APPENDIX 5 – GOOGLE AND YAHOO SEARCH RESULTS FOR COUNTRY PROFILES

Chart re Search Results for Selected Country Profiles (run January 3-4, 2014)

Number Country Profiles page 1 appearance (by position) (Google/Yahoo)

Search term	Albania	Angola	Bolivia	CAR	Chad	Egypt	Indonesia	Jamaica	Nicaragua	Senegal	Vietnam	Yemen	Total on p. 1
Land	0/0	0/0	0/0	0/11	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0
Land rights	7/3	0/2	0/3	7/1	2/3	10/0	0/5	8/2	10/2	6/2	0/2	4/1	8/11
Land tenure	2/1	4/2	5/4	2/1	1/1	3/1	6/1	1/1	1/1	5/1	2/1	4/1	12/12
Land law	3/5	0/10	8/5	0/2	2/7	0/4	0/0	10/7	0/0	6/2	0/0	5/1	6/9
Water	0/0		0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/	0/0	0/0	0
Water rights	6/6	0/0	0/0	0/0	0/0	0/0	0/0	7/0	0/0	0/10	0/0	0/0	2/1
Water law	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0
Forests	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0
Forest rights	8/0	8/0	0/0	0/0	0/0	0/0	0/0	0/0	0/7	0/4	0/0	1/2	3/3
Forest tenure	4/3	7/0	0/10	0/2	0/4	0/1	0/8	1/1	0/1	3/1	0/9	1/1	5/11
Forest law	8/0	9/0	0/0	0/0	9/0	0/0	0/0	0/0	0/0	6/4	0/0	2/5	5/2

Search term	Albania	Angola	Bolivia	CAR	Chad	Egypt	Indonesia	Jamaica	Nicaragua	Senegal	Vietnam	Yemen	Total on p. 1
Minerals	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0
Mineral rights	1/8	0/0	5/0	0/0	0/0	0/0	0/0	5/0	0/0	5/6	9/0	3/0	6/2
Mineral law	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0
Natural resources	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0
Natural resources tenure	1/1	3/1	2/2	0/6	1/1	1/0	7/2	1/1	2/1	1/3	0/0	1/2	10/10
Natural resources governance	1/10	0/0	0/8	0/0	4/8	0/0	0/0	4/0	6/7	0/0	0/0	4/4	4/5

APPENDIX 6 – LAND HANDBOOK DISTRIBUTION LIST

ORGANIZATION	NAME	PDF (SENT DATE/BY)	HARD COPIES	SENT DATE/BY	COMMENTS
USAID	Gregory myers	8.9.11/SH			
USAID	Ben Linkow	8.9.11/SH	8	26.10.11	
USAID	Cynthia Brady (CMM)	JP to do?			see e-mail 9.11.10
USAID	Tim Fella		1	John B	
ARD	Megan Huth	8.9.11/SH	10	27.9.11	
ARD	Mark Freudenburger	8.9.11/SH			
ARD	Kristin Blodgett	8.9.11/SH			
ARD	Melissa hall	8.9.11/SH			
ARD	Safia Aggarwal	9.9.11/SH			
USIP	Abi Williams	8.9.11/SH & JP			
USIP	Dorina Bekoe	8.9.11/SH & JP			
USIP	Jonas Claes	8.9.11/SH & JP			
USIP	Deborah Isser	27.9.11/SH			
OECD/INCAF	Erwin Van Veen	8.9.11/JP			
DFID	Rurik Marsden	9.9.11/SH			
DFID	Sharon Harvey	9.9.11/SH			
DFID	Felicity Malcolm	9.9.11/SH			
DFID	Adam Drury	9.9.11/SH	1	SH FCO Nat Res meeting 27.10.11	
DFID	Chiara Selvetti	9.9.11/SH			
DFID	Malcolm Ridout	9.9.11/SH			
DFID	Iris Kriebber	9.9.11/SH			
DFID	Liz Whitehead		1	SH FCO Nat Res meeting 27.10.11	
FCO	Conrad Bailey	28.9.11/JP			
FCO	Susan Hyland	28.9.11/JP			
FCO	Paul Green	28.9.11/JP			
FCO	Mark Segal	28.9.11/JP			
FCO	Matthew Preston	28.9.11/JP			
FCO	Sarah Hulton	28.9.11/JP			
FCO	John Walker	28.9.11/JP			
FCO	Louise de Souza	28.9.11/JP			
FCO	Stuart.Davies	28.9.11/JP			
FCO	Jenny Pearce	28.9.11/JP			
FCO	Hugh Utting	28.9.11/JP			
FCO	Caroline Alcock	28.9.11/JP			

ORGANIZATION	NAME	PDF (SENT DATE/BY)	HARD COPIES	SENT DATE/BY	COMMENTS
FCO	Daniel Painter		1	SH FCO Nat Res meeting 27.10.11	
FCO	Alex Bibbing		1	SH FCO Nat Res meeting 27.10.11	
FCO	Sarah Cullum		1	SH FCO Nat Res meeting 27.10.11	
DFAIT	Rhett Sangster, DFAIT	19.9.11/SH			
CIDA	Paul Samson	28.9.11/JP			
CIDA	Tobias Nussbaum	28.9.11/JP			
CIDA	Umesha Desilva	28.9.11/JP			
CIDA	Michael Koros	28.9.11/JP			
CIDA	Eugenia Zorbas	28.9.11/JP			
JICA - UK	Kimiaki Jin	28.9.11	1	22.10.11	
JICA - RI	Mari katayanagi	27.9.11/SH	5	30.9.11	
JICA - RI	Shinichi Takeuchi	27.9.11/SH	5	30.9.11	
UN-Habitat	Szilard Fricska	27.9.11/SH			
UN-Habitat	Clarissa Augustinas	9.9.11/John B			
Cordaid	Lia van Broekhoven	JP to do?			
Cordaid	Eelco de Groot	27.9.11/SH			
Cordaid	Janine de Vries	27.9.11/SH			
Cordaid	Fulco van Deventer	27.9.11/SH			
UN DPA/MSU	Roxanne Bazergan		30	17.10.11	
MSN	??	JP to do			

AUTHOR/EXPERT CRITICS/EWG PARTICIPANTS

ORGANIZATION	NAME	PDF (SENT DATE/BY)	HARD COPIES	SENT DATE/BY	COMMENTS
Land and Development Solutions International	John Bruce	8.9.11/SH	30	30.9.11	
Chairman Liberian Governance Commission	Amos Sawyer	8.9.11/SH			
Land Rights Research	Chris Huggins	8.9.11/SH			
University Wisconsin-Madison	Susana Lastarria-Cornhiel	8.9.11/SH	3	27.9.11	
Displacement Solutions	Scott leckie	8.9.11/SH			
IPFRI, USA	Tidiane Ngaido	8.9.11/SH			
Payne and Associates	Geoff Payne	8.9.11/SH			
Milienium Challenge Corporation	Zongmin Li	8.9.11/SH			

ORGANIZATION	NAME	PDF (SENT DATE/BY)	HARD COPIES	SENT DATE/BY	COMMENTS
Independent Consultant	Todd Wassel	8.9.11/SH			
ARD	Amy Regas	8.9.11/SH			
OTHER					
Berghof Foundation	Oliver Wils	8.9.11/SH			
IWG Sri Lanka	Peter Bowling	8.9.11/SH			
Land & Housing Unit, OHCHR, Cambodia	Taryn Lesser	27.9.11/SH	3	30.9.11	
Birmingham University	Stefan Wolff	9.9.11/SH			
UN OHCHR Kyrgyzstan	Jade Cochran	27.9.11/SH			
Independent Consultant	Conor Foley	27.9.11/SH			
ODI	Sara Pantuliano	27.9.11/SH			
Independent Consultant	Rhodri Williams	27.9.11/SH			
Independent Consultant	Liz Alden Wiley	27.9.11/SH			
IIED	Camilla Toulmin	27.9.11/SH			
Independent Consultant	Willi Zimmermann	27.9.11/SH			
Lieden University	Janine Ubink	27.9.11/SH			
Housing and land Rights Network, Habitat International Coalition	Joseph Schechla	27.9.11/SH			
McGill University	John Unruh	27.9.11/SH			
Birkbeck College	Patrick McAuslan	27.9.11/SH			
Birkbeck College	Evie Francq	27.9.11/SH			
Various Govt/IGO/NGO at OECD/UNCAF Mediation Meeting			30	JP/20.9.11	
UN OHCHR Geneva	Erik Friberg	19.9.11/SH			
UN OHCHR Geneva	Craig Mokhiber	19.9.11/via Erik			
UN OHCHR Geneva	Bahram Ghazi	19.9.11/via Erik			
UN OHCHR Geneva	Asako Hattori	19.9.11/via Erik			
UN OHCHR Geneva	Lucie Viersma	21.11.11/via Erik			
UN OHCHR Geneva	Zaved Mahmood	21.11.11/via Erik			
UN OHCHR Geneva	Giuseppe Calandruccio	21.11.11/via Erik			

ORGANIZATION	NAME	PDF (SENT DATE/BY)	HARD COPIES	SENT DATE/BY	COMMENTS
UN OHCHR Geneva	David Murphy	21.11.11/via Erik			
UN OHCHR Geneva	Chloe Marnay-Baszanger	21.11.11/via Erik			
UN OHCHR Geneva	Sergio Polifroni	21.11.11/via Erik			
UN OHCHR Geneva	Johan Olhagen	21.11.11/via Erik			
UN OHCHR Geneva	Geetha Pious	21.11.11/via Erik			
UN OHCHR Geneva	Birgit Kainz	21.11.11/via Erik			
UN OHCHR Geneva	Lucia de la Sierra	21.11.11/via Erik			
UN OHCHR Geneva	Julie Tetard	21.11.11/via Erik			
UN OHCHR Geneva	Dragana Korljan	21.11.11/via Erik			
UN OHCHR Geneva	Beatrice Quadranti	21.11.11/via Erik			
UN OHCHR Geneva	Ulrik Halsteen	21.11.11/via Erik			
UN OHCHR Geneva	Barabara Mateo	21.11.11/via Erik			
UN OHCHR Geneva	Rosa da Costa	21.11.11/via Erik			
UN OHCHR Geneva	Marcella Favretto	21.11.11/via Erik			
UN OHCHR Geneva	Francesca Marotta	21.11.11/via Erik			
UN OHCHR Geneva	Roberto Ricci	21.11.11/via Erik			
UN OHCHR Geneva	Mara Bustelo	21.11.11/via Erik			
UN OHCHR Geneva	Nathalie Prouvez	21.11.11/via Erik			
UN OHCHR Geneva	Laure-Anne Cordesse	21.11.11/via Erik			
UN OHCHR Osh Kyrgyzstan	Chris Burnett		1	JP/29.11.11	
Essex HRC	Nigel Rodley		1	27.9.11/SH	
Birkbeck College	Bill Bowring		1	27.9.11/SH	
COHRE	Brett Thiele	29.9.11/JP			
COHRE	Mayra Gomez	29.9.11/JP			
COHRE	Robert Zoells	29.9.11/JP			
COHRE	Paulo Sergio Pinheiro	29.9.11/JP			
UNDP	Homayoun Alizadeh	14.10.11/JP			
Graduate Institute Geneva	Achim Wennmann	?11.11/JP			

ORGANIZATION	NAME	PDF (SENT DATE/BY)	HARD COPIES	SENT DATE/BY	COMMENTS
Berghof	Participants Reistance/liberation movements		30	24.10.11/SH	
Humanitarian Dialogue	Luc Chambas, Katya Papagiani	15.10.11/JP			
Humanitarian Dialogue	Luc to send to Asia Partners		5	23.11.11/SH	
UNECA	Said Adejumobi	14.10.11/JP			
COHRE, Africa Programme	Esther Kodhek	14.10.11/JP			
MRG	Chris Chapman		1	SH FCO Nat Res meeting 27.10.11	
MRG	For MRG partners		5	SH 28.11.11	
Oxford University	Anke Hoeffler		1	SH FCO Nat Res meeting 27.10.11	
Global Witness	Mike Davis		1	SH FCO Nat Res meeting 27.10.11	
Resource Consulting Services	Nick Bates		1	SH FCO Nat Res meeting 27.10.11	
International Alert	Diana Klein		1	SH FCO Nat Res meeting 27.10.11	
GVA HLP Group -					
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	Barbara McCallin		1	23.11.11	
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	Ansa Masaud (UN-Habitat)		1	23.11.11/ via BC	
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	A Masselberg (SCBI gender)		1	23.11.11/ via BC	
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	Belinda Holdsworth (UN)		1	23.11.11/ via BC	

ORGANIZATION	NAME	PDF (SENT DATE/BY)	HARD COPIES	SENT DATE/BY	COMMENTS
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	Christian Courtis (OHCHR)		1	23.11.11/ via BC	
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	Bruce Currey		1	23.11.11/ via BC	
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	Dan Lewis (UN Habitat)		1	23.11.11/ via BC	
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	E Harper (IDLO)		1	23.11.11/ via BC	
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	Fatime Kande (UN-Habitat)		1	23.11.11/ via BC	
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	F de Medina Rosales (NRC)		1	23.11.11/ via BC	
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	Florian Bruyas (UNDP)		1	23.11.11/ via BC	
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	Szilard Friczka (UN-Habitat)		1	23.11.11/ via BC	

ORGANIZATION	NAME	PDF (SENT DATE/BY)	HARD COPIES	SENT DATE/BY	COMMENTS
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	George Delkun (UN-Habitat)		1	23.11.11/ via BC	
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	G Otzon? (Cohre)		1	23.11.11/ via BC	
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	Gustavo Laurie (UN)		1	23.11.11/ via BC	
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	Hurwitz (UNHCR)		1	23.11.11/ via BC	
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	Katy Thompson (UNDP)		1	23.11.11/ via BC	
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	Kirstie Farmer (NRC)		1	23.11.11/ via BC	
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	Laura Cunial (NRC)		1	23.11.11/ via BC	
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	Oyuna Umuralieva (OHCHR)		1	23.11.11/ via BC	

ORGANIZATION	NAME	PDF (SENT DATE/BY)	HARD COPIES	SENT DATE/BY	COMMENTS
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	Peter van der Auweraert (IOM)		1	23.11.11/ via BC	
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	Rhodri Williams		1	23.11.11/ via BC	
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	S Foram (IOM)		1	23.11.11/ via BC	
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	S Kovbye (UNHCR)		1	23.11.11/ via BC	
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	Sylvie Wabbes Candotti (FAO)		1	23.11.11/ via BC	
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	S Naidoo (GICHD)		1	23.11.11/ via BC	
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	V Taliste (ICRC)		1	23.11.11/ via BC	
NB Barbara McCallin took copies from GVA launch to distribute to members - not clear if all received them	Z Ulu (UNHCR)		1	23.11.11/ via BC	
GENEVA LAUNCH	Luc Chounet Cambas		1	23.11.11	
HD Centre	Christopher Thornton		1	23.11.11	
HD Centre	Tom Corsellis		1	23.11.11	

ORGANIZATION	NAME	PDF (SENT DATE/BY)	HARD COPIES	SENT DATE/BY	COMMENTS
Exec. Director, Shelter Centre	Emilie Arnaud			23.11.11	
IOM	Asako Hattori			23.11.11	
Human Rights Officer , OHCHR	Khaled Hassine			23.11.11	
Quaker United Nations Office	Veronika Talviste			23.11.11	
ICRC	Alan Leather			23.11.11	
Action Village India	Jaclyn French			23.11.11	
NGO Forum for Health	Alexandra Wohlesser			23.11.11	
Shelter Centre	Stephanie Probst			23.11.11	
ICRC	Michael Meler			23.11.11	
Mission Suisse	Helena Winiareng			23.11.11	
EU Delegation					
BRUSSELS LAUNCH	Catherine Woollard			24.11.11	
Executive Director, EPLO	Florian Kadletz			24.11.11	
Junior Policy Officer, EPLO	Josephine Liebl			24.11.11	
Policy Officer, EPLO	Sébastien Babaud			24.11.11	
Saferworld	Irina Bratosin D'Almeida			24.11.11	
mediatEUr	María Cruz Cristóbal			24.11.11	
EEAS	Ekaterina Dorodnova			24.11.11	
EEAS	Herta Eckert			24.11.11	
International Alert	Santa Falasca			24.11.11	
ICTJ	Alba Marcellan			24.11.11	
CITpax	Natalia Mirimanova			24.11.11	
International Alert	Lauren Payne			24.11.11	
Trainee, EEAS	Gabrielle Solanet			24.11.11	
Search for Common Ground	Verity Stiff			24.11.11	
Nonviolent Peaceforce	Annelies Verstichel			24.11.11	
PMG Delegate, Permanent Representation of Belgium to the EU	Wolfram Vetter			24.11.11	
EEAS	Frauke de Weijer			24.11.11	
ECDPM					

Appendix 7

Summary report



Land and Conflict Prevention Handbook Launches: Nairobi

Professor John Packer (JP), Senior Adviser to the Initiative on Quiet Diplomacy (IQd), Ms Sally Holt (SH), IQd's Knowledge and Practice Adviser, and Dr John W. Bruce (JB), principal author of IQd's handbook on *Land and Conflict Prevention*, travelled to Nairobi to present the handbook to two separate audiences: (1) the international community in Nairobi including representatives of intergovernmental organisations (IGOs), the diplomatic corps, and international non-governmental organisations (INGOs); and (2) a local Kenyan audience comprising representatives of Government bodies and agencies, national NGOs, and civil society networks, interest groups and individuals.

Two consecutive panel discussions with essentially the same substantive content, but tailored to audience, were organised and co-hosted in cooperation with local partner The CRADLE – The Children Foundation (www.thecradle.or.ke). The format followed that of previous launches beginning with a brief introduction from the co-hosts outlining the relevance of the handbook for their work (in this case, their interest in stability and sustainable development focused on the rights of the child). JP proceeded to outline key features of IQd's unique approach to preventing violent conflict, followed by contributions from JB and SH highlighting essential information, procedural guidance and key messages from the handbook. SH began by reviewing the analytical framework suggested in the handbook, followed by JB who provided an overview of the various potential response options in law, policy and practice for the prevention, mitigation and resolution of land-related conflicts. The presentations demonstrated the added value of the handbook as a new tool especially for practitioners. They were followed by questions and answers, some comments and discussion, as summarised below.

Formal invitations were extended (by e-mail and with many hand delivered) to 90 international and 56 national contacts – almost 150 overall. Flyers with information about the events were also disseminated widely in advance throughout the international and national communities. Selected media outlets were informed resulting in some national press coverage. The full lists of invitees and participants, along with the handbook launch flyers are attached.

Event for internationals: 19 January 2012, 8:30-10:30am, Kivi Milimani Hotel, Nairobi

In response to a question as to whether the handbook is specifically focused on addressing injustice, the panellists confirmed that it is frequently necessary to address real (or perceived) injustices which are the source of grievances and tensions as a means of preventing or mitigating conflict. Processes of mediation and other forms of alternative dispute resolution and conflict management were highlighted as effective tools in this regard (as opposed to litigation resulting in a 'winner takes all' outcome). The important role of confidence-building measures, including participatory processes that ensure all stakeholders have an effective voice, was also noted.

Participants were interested to know whether the handbook has been 'road tested' in any specific situations. IQd shared plans for potential bi-lateral development agency cooperation around the handbook, while stressing the hope that different actors (including those present) would apply the knowledge and tools in their own land-related work.

The representative enquired about specific treatment in the handbook of issues of displacement and return (which are each expressly addressed) and the relationship with other handbooks produced by IQd. Indeed, most situations require the application of multiple handbooks with the mix and interplay of issues and policies to be tailored to the particularities of each situation. It was noted in this regard that, unfortunately, so far the handbook only exists in the English language.

Contacts were established and are being pursued with those attending the launch event on specific areas for follow-up as follows:

- Dr Clarissa Augustinus (CA) of UN-Habitat provided positive feedback on the handbook as a solid resource in its current format, while reinforcing the need for a much briefer consolidated version for practitioners in the field (along the lines of the intended 15-20 page Quick Guide which IQd is producing). CA also connected us by e-mail with Mr. Jan Meeuwissen who heads the UN-Habitat Branch covering land in post conflict situations as the appropriate contact for follow-up regarding the possibility of convening one or more sub-regional workshops to promote application or use of the handbook in specific situations. This idea was originally proposed by Mr. Szilard Fricska, Senior Humanitarian Coordinator and Chair, Housing Land and Property Working Group, Global Protection Cluster, UN-Habitat.
- Dr Lore Ikovac, Migration Health Physician from IOM, attended on behalf of her regional Director and expressed their considerable interest in the approach, both vis-à-vis land issues and other IOM-related areas of concern. JP discussed with Dr Ikovac the possibilities of working with IOM around the composite of handbooks and also IQd's plans to develop a handbook on 'Migration and Conflict' (as noted in the list of various issues) for which IQd had produced a ground-breaking book entitled *Intra-Caribbean Migration and the Conflict Nexus* (see: <http://iqdiplomacy.org/materials-and-resources>) subsequently producing an outline for a handbook and identifying a list of experts.
- Ms Maryline Gachoya, Research/Communications Officer from the Australian High Commission/Embassy in Nairobi, addressed JP at the end of the session to enquire how Australia could provide assistance/support insofar as they prima facie welcome the handbook and its approach and are seeking ways to help address such problems which are central to Kenyan (and wider African) stability, security and development. JP expressed appreciation and committed to get back to her with some suggestions.
- Mr Eskindir Asfaw, Counsellor II from the Ethiopian Embassy in Nairobi, attended expressing keen interest both in general and vis-à-vis his own country. While speaking only briefly with JP upon arrival, he expressed the hope to remain in contact for possible follow-up; JP informed him that while JP & JB were next traveling to Addis Ababa there was as yet no similar briefings/events to take place there – although it is hoped these may soon be arranged.

Local event: 19 January 2012, 10:30am-13:00pm, Kivi Milimani Hotel, Nairobi

A number of questions (and ensuing discussions) focused explicitly – or touched upon – questions of good governance and the 'public good'. In response to a specific query regarding public land management, JB noted that civil law makes a helpful distinction between (a) public property of the State in essential public use (roads, parks, military bases, etc.) and (b) private 'non-essential' property of the State that can be leased or even sold. He stressed the importance of selling land at market price to avoid the practice of 'rent seeking'. He suggested a 3-tiered approach whereby: (i) some land is ring-fenced as unavailable; (ii) some is sold at market value; and (iii) some is made available to the poor at less than market value (as has happened e.g. in Cambodia).

Speaking more broadly, JP noted that checks and balances are required to ensure that legitimate governance is exercised in the public interest. Crucial in this regard are independent institutions including e.g. land commissions which may enjoy powers of recommendation (or more), as well as quasi-judicial institutions such as ombudsmen. Principles of good governance were also considered by panellists to be of relevance to questions raised by participants regarding land usage as well as guidelines on evictions. Panellists stressed that in situations where the interests of different stakeholders (conservationists, squatters, etc.) conflict it is necessary to work simultaneously: to implement open and democratic processes to inform the balancing of competing needs and interests (via consultations, social and environmental impact assessments, etc.); to ensure provision is made to address and mitigate the negative impacts of specific actions (e.g. support for resettlement where evictions are necessary on public health grounds); and, crucially, to identify and address the underlying causes of land-related problems (e.g. scarcity which results in i.a. the presence of squatters on public land).

In response to the request from one participant for insights into the effective enforcement of dispute resolution outcomes, JP drew attention to available mechanisms for resolving disputes (adjudication, arbitration, mediation etc.) and to the notion of voluntary compliance which relies on the identification of solutions to which all parties can adhere.

A representative of the Commission on Administrative Justice raised the question of whether/how to recompense populations adversely affected by the expropriation of land in colonial times which forced them to compete for land in other areas. She noted this is an issue not just in Africa, but in many other parts of the world (including Latin America, Australia, New Zealand, and North America). JB cautioned that the issue be treated carefully within existing constitutional frameworks to ensure that security of tenure is not undermined. Expropriation with fair compensation would seem to be the fairest approach (and least likely to cause new conflict), but is simplest where the expropriation is relatively fresh and/or the land has not since been subject to changes of ownership (as is often the case) which complicates matters, especially where the land has been acquired legally at market value. JP acknowledged that the current international legal framework lacks specific and clear guidance in terms of redress for historical injustices (with continuing effects) as well as inconsistencies in the actions of the international community in this regard. He noted, however, that international human rights law, including the principle of non-discrimination, can be usefully applied in such cases. Lessons can also be learned from examples in practice – good and bad (e.g. Zimbabwe).

With respect to the handbook's treatment of gender, the authors clarified that this is 'mainstreamed' throughout (e.g. models for titling and registration that ensure women and girls enjoy equal rights are discussed in the relevant section). They emphasised the importance of inclusive processes to ensure that women are able to participate effectively in debates and decisions regarding land. JP recommended a gender scan of existing or proposed policies as a useful tool in ensuring women and girls are not disadvantaged. JP also drew attention to IQd's Operational Guidelines for women's effective participation in peace processes (broadly understood) which offers options for use generally in such contexts as Kenya. (See: <http://iqdiplomacy.org/materials-and-resources>).

Responding to a request for examples of where paralegals have been effective in addressing land disputes and conflicts, JB referred to a recent study by the International Development Law Organization in Rome which found that community land titling programmes in Liberia, Mozambique and Uganda that involved paralegals were more effective than those working solely through NGOs.¹ An important influencing factor is the paralegals' continuing presence in their communities.

Finally, some participants drew attention to significant obstacles to the adoption and implementation of equitable and durable land policy solutions in an Africa context, including the lack of a long-term perspective and populist view of policy making on the

¹ The study is available at: <http://www.idlo.int/english/Resources/publications/Pages/Details.aspx?ItemsID=176>

part of politicians. With respect to Kenya, one participant identified underlying memories of ethnic enclaves as an impediment to implementing decentralisation as a solution. A discussion of exclusion and inclusion in terms of property rights is a prerequisite for progress in this regard.

Potential follow-up activities around the handbook are being pursued with participants as follows:

- The Nairobi-based NGO Kituo cha Sheria requested 25 copies of the handbook as a useful tool for community paralegals supported by the organization who manage seven Community Justice Centers across the country. The possibility of delivering a short training for the paralegals to take place in Nairobi tailored to their specific needs is being explored with keen interest given the importance of land issues especially in the run-up to the Kenyan elections in 2013 (which again risk erupting into violence).
- The representatives from MRG International, Molu Tepo, supported by their partner in Kenya, Yobo Rutin, Executive Director of the Centre for Minority Rights Development (CEMIRIDE; see: www.cemiride.org), also noted that any assistance we can provide in implementing the ACHPR decision against Kenya in the *Endorois*² case would be most welcome. (The case is featured in the handbook as a milestone in the jurisprudence under the African Charter on Human and Peoples' Rights protecting the property rights of communities.) JP suggested to follow-up with some contacts at MRG International's headquarters in London, which are known well to IQd.
- Part way through the session, two Members of the Tanzanian Commission for Human Rights and Good Governance, including Commissioner Joaquine De-Mello, joined to observe. They were visiting Kenya as part of a bilateral exchange to learn lessons to improve their own work. Over lunch, JP and JB discussed their interest and work. Ms De-Mello emphasised that land issues are also important in Tanzania – as they are across East Africa – and suggested that in the framework of East African regional cooperation notably amongst National Human Rights Institutions (notably Commissions and Ombudspersons) it would be highly worthwhile to offer a workshop for their professional and policy development. JP noted this for possible follow-up (perhaps with support from UN-Habitat and/or a bilateral donor).

² For a brief summary and comment on the case, see: <http://terra0nullius.wordpress.com/2010/02/17/the-african-commission-endorois-case-toward-a-global-doctrine-of-customary-tenure> For the decision, see: http://www.hrw.org/sites/default/files/related_material/ACHPR%20Communication%20276%20of%20003.pdf

Land and Conflict Prevention Handbook Launches: Geneva and Brussels

Professor John Packer (JP), Senior Adviser to the Initiative on Quiet Diplomacy (IQd), and Sally Holt (SH), IQd's Knowledge and Practice Adviser, travelled to Geneva and Brussels to present the new IQd handbook on *Land and Conflict Prevention* together with Dr John W. Bruce (JB), the handbook's principal author. The launch events featured a brief introduction from JP outlining key features of IQd's unique approach to preventing violent conflict followed by contributions from JB and SH highlighting essential information, procedural guidance and key messages from the handbook for the prevention, mitigation and resolution of land-related conflicts. In both main presentations, SH began by reviewing the analytical framework suggested in the handbook, followed by JB who reviewed and briefly explained the various response options. This proved sensible and clear, and demonstrated the added value of the handbook as a new tool especially for practitioners. The presentations were followed by questions and answers, some comments and discussion.

Information about the events was disseminated widely in advance throughout the inter-governmental and civil society communities in each location stimulating broader interest and contacts followed up by e-mail and resulting in additional meetings as detailed further below. The full lists of participants, handbook launch flyers and authors' PowerPoint presentations are attached.

Geneva

Launch Event - 23 November 2011, 12:30-14:00, Centre for Humanitarian Dialogue

The Centre for Humanitarian Dialogue (CHD) co-hosted a lunchtime panel discussion facilitated by Barbara McCallin (BM), Adviser on Housing, Land and property (HLP) issues at the Internal Displacement Monitoring Centre of the Norwegian Refugee Council, on behalf of the Area of Responsibility Group on HLP (under the UN Global Protection Cluster system) which she co-chairs. BM took hard copies of the handbook and electronic versions of the presentations for distribution amongst other HLP group members (then engaged in a 2-day retreat and therefore unable to attend) promising to brief them on the event and to explore potential areas of collaboration. [In particular, she suggested that some members might be interested in attending the planned co-training for bi-lateral agencies in Washington. Although this may not be the most appropriate forum, it was agreed that the transition from post-conflict humanitarian response to longer-term development is an important area that could be explored in collaboration with the group.]

Key points raised by participants included the importance of serious and effective engagement of influential key players on matters of land and conflict prevention and the need for mechanisms to ensure better coordination (as discussed in Section 8 of the Handbook on 'Ensuring Effective Roles'), particularly within the

humanitarian sector and between humanitarian and development actors. USAID-led efforts to facilitate cooperation with selected bi-lateral agencies was noted by IQd as a step in this direction. A representative of the UN Office of the High Commissioner for Human Rights (OHCHR) also noted problems of different sectors operating 'in silos' without reference to the activities and discourses of others. It was suggested for this reason that references to the 'right to food' be added to the handbook in recognition of the relevance of developing standards relating to food security and the forthcoming FAO *Voluntary Guidelines on Responsible Governance of Tenure of Land and Other Natural Resources*, in particular. A representative of the International Committee of the Red Cross (ICRC) and member of the AoR HLP Group also asked how ICRC could engage with HLP issues.

Specific questions were raised in relation to particular country situations such as India where the land-related threats to security and barriers to addressing them are complex and manifold.

Additional Meetings

Bilateral meetings took place before and after the event at CHD.

- In the morning, JP met with colleagues at the Centre on Housing Rights and Evictions (COHRE), a leading international NGO whose former ED Scott Leckie was one of the assigned critics contributing to the handbook. COHRE is prepared to assist in facilitating meetings and promote the launch event to be held in Nairobi where COHRE has an office. JP also met with the Office of the UN High Commissioner for Human Rights which has staff working on 'Housing, Land and Property' issues (who attended the launch event and helped to promote it).
- Immediately after the launch event, JP met with Ambassador Elissa Golberg, Canada's Permanent Representative to the Office of the United Nations at Geneva, and her Minister-Counsellor for Human Rights and Humanitarian Affairs (and Deputy Permanent Representative), Alison LeClaire Christie, to discuss IQd's work including activities around the handbook on *Land and Conflict Prevention*. In this regard, the Ambassador noted the land-related work of the Canadian Department for Foreign Affairs and International Trade (DFAIT)'s Stabilization and Reconstruction Task Force (START) especially in South Sudan and DRC. [NB JP will provide a briefing on the handbook for DFAIT staff on 5 December in Ottawa.]
- JP, SH and JB also enjoyed a long (2 hour) and productive meeting with Kris Easter (KE), Development Adviser at the US Mission in Geneva. She is very supportive of the collaborative approach pursued by IQd aimed at maximising cross-learning, sharing assets and pooling resources between different actors – and specifically the facilitation of contacts and potential coordination amongst bi-lateral aid agencies engaged on land issues which USAID is supporting. KE agreed to draw the work approach and materials to the attention of two of her Ambassadors in Geneva including the Permanent Representative. KE has subsequently connected IQd with Neil Levine at USAID's Office of Conflict Management and Mitigation (copied to Dr Gregory Myers) suggesting a potential meeting in the New Year when JP, JB and SH will be in Washington to deliver the trainings for US Government and bi-lateral agency staff.

Brussels

Launch Event - 24 November 2011, 13:00 to 14:30, European Peacebuilding Liaison Office (EPLO)

EPLO (which represents a coalition of European NGOs working on soft security, conflict prevention/resolution/management and peacebuilding; see <http://www.eplo.org>) hosted the event as part of their lunchtime meeting series. Participants included representatives of NGOs, delegations to the EU, and staff from the EU's European External Action Service (EEAS, i.e. the EU's newly established 'foreign service'). Following the presentations by JP, SH and JB delivered in the same order and fashion as in Geneva, discussions were facilitated by EPLO Executive Director, Catherine Woollard, and covered a range of specific situations and thematic areas including: options for achieving sustainable refugee/IDP return in Colombia where lack of security and livelihoods support continues to compromise durable solutions; potential mechanisms for regulating the behaviour of multinational corporations impacting on land-related tensions in developing countries at IGO or national level in their 'home' countries (as opposed to where they operate); the need for international solidarity in addressing climate change as increasingly a source of land-related conflict; and the complexity and interplay of many different factors including land as causes of conflict in Crimea in Ukraine (and options for addressing tensions over land). An EEAS representative also raised the possibility of prioritising the 'hottest' cases where land-related tensions threaten to escalate into violent conflict. It was observed in response that the EEAS, rather than simply responding to crises, should also engage in long-term prevention. EEAS country strategies (2007-2013) provide an opportunity to apply a conflict prevention lens in relation to land (and other underlying causes of conflict).

Additional Meetings

- JP, SH and JB subsequently attended a 3-hour meeting with 10 of the 13 staff members of the just recently established Conflict Prevention, Peacebuilding and Mediation Division of the EEAS, including Division Head, Joelle Jenny (JJ), as well as Mr Denis Pourchet, Head of the Crisis Management and Fragility Department. The EEAS assists the High Representative of the Union for Foreign Affairs and Security Policy, Baroness Ashton, in maintaining diplomatic relations with nearly all countries in the world. The meeting provided an opportunity for JP to share the approach developed by the OSCE High Commissioner on National Minorities (HCNM) which is now being taken forward by IQd and for an open and frank exchange of experiences of working with governments, INGOs and other IGOs to prevent violent conflict. Questions of mandates, prioritisation, choices of engagement and timing, including gauging (and maximising) receptiveness, were discussed. Participants recognised the need for EEAS to develop capacities and mechanisms for ongoing risk assessment and for translating early warning into early action. The meeting was convened on the initiative of Policy Officer Ekaterina Dorodnova (ED) – formerly associated with the Centre for OSCE Research and familiar with the work of the HCNM – who is tasked with developing the EEAS strategy and tools for short and long-term capacity building and will undoubtedly consult with IQd in this process. In this connection, JJ expressed interest in the IQd handbook series – and the 'Quick Guide' versions in particular as potentially useful tools for the Division and their counter-parts in other Divisions and Directorates as well as in EU Missions [Embassies] around the world. The handbook on *Land*

and Conflict Prevention provided a concrete example of one recurrent issue around which such linkages and collaboration (for shared analysis and responses) could take place.

- The next day (25 November) JP met with Ambassador Mara Marinaki (MM), EEAS Managing Director for Global and Multilateral Issues (and until recently the Greek Ambassador to the OSCE and Chair of the Permanent Council under the Greek Chairmanship of the OSCE in 2010), joined by JJ and ED. Much enthusiasm was expressed for cooperation with IQd (along the lines of our ongoing engagement with the Organization of Islamic Cooperation). MM specifically requested that the EEAS be included (as an observer) in the forthcoming Washington co-training on land and conflict prevention.
- JP also met with Natalia Mirimanova (NM), Senior Advisor to the Eurasia Programme at International Alert and a Co-Director of the Crimea Policy Dialogue. NM requested IQd assistance in Crimea – notably to lead a 2-day workshop using the *Land and Conflict Prevention* handbook as the content for a reflection amongst dialogue parties on how they might weigh options for the persistent land issues they confront and are at the root of conflict in Crimea.
- Finally, JP met with Irina Bratosin (IB) of 'mediatEUR' a relatively new NGO working on international peace mediation which enjoys significant EU funding and has been tasked to promote the creation of a new European Institute of Peace (along the lines of the US Institute of Peace). MediatEUR (with whom JP has worked in a personal capacity) is interested in working with IQd and especially appreciate the IQd approach and materials (of which the *Land and Conflict Prevention* handbook is the latest). [NB SH has connected IB with the principal author of IQd's handbook on Power-sharing as this is an area where MediatEUR is developing a programme of work.]

In addition to these follow-up meetings, contacts were also established and are being pursued with those attending the launch event (e.g. representatives of the Belgian Ministry of Foreign Affairs) and those who could not attend, including e.g. representatives from UNESCO.

APPENDIX 9 – MISSION BUY-INS: TYPE OF INTERVENTION

No.	Country	Assessment	STTA	69LTТА/Project [1]
1	Angola	Yes (2)		
2	Burma	Yes	Yes	
3	Cote d'Ivoire	Yes	Yes	
4	DRC	Yes		
5	Guinea	Yes (PRADD)		PRADD-Guinea
6	Kenya	Yes		SECURE
6	Kenya	Yes		ProMara
6	Kenya	Yes		Justice
7	Liberia	Pre-PRRG		Land Policy and Institutional Strengthening (LPIS) Project
7	Liberia	Yes (PRADD)		PRADD-Liberia
8	Libya	Yes		Supporting the Justice and Security Sector through Property Rights (SJSSPR)
9	Mali	Yes		
10	Rwanda	Pre-PRRG		Land Policy and Law
10	Rwanda	Pre-PRRG		Legislative Process Strengthening Project (LPSP)
10	Rwanda	Pre-PRRG		HIV/AIDS Policy Reform Initiative
11	Sierra Leone	Yes (PRADD)		
12	South Sudan	Yes		Community Land Titling
12	South Sudan	Yes		Sudan Property Rights Program (SPRP)
13	Sri Lanka	Yes		Land Administration and Property Protection (LAPP)
14	Uganda	Yes		
15	Vietnam	Yes		

¹Note that the information is limited to PRRGP projects; some countries may have post-PRRG projects.

APPENDIX 10 – LIBERIA PRRG PROJECTS

Land Policy and Institutional Strengthening (LPIS) Project and PRADD-Liberia

Introduction

In the years since the end of civil conflict in Liberia, the Liberian government recognized that continued stabilization and recovery required substantial reform of the country's policies and legislation governing property rights, institutions, and systems. In the land sector, unresolved issues relating to land access and land use and occupancy—coupled with lack of reliable land records—have perpetuated the insecurity of land tenure and unequal land access, threatening the postwar peace and economic recovery. In the diamond sector, property rights of alluvial miners are insecure and tensions over those rights are high. Government capacity to enforce existing legislation is weak, in part because systems to monitor the sector are incomplete or absent, and disregard of the rules at all levels of the diamond value chain is common. Liberia's two PRRG projects, the Land Policy and Institutional Strengthening (LPIS) project and Property Rights and Artisanal Diamond Development – Liberia (PRADD-Liberia), were developed in recognition of these challenges, along with the Government of Liberia (GOL)'s continued commitment to reform.

As this case study describes, LPIS achieved most of its objectives, including strengthening the legal framework for land and helping to increase accessibility of land and property rights institutions. The project made some progress on objectives relating to the operations of the Department of Land Survey and Cartography (DLSC) within the Ministry of Lands, Mines and Energy (MLME), but issues of political will, lack of capacity, and other factors proved to be significant challenges. PRADD-Liberia faced many of the same challenges as LPIS with relation to MLME. The lack of the ministry's engagement was a more fundamental problem for PRADD-Liberia because the project was designed to support and work with the MLME. Nonetheless, the project had some achievements.

Both projects made use of the PRRG framework in their approaches and activities, and they collaborated on the biodiversity and natural resources management objectives of PRADD-Liberia with Land Commission support for land policies. Both projects included gender considerations in their activities, although not as primary objectives, and they had some achievements in that area. Overall, the project achievements can be attributed, at least in part, to comprehensive assessments informing project design, mature leadership (internally and externally), and sheer doggedness.

The content in this case study is drawn from project documents⁷⁰ and interviews conducted by the author in Monrovia, Liberia between December 9 – 13, 2013, and by telephone, Skype, and email with project staff before and after the trip. An itinerary for the trip and list of individuals interviewed in person in Monrovia and by telephone and Skype is attached. The case study also reflects knowledge of and draws on information from the public perception surveys conducted by the author and local Liberian organizations for MCC in 2012 and 2013.⁷¹

LPIS

LPIS ran from October 1, 2010 to July 31, 2013. The project was designed to assist the Liberian government in its efforts to rebuild public confidence in Liberia's land systems. By helping the government improve the policy and legal frameworks for land management in Liberia, strengthen land administration agencies, and improve technical capacity within the government, the project aimed to increase tenure

⁷⁰ USAID-Liberia. 2013. Land Policy and Institutional Strengthening (LPIS) Project. Burlington VT: Tetra Tech ARD; Tetra Tech ARD. 2013a. Liberia Land Policy & Institutional Support (LPIS) Project. January – March 2013 Quarterly Report. April 2013. Burlington, VT: Tetra Tech ARD; USAID-Liberia. 2013. Follow-On Survey of Public Perception of Land Institutions. Washington D.C: The Mitchell Group.

⁷¹ USAID-Liberia. 2013. Follow-On Survey of Public Perception of Land Institutions. Washington D.C: The Mitchell Group.

security, investment in land, and land market activity. Working through three separate components, the project:

Assisted the GOL in its development of land policy and law and frameworks to support reforms related to land institutions through support for: 1) building the capacity of Liberia's Land Commission; and 2) conducting research to increase understanding of land rights issues within government, civil society, and the general population. The work products produced for the Land Commission included a survey of customary law, a gender study, an inventory of GOL-granted land use rights, and assistance with the design and piloting of a process to inventory tribal land certificates.⁷² In addition, collaborating with the USAID-funded Land Conflict and Resolution Project (LCRP), LPIS supported the Land Commission's Public Education & Outreach (PE&O) activities.⁷³

Supported the rebuilding of technical capacity in land administration and surveying in the Department of Land Survey and Cartography (DLSC) within Ministry of Lands, Mines and Energy (MLME) with: an assessment of the capacity of land administration agencies and support for development of plans for reorganization, reform, and development; capacity building for the surveying profession; and introduction of modern land information systems technology to assist with land surveying.

Supported the efforts of Center for National Documents and Records Archives (CNDRA) to rehabilitate the deed registry system to improve its efficiency and develop procedures for the management and storage of land records.⁷⁴ LPIS helped CNDRA to improve the operations of the deed registry, build staff capacity, and improve customer service by assisting with development and implementation of: a standardized set of procedures for the registration of deeds and leases; processes for the identification and digitization of land records; and launching of the Customer Service Center.

Achievements supporting overall objectives. With respect to work with the Land Commission and CNDRA, LPIS achieved what it planned to do. The project was instrumental in building capacity within the Land Commission, helped organize the processes of land reform, and brought information to inform the Land Commission's policy discussions and decision making. The efforts culminated in the adoption of the National Land Policy two months prior to the close of the project. Less visible, but with far-reaching impact, the project helped the Land Commissioners develop methods of organizing themselves internally to pursue various objectives, identifying information gaps and arranging to fill the gaps, analyzing options for action, conducting policy analysis, and following through. Members of the Land Commission reported to the evaluation team that they were using those structures, processes, and procedures introduced by LPIS to meet, prioritize their planned activities, and work through complex issues systematically.

These project results support a finding that LPIS contributed to extending and strengthening the legal framework governing land, culminating in the adoption of the Land Policy in 2013. In addition, public perception surveys conducted in the last year of the project found evidence that the project increased the visibility of the national Land Commission, the accessibility of the country's land institutions, and public confidence in the country's land institutions. Over the course of the project, more Liberians became familiar with the Land Commission and the Land Commission's work on land policy and land reforms. More Liberians obtained information on deed registration directly from CNDRA and registered deeds themselves instead of relying on third parties. The time and money required to register deeds decreased

⁷² Tetra Tech ARD. 2013a. Liberia Land Policy & Institutional Support (LPIS) Project. January – March 2013 Quarterly Report. April 2013. Burlington, VT: Tetra Tech ARD.

⁷³ Tetra Tech ARD. 2013c. Liberia Land Conflict Resolution Project (LCRP) Monthly Report: March 2013. Burlington, VT: Tetra Tech ARD; MCC Public Perception Evaluation Project 2012 and 2013 meetings with Arthur Tucker (Land Commission), Mark Marquardt (COP LPIS), and Laurie Cooper (COP LCRP).

⁷⁴ Tetra Tech ARD. 2012. Liberia Land Policy & Institutional Support (LPIS) Project. Annual Report (October 2010 – September 2011). Burlington, VT: Tetra Tech ARD.

during the term of the project (see table copied from the 2013 report, Follow-On Survey of Public Perception of Land Institutions).

Illustrative Summary of Changes in Public Experience of Deed Registration Process*

Interview topic	Preliminary survey pre-2011 registrations	Preliminary survey 2011-May 2012 registrations	Follow-on survey Jan 2012 – May 2013 registrations
Handled registration personally	40%	71%	69%
Awareness of documents needed for registration	33%	56%	68%
CNDRA as source of information on registration process	14%	66%	69%
Respondents registering in one week or less	26%	44%	69%
Respondents registering in 1 or 2 trips to CNDRA	44%	70%	59%
Advised by CNDRA staff of fee	43%	69%	100%
Average deed registration fee paid (not including “cold water”)	\$25 – 50 (range data only)	\$25 – 50 (range data only)	\$15
Percent reporting paying “cold water”	25%	28%	32%

***Note:** Because the respondent pool in the follow-on survey was small, no real statistical significance should be inferred for this table, and the reader is advised to interpret possible trends only. This table is reproduced from USAID-Liberia. 2013. Follow-On Survey of Public Perception of Land Institutions. Washington D.C: The Mitchell Group.

CNDRA’s reforms made deed registration more accessible, reduced the power of third parties over the registration process (land agents, surveyors), increased the numbers of deed registrations, and thus set a foundation for increasing tenure security. In the interview with the Director General, she noted that LPIS provided critical training for herself and her staff on technical and administrative skills and processes. She also credited LPIS with helping to envision and overall plan for CNDRA, the customer service center, and for the role of decentralized archives. She reported that project staff were readily available and responsive to the needs of her department throughout the project.

Unmet objectives. As noted above, LPIS was unable to fulfill many of the objectives relating to operations of DLSC within the Ministry of Lands, Mines and Energy. For a variety of reasons detailed in the reports, including lack of adequate physical infrastructure (including a functional building), personnel changes, lack of political will, and distractions of side businesses, the Ministry and DLSC failed to become engaged with the project or take ownership of any of the established objectives. As a result, while some activities such as training courses in Liberia, Ghana, and Wisconsin were completed, and a substantial amount of equipment purchased, no progress was made on reforms to the DLSC’s organization, management, procedures, or to the surveying profession. Limited progress was made on activities such as building survey monuments and helping establish and strengthen the nascent surveyors’ association.

Interviews with DLSC staff and training participants confirmed the descriptions in the project's quarterly reports of consistently unresponsive government officials. The public perception survey conducted in 2013 also found that there was no action taken by DLSC to set or enforce standards for surveyors over the course of the project. As would be expected, no change in the public's confidence in the surveying profession over the course of the project was evident.

Gender. LPIS did not include any objectives related to women's land rights, although it did include a study of women's land rights under customary law and research regarding women's land rights under the formal law as activities within the first component.⁷⁵ According to several project staff members and observers, the gender activities were delayed by issues of political will within the Land Commission and personnel changes. As a result, the gender analysis was unable to inform the study on customary rights. However, once activities began, the project's consultant and the subcontractor, Landesa, helped forge a relationship between the Land Commission and the Ministry of Gender and Development, establish a gender task force to work with the Land Commission, and create a Land Desk at the Ministry of Gender and Development.

Despite these efforts, however, the strategic planning, advocacy, and policy development around women's land rights was less effective than national and international women's rights advocates and practitioners hoped. The Land Policy did not use the language sought by the gender advocates. The task force has been less successful than hoped at keeping gender issues part of the Land Commission's discussions, and the Land Desk has suffered from a lack of funding. Gender advocates interviewed in Liberia noted that there did not appear to be a clear agenda for the achievement of well-articulated objectives relating to the land rights of women. This gap appears to be a consequence, at least in part, of the lack of a primary gender objective. The Land Commission members interviewed stated that they believed women's land rights were generally not an issue in Liberia, except to the extent customary law impacts women's rights. The Land Commission did not, therefore, seek any specific outcomes relating to women's land rights. The institutions created by LPIS, such as the Task Force and Land Desk, did not appear to have sufficient support—political or financial—to survive the end of the project.

Integration of PRRG core activities. **Regional Training.** In October 2012, LPIS hosted a four-day regional training of Best Practices for Land Tenure and Natural Resource Management in Africa. Participants came from five different Africa countries in addition to Liberia and all of Liberia's Land Commissioners attended, in addition to representatives from Liberia's ministries of Agriculture, Justice, Land, Mines and Energy, Internal Affairs, and CNDRA. The training included an introduction to the LTPR concepts and approaches supported by PRRG and discussion of key topics, including governance, conflict mitigation, natural resources management, and gender. The evaluation team spoke with several of the participants in the training program, each of whom had continued to use elements of the training a year later. Several participants remarked on the usefulness of discussing terminology, with one Land Commissioner noting:

After the training, for the first time, when the Commissioners and staff talked about land administration we were all talking about the same thing. That was essential to making any progress.

Two Commissioners noted that they continue to reference materials presented at the training, including the Voluntary Guidelines and materials on land use. One participant from MLME used information gained from the training on negotiation and conflict mitigation in working with communities and companies holding concessions. Another participant took particular note of the information provided on women's land rights. He was a leader in his clan and he used the information presented to work with other clan leaders to draft a constitution. The purpose of the constitution was to provide a governance foundation for the clan that was necessary to discuss and reach decisions regarding the clan's land. The gender

⁷⁵ USAID. 2010. Statement of Work for the Land Policy and Institutional Support Program. (September 7, 2010 Final)

information helped him draft and argue for the sections of the constitution providing for the rights of female clan members. The participant was successful in getting the constitution approved by the clan, establishing a basis for land governance, and protecting the rights of female clan members.

Factors supporting achievement of objectives. Project reports, interviews with GOL officials and others engaged with the project, as well as observations of the evaluation team identify two of the factors supporting the project's success: 1) well-considered assessments that drove project design; project design that supported Liberian engagement and ownership; and 2) an intelligent, diplomatic, and emotionally mature Chief of Party with specific and extensive expertise in land tenure, familiarity with USAID procedures and protocols, and the technical and administrative support of the contractor's home office. Several practices reported by the former COP in his interview appear to have contributed to the success of LPIS. For example, the former COP stated that he prioritized time spent developing relationships with Mission staff, especially as the staff changed over the course of the project term. He made particular effort to discuss issues relating to land tenure and property rights with Mission staff on a regular basis and to find new ways to keep LTPR issues on their minds.

The former COP also identified the decision to have his primary office in the Land Commission as critical to the ability of the project to support the Land Commission's activities. The day-to-day proximity helped him understand the manner in which the Land Commissioners operated as individuals and a unit. Proximity increased opportunities for communication and ultimately, the transfer of learning in both directions. Proximity built trust.

The members of the Land Commission interviewed were unequivocal on the role played by the former COP in the achievements of the project and the Land Commission: he helped them understand the USAID framework and approaches and he provided support in a manner that was targeted to their needs and easily assimilated. He knew Africa and he respected Liberian ownership of the design, process, and outcomes of the various activities. He was practical in his approaches, authentic in his communications, accessible to them, and genuinely helpful.

The former COP noted that the project was also able to embed staff with CNDRA, which helped support LPIS' achievements under Component Three. Unfortunately, the project could not maintain a constant presence in DLSC. The building's lack of electricity and an internet connection presented significant logistical challenges. He questioned whether the project might have been able to make more headway with DLSC if they had been able to find a means of establishing a functional office there.

Factors posing challenges and limiting achievement of objectives. As noted above, the project was unable to complete many of the objectives relating to the DLSC and the surveying profession. The project made numerous and varied approaches to try to overcome the barriers to understanding and progress, including enlisting the aid of the Mission and MCC. DLSC staff interviewed by the evaluation team sidestepped the issue, stating that while their progress had initially been slow, they were meeting the requirements for transfer of the equipment and further support for staff training. Barriers to progress do, however, appear to persist. For example, at the time the evaluation team was in country, DLSC and MLME had yet to integrate the recent graduates of the M.Sc. program in geomatic engineering at Ghana's Kwame Nkrumah University of Science and Technology into their operations.

In addition to the continuing challenges the project faced with DLSC, the tribal land certificate activity caused some tension between the Land Commission and the LTPR Division. The Land Commission members interviewed reported that they had asked for a very simple project creating an inventory of tribal land certificates. However, from their perspective, it appeared that USAID pressured them to engage in a much more extensive pilot that involved demarcation of land and production of deeds. The Land Commission was opposed to the more extensive pilot, believing that it would create tension and conflict and raise expectations among landholders. They reported dissatisfaction with the efforts to resolve the matter; they felt that the LTPR Division did not respect their opinion or experience and proceeded

with the pilot despite the Land Commission's objections. From the project side, staff with LPIS, Tetra Tech ARD, and the LTPR Division explained that they believed the more extensive process was needed to make the pilot meaningful and was an appropriate use of project funds.

PRADD-Liberia⁷⁶

PRADD-Liberia was developed in 2010, initiated by interest expressed by the Ministry of Lands, Mines and Energy, USAID-Liberia, and the US Embassy. The project—along with PRADD-CAR and PRADD-Guinea—had its origin in the Clean Diamond Trade Act, which authorized the President to direct United States agencies to make technical assistance available to countries seeking to implement the Kimberly Process Certification Scheme (KPCS). The scheme imposes requirements governing diamonds traded among KPCS members, including standards for domestic legislation, chain of custody requirements, and the exchange of data. PRADD was designed to further the goals of the KPCS by strengthening property rights—internal systems of control and access from extraction to export—in the alluvial diamond sector in a manner that is clearly defined, widely recognized, socially acceptable, and reliably functioning. The core justification for PRADD, including PRADD-Liberia, was to demonstrate that by strengthening property rights: 1) the amount of alluvial diamonds coming into the formal chain of custody will increase; and 2) local benefits from the production and marketing of alluvial diamonds will increase.⁷⁷

After a delay obtaining the agreement of the MLME to the Memorandum of Understanding, PRADD-Liberia began in September 2010. From its inception, the project had difficulty engaging the MLME. The project presented 20 recommendations to the legal and regulatory framework to support compliance with the Kimberly Process, but meaningful consideration of the recommendations was delayed several times. Budget cuts announced in June 2012 required consideration of every project for reductions or closure. USAID selected PRADD-Liberia to close because it had been unable to obtain the support of the MLME for the project.

Achievements supporting overall objectives. Despite the challenges posed by the MLME, the project had some achievements, including:

- Creation of a Miners Record Book to record production and sales. The project conducted complementary training and disseminated copies of the Miners Record Book to miners, diamond boys, and other stakeholders.
- Validation of miners' claims by stakeholders and entry of claims and licenses into database.
- Increased national diamond production from PRADD areas, and increased number of miners selling their diamonds through local licensed brokers. More miners in project areas also reported registering all their diamonds at the regional diamond office.
- Preparation of a draft training manual on conflict resolution and a manual for identifying precious metals.

⁷⁶ The information in this case study is drawn from USAID-Liberia 2010. PRRGP: PRADD Liberia Scoping Mission Report and Implementation Plan. Burlington VT: TetraTech; USAID-Liberia 2010. PRADD-Liberia Work Plan. Burlington VT: Tetra Tech ARD; USAID-Liberia. 2012. Property Rights and Artisanal Diamond Development (PRADD) - Liberia. Quarterly Report (August –September 2012). Burlington VT: Tetra Tech ARD; USAID-Liberia. 2013. PRADD-Liberia End-line Survey Results. Burlington VT: Tetra Tech ARD; and interviews with Sebastien Pennes, Mark Freudenberger, Carlton Miller, Alfred Brownell, and Bocar Thiam.

⁷⁷ USAID 2010. PRRGP: PRADD Liberia Scoping Mission Report and Implementation Plan. Burlington VT: TetraTech. USAID. 2012. Property Rights and Artisanal Diamond Development (PRADD) - Liberia. Quarterly Report (August –September 2012). Burlington VT: Tetra Tech.

- Training of stakeholders on the development of mining cooperatives, the 4 C's (cut, carat, color, clarity), and SMARTER mining techniques.
- Support for land reclamation through programs and media coverage. The end-line survey found that more respondents in the project area mentioned environmental reclamation measures and miners' responsibilities for using environmentally sound practices than in the control area.
- Development of alternative livelihoods (fish farming, cropping). In project areas, the end-line survey found that the proportion of revenue from alternate livelihoods and the diversity of income sources reported by respondents was higher than in control areas.⁷⁸

Gender. The project did not include any objectives focused on women's property rights. In the course of participatory assessments, the project collected information regarding women's use of land and other natural resources and income-generating activities in the prospective project areas in the course of the participatory assessment. Livelihood development programs focused on women, some training activities were designed solely for women, and efforts were made to disaggregate data collected by sex. Unfortunately, the documents available do not provide disaggregated data regarding community members reporting increased diversity in income sources or other benefits as a result of project activities. As a result, the evaluators could not compare benefits received by women and men.

Integration of PRRG activities. The design and implementation of PRADD-Liberia made good use of the experience with PRADD-CAR, which was outlined in the scoping report and planned work plan. The two PRRG Liberia programs also worked together on creating policy statements by the Land Commission on surface rights and mineral rights and the classification of land, which were helpful to PRADD-Liberia.

Factors influencing success. The structure of PRADD that informed PRADD-Liberia appears to have played a significant role in the project's achievements in Liberia. The project was delayed in getting started and the experience in CAR and Guinea provided valuable foundation for a rapid beginning to program activities. Observers interviewed praised the knowledge and experience of the COP, and attributed the achievements with the local communities to his work ethic and commitment.

Factors posing challenges and limiting achievement of objectives. The relationship between USAID and MLME was never as strong as desired by either side. Observers interviewed reported that the project design was unsatisfactory to the MLME because there was insufficient investment in the Ministry, such as through capacity building activities. Two observers noted that the project's budget appeared to be directed toward external consultants and their costs as opposed to Liberians. The Ministry felt pressured by the Government of Liberia to accept the MOU, even though the Ministry did not agree to its terms. As a result, observers' stated, the Ministry lacked a sense of ownership of the project from the beginning. The policy actions and reforms recommended by the project were controversial matters, and the Ministry felt pressured by actors in Washington DC to begin discussions and undertake reforms on a project schedule the Ministry felt was inappropriate.

From the project's standpoint, it believed it tried numerous different tactics to work with the MLME on its terms. Efforts of the COP to work out of the MLME's offices, for example, were rejected. The project also adjusted its work plan to respond to a lack of political will. For example, the original objective to formalize rights to community land was replaced with a less ambitious plan to clarify and record mining rights. However, from the project's standpoint, its efforts to find common ground were unsuccessful. MLME consistently failed to meet its commitments. Some observers suggested that there were a number of individuals within the MLME that had personal interests in the mining sector that were threatened by the project's planned activities and legal reforms. Given those interests, project success was unlikely. It is

⁷⁸ USAID-Liberia. 2013. PRADD-Liberia: End-line Survey Results Revised. Burlington VT: Tetra Tech ARD.

unknown the extent to which the initial assessment for PRADD-Liberia, particularly as assisted by LPIS' experience with MLME, could have predicted the extent of the problems engaging MLME in the project.

Conclusion

Liberia's projects highlight the range of achievements produced and challenges faced under PRRG. Liberia's PRRG projects demonstrated what can be achieved with experienced leadership and a focus on the priorities of partner governments and LTPR objectives. The projects also served as a reminder of how insurmountable barriers to progress can be when political will for change falters.

USAID PRRG Trip itinerary: Monrovia, Liberia

December 5 – 14, 2013

Date	Activity
Thursday, December 5	Nielsen departs Seattle
Friday, December 6	Nielsen arrives Monrovia
Saturday, December 7	Nielsen "fixer" activities; Weinstock departs Portland.
Sunday, December 8	Interviews preparation; Weinstock arrives Monrovia.
Monday, December 9	Team meeting; visits to Land Commission, CNDRA, DLSC, MLME to set interviews
Tuesday, December 10	Interviews with Ruth Jessup at Mamba Point, DeVon Solomon at Embassy Suites, Stanley Toe at Embassy Suites, Othello Brandy at Land Commission; T. Synyenientu at MLME/DLSC.
Wednesday, December 11	Interviews at CNDRA with P. Bloh Sayeh, Alfred Brownell and F. Cole at Green Advocates, Josephus Burgess at MLME, George Miller at DLSC, A. Ndebehwolie Borlay and H. Cole at Ministry of Gender and Development.
Thursday, December 12	Interviews at Land Commission with Chairman Brandy and Walter Too-Yedababuo Wisner; interview at Embassy Suites with Mencer Powoe; interview Carlton Miller at private office.
Friday, December 13	Interviews with F. Kemah at CNDRA; interview with P. Doe-Somah at Embassy Suites; Nielsen and Weinstock depart Monrovia.
Saturday, December 14	Nielsen and Weinstock arrive Seattle and Portland

APPENDIX II – KENYA SECURE PROJECT

Introduction

The Lamu region of Kenya's northern coast is as steeped in land tenure issues as it is rich in biodiversity. In addition to globally significant coastal forest, mangrove, estuarine, and marine ecosystems, the region is also home to the indigenous Boni (Aweer) and the Bajuni groups. The Lamu area is prized as a tourist destination and is also the site of controversial plans for large-scale development projects. The often-competing interests in land and natural resources – coupled with weak natural resource governance systems – have led to degradation of natural resources and conflict. In 1960s and 1970s, Kenya protected 2,500 km² of biodiversity through creation of the Kiguna, Boni, and Dodori reserves. Decades later, displaced by conflict and the creation of the reserves, the Boni and Bajuni's rights to the land and natural resources that they depend on for their livelihoods are highly insecure.

With funding from USAID's Property Rights and Resource Governance Program (PRRG), in 2008 USAID conducted a land tenure and property rights (LTPR) assessment that included Kenya's northern coastal region. The assessment identified a number of different LTPR sources of tension, including: a state land tenure system under central control with no participation by local communities; weak and ineffective customary governance bodies; large scale development plans spurring increasing incidents of land speculation; evidence of corruption within some government offices with oversight authority; and informal, ill-advised, and possibly illegal land transfers. Biodiversity and livelihoods were threatened, and local communities lacked incentives for sustainable use and management of the natural resources.

When Kenya adopted its National Land Policy in 2009, the LTPR Division identified an opportunity for USAID to help the local communities in the northern coastal region improve their tenure security. The National Land Policy created new categories of public, private and community land and introduced the potential for future conversion of state and trust land into community land. Establishment of community land rights within the evolving legal framework would provide a foundation for local livelihoods, including co-management of natural resources.

PRRG's Securing Rights to Land and Natural Resources for Biodiversity and Livelihoods in the North Coast (SECURE) Project was designed to work with Kenya's Ministry of Land (MOL) through its Land Reform Transformation Unit (LRTU) to work with coastal communities. The objective of SECURE was to improve livelihoods and support conservation of biodiversity and sustainable use of natural resources. At the project's core was the development and implementation of a participatory process for recognition of customary land rights and formalization of community land.

As this case study describes, the project had some achievements, particularly in drawing attention to the issue of customary land rights, opening dialogue on processes for recognizing rights, and facilitating convenings of government, civil society, and donor stakeholders. The project created some foundational documents supporting the recognition of community land rights and the development of co-management agreements, including a model process for recognizing community land rights. In its second phase, the project facilitated participatory convenings on development of the legal framework for land and provided input into the new land laws to help implement constitutional principles and strengthen the property rights of women and local communities.

As part of the evaluation of PRRG, this case study reviews the design and implementation of SECURE. The case study focuses on the questions presented in the Scope of Work to guide the evaluation and includes discussion of:

- Project structure;
- Achievements supporting overall objectives;
- Factors supporting the achievements;

- Unmet objectives;
- Factors posing challenges and limiting achievement of objectives;
- Gender issues; and
- Integration of PRRG core activities.

The content in this case study is drawn from project documents⁷⁹ and interviews conducted by the evaluation team in Kenya during the period from January 12 – 18, 2014. An itinerary for the trip is attached. The evaluation team also conducted interviews with PRRG program managers, subcontractors, and former SECURE staff and project associates by telephone, Skype, and email.

Overview of project structure

SECURE officially began in April 2009, with in-country implementation beginning in September 2009. The project had an initial term of 18 months. As originally designed, the project had three components (sample activities are identified for each component):

1. Improve security of tenure and reduce conflict over natural assets: identification of an appropriate legal mechanism to secure Boni and Bajuni customary land and natural resource rights; document and pilot procedures; establish mechanisms for conflict mitigation and resolution; and provide training to government officials and community groups.
2. Improve management of protected and biologically sensitive areas: document customary approaches for sustainable management of natural resources; support development of co-management agreements; support development of land use plans and co-management institutions; and set up framework for monitoring impact on biodiversity.
3. Provide lessons learned to inform the National Land Policy and relevant policies and laws: conduct workshops to share experience and lessons learned.

A midterm evaluation of SECURE was conducted in October-November 2011. The evaluation noted that the project's objectives were long-term goals that required transforming institutions and systems governing natural resource rights, a process that required long-term support and commitment beyond the project term. The evaluation recognized challenges facing the project, but concluded that sufficient progress was being made to warrant continuation. Extensions and additional funding carried the original project activities through September 2012.

The project applied for a no-cost extension to pilot the project's Community Land Rights Recognition (CLRR) model. In September 2012, while the request was pending, USAID-Kenya decided to close field activities in Lamu. According to individuals interviewed, the Mission's articulated reasons for the action were: security issues, a belief that insufficient time remaining to pilot the CLRR approach adequately, the cost of the project, and a concern that the work would proceed through the MOL as opposed to the nascent National Land Commission, which was not yet functioning.

⁷⁹ USAID-Kenya. 2008 (updated 2009). Land Tenure and Property Rights Assessment: The Northern Rangeland and Coastal Conservation Programs of USAID-Kenya. Burlington, VT: ARD TetraTech; USAID-Kenya. 2010. Kenya SECURE Project Lifetime Work Plan. Burlington, VT: ARD Tetra Tech; USAID-Kenya 2011. A Strategy for the Co-Management of Natural Resources in the SECURE Project Pilot Sites In Lamu East, Northern Coastal Zone. Burlington, VT: ARD Tetra Tech; USAID-Kenya. 2011. Kenya SECURE Community Land Rights Recognition (CLRR) Model Implementation Planning Workshop Proceedings. Burlington, VT: ARD Tetra Tech. Government of Kenya, Ministry of Lands. 2012. Community Land Rights Recognition Model. Nairobi: Ministry of Lands; USAID-Kenya. 2012. Kenya SECURE Project: Natural Resource Utilization in the Boni-Lungi-Dodori Forest Areas, Lamu, Kenya. Burlington, VT: ARD Tetra Tech; USAID-Kenya. 2013. Kenya SECURE Project: Final Report, ARD Tetra Tech, Burlington, VT.

In response to a request from the MOL, in December 2011, USAID-Kenya had approved a new activity to provide technical support to the Government of Kenya (GOK) and National Land Commission to support the process of reviewing and drafting of legislation. The activity, which also supported the ProMara Project, ultimately became known as Phase II of SECURE,⁸⁰ and technical support for the MOL/National Land Commission became a new, fourth objective for the project.

The work conducted during Phase II included facilitation of legislative review, input into draft legislation, research, coordination of convenings of stakeholders, and development of a training program. Work under Phase II concluded in September 2013.

Achievements supporting overall objectives

SECURE initially planned to achieve the following outcomes: 9 villages (1,100 households) with demarcated community land; tested model for community land rights recognition; training on conflict resolution and mitigation (150 people and 50 organizations); natural resource co-management agreements signed with government agencies; and improved management of natural resources.

Interviews with the former COP, former program associate, government officials, and partners involved with SECURE almost uniformly reported that the intended outcomes were more ambitious than what was achievable in the project's time frame, even if all activities had proceeded smoothly and rapidly. As it was, from the beginning there were delays. For example, project staff spent considerably more time building trust and understanding with the local communities and managing relationships with other projects and actors than had been anticipated. Furthermore, political will for community land rights within MOL appeared to be more limited than ideal, and additional time was needed to build awareness and commitment.

Even with such challenges, however, the project reported some significant achievements. Some of the achievements reported were:

- Facilitation of the engagement of central and local officials and civil society members in conducting local LTPR assessments;
- Work with five communities to create participatory maps of natural resource uses;
- Preparation of a strategy for the co-management of natural resources in project pilot sites;
- Creation of a CLRR model, which was published by the MOL;
- Training of local communities and groups on conflict mitigation;
- Facilitation of review of and input into the content of three land bills;
- Creation of training materials on the new land legislation;
- Technical support for the drafting of the Community Land Bill; and
- Support for development of a framework for land use planning, including input into legislation.

Change in legal framework

In Phase I, SECURE supported the preparation of the CLRR model, which included steps to register community land. The CLRR model was a direct response to the National Land Policy's directive for documenting and mapping communal land tenure and laying out a framework for recognition, protections, and registration of community land. The model developed was consistent with LTPR objectives to create tools and systems that protect the rights of local communities and marginalized groups. The MOL adopted

⁸⁰ Tetra Tech ARD subcontractor Landesa had been providing technical advice activities to support the GOK's legislative agenda under other projects prior to the inclusion of the activities within SECURE.

the model in September 2011. One of the MOL officials interviewed, who was a member of the Task Force for the Community Land Act, stated that the Task Force was referring to the model in its preparation of the new law.

In Phase II, SECURE provided technical assistance to the MOL on a suite of land bills. Three of the bills—the Land Bill, Land Registration Bill, and National Land Commission Bill—were enacted in April 2012. The SECURE team reported that the legislation adopted several of the team’s inputs, including statements of constitutional principles regarding land governance, devolution of governance authority over land to country and sub-county levels, protection for spousal land rights, safeguards for public lands, and due process safeguards in land acquisitions.⁸¹

Increased access to land governance systems and institutions

In Phase I, the project brought members of the Kenyan government to Lamu, where they spent several days meeting and working with the local community members and NGOs. Those who participated in the fieldwork reported that the benefits were significant and shared by all engaged: the community members interacted with officials from the central government on matters of local concern, and the officials had an opportunity to understand local livelihood issues firsthand. Two of the MOL officials interviewed who participated in the fieldwork reported that most of those who were sponsored had never been to the region and had never spent time interacting with local community members and local NGOs. They stated that the experience had a lasting effect on how they consider issues affecting regional and the local communities. The process reflected USAID’s LTPR approach of increasing the accessibility of land governance institutions and sharing knowledge through design and implementation of fully participatory processes.

In Phase II, the project brought together stakeholders from civil society with multiple government branches and agencies. For example, representatives from the Kenya Land Alliance, East African Wildlife Society, RECONCILE, and Shelter Forum met in working sessions with members of the MOL, Commission for Implementation of the Constitution, the parliamentary Committee on Land and Natural Resources, and the Attorney General. The SECURE team also facilitated coordination among the various USAID-funded groups who were engaged on legislative issues. The facilitation of opportunities for sharing information, discussing issues, and identifying priorities for action offered participants the opportunity to hear the opinions of the government, interest groups, and individuals. That process increased access of a range of people and interest groups to the legislative process and governance bodies. For those government officials attending, the project activities introduced them to new perspectives on LTPR issues and customary systems of natural resource governance.

Factors supporting achievement of objectives

- **Targeted attention to GOK priorities.** The activities that were among the best received by those interviewed related to the technical assistance provided in Phase II of the project. Phase II was created to respond to a specific request of the government and focused on the government’s priorities. For example, initially work centered on the development of the Community Land Act. However, when the MOL stated that it planned to shelve that work in order to concentrate on the three land bills and asked for assistance with those bills, the SECURE team shifted its focus to the other legislation. As noted below, efforts of the team to provide follow-on support through training was premature given the delays in creation of a functioning National Land Commission. So too some work on the land use bill was performed under circumstances that limited its effectiveness. However, when the MOL was able to identify its priorities and a desired role for

⁸¹ J. Duncan and M. Lufkin. 2012. Memo to Gregory Myers and Karol Bourdreaux re Summary of USAID’s Technical Inputs into the Development of Land Legislation in Kenya.

the SECURE team to assist in achieving those prioritized objectives, the results were quite well received by government officials.

- **Facilitation of engagement of MOL with local communities.** As noted above, the MOL officials interviewed were positively influenced by their participation in the LTPR assessment in Lamu. They noted that all of the participants from the central government seemed to experience what they did—a new appreciation for the complexity of issues affecting the region and the dependence of local communities on the land and natural resources for their livelihoods. It appears that the central government officials who participated in the assessment continued to be supporters of the project. Moreover, the experience carried over into other aspects of their work. One MOL official stated that as a result of the experience, when she hears about issues in other parts of the country, she wishes that there was an opportunity to visit the area because she now knew the value of firsthand experience in developing and implementing policies and law.

Unmet objectives and cancelled activities

The following initial project objectives were not achieved during the SECURE project term: 1) community land demarcation; 2) piloting of CLRR model; 3) adoption and implementation of co-management agreements; and 4) improved biodiversity.

In SECURE II, the SECURE team met the objective to support the MOL/Land Commission with technical assistance on land legislation, and the assistance was, as noted above, generally very well received by most individuals interviewed. Several activities within SECURE II did not proceed as planned. Following enactment of the land legislation, project staff created a training program on the new land acts for the members of the National Land Commission and other government officials. The training did not take place due to delays in the creation of the Land Commission and political events, although the team provided the Land Commission with the training materials. The project also supported a Land Use Planning workshop in Seattle, WA in April 2013 and had planned a follow-on presentation to stakeholders in Nairobi. The SECURE team was unaware that the MOL had already proceeded to develop a draft National Land Use Policy. The SECURE team was able to attend a MOL Land Use Policy Validation Workshop in June 2013 and provide input to the draft. The team also had less engagement on the drafting of the Community Land Act than originally planned. One team member noted, however, that the MOL and Kenyan stakeholders made significant progress during the legislative drafting process of the three land bills and the more limited engagement of the team could be an indication of the positive impact of the prior technical assistance.

Factors posing challenges and limiting achievement of objectives

- **Early closure of project.** The MOL formally adopted the CLRR approach in September 2011 and planned for its implementation in at least one pilot community. Concurrently, the project supported the development of a strategy for the co-management of natural resources and conducted participatory mapping of five villages in the area between and adjacent to the Boni and Dadori National Reserves. After several delays, in part created by the worsening security situation, demarcation of community land was scheduled for September 2012. However, as noted above, the USAID/Kenya Mission closed field activities that month. Individuals interviewed stated that the Mission's articulated reasons for the closure included security issues, a belief that insufficient time remained for piloting, a concern that the pilot would be managed by MOL as opposed to the National Land Commission, which was not yet operational, and the cost of the project.

During the time in Kenya, the evaluation team heard a number of theories advanced for the early closure of SECURE, in addition to the admitted security situation. Several individuals noted that the project did not appear to have the complete commitment of the Mission; others suggested that the issue of community land rights and the project did not have the full support of the MOL

and GOK. These observers suggested that the security issues and political instability provided a sound basis for closing the project without the need to address underlying issues of commitment to the project and its objectives. Observers also stated that Kenya's location and status in the region presented geopolitical issues that were not fully articulated or understood, but appeared to influence decisions regarding the project. During the presentation of the draft report to the LTPR Division in Washington DC, the Division Chief confirmed that geopolitical issues were largely responsible for the early closure.

The continued speculation in Kenya as to the reason for the early closure appeared to be, in part, a consequence of lack of information. Several project partners and former staff noted that there was no formal communication prepared to advise partners of the closure of the project. The lack of communication may have unnecessarily left individuals and partners to speculate about the cause and raise questions about USAID's continuing engagement on land issues in the region.

- **Relationship with local government.** Several individuals, including two of the former staff members of SECURE, Mission staff, and government officials reported that SECURE was less successful than desired in creating working relationships with the local government in Lamu. The Team Leader/COP was concerned about corruption within the government and the commitment to the project objectives—issues that were identified as potential concerns in the pre-project assessment. The COP was vocal in his concerns about corruption, and in an effort to address the issue, he implemented the project in a manner that was less integrated with the local government than originally hoped. Some stakeholders reported that the separation of the project resulted in fewer benefits realized by local government, including project equipment, other infrastructure, and per diem payments for engagement in project activities. Obtaining financial support for project activities was perceived by partners as quite difficult. Two stakeholders suggested that the manner in which the project expressed its position on corruption negatively impacted the level of engagement that the government had in the project and the attitude of key local officials toward the project.

One partner engaged with the project also noted that when the project was in the design phase, there appeared to be inadequate effort to include the local government and communities in the design process. The project was suggesting a change in the governance of natural resources, which threatened the existing power structure. As a result, a high level of consultation and buy-in was needed to ensure that the political will was there. The design phase of the project did not, in one partner's option, obtain the necessary buy-in.

- **Relationship with the Mission.** Some of the project staff and stakeholders interviewed reported that there appeared to be a lack of ownership of the project by the Mission. Communications were slow, and often appeared to be questioning and confrontational as opposed to collaborative and supportive. Mission staff interviewed stated that internal issues existing at the time appeared to prevent some Mission engagement with the project, although it was difficult to cite any specific circumstance. Funding priorities and personnel were in flux during the period SECURE was operating. Project staff were not always advised of decision-making processes and could respond with frustration, leading to further communication breakdowns. International project staff reported that they helped facilitate communication between the local project staff and the Mission.
- **Relationship with Land Ministry.** For most of its term, the project's relationship with MOL was primarily limited to a single individual, the Deputy Coordinator, LRTU, Victor Liyai. Several individuals interviewed suggested that the commitment of the GOK and MOL beyond Mr. Liyai was limited, and the project proceeded through his sheer force of will and tenacity. The SECURE team members who worked on Phase II noted that while the relationship was strong and Mr. Liyai's commitment to SECURE unwavering, the relationship was vulnerable because it was limited

to a single individual. The lack of a broader connection between the project and MOL was evident in interviews with members of the MOL working on follow-on legislation to support the formalization of community land rights. While both individuals attended some SECURE workshops and field work in Lamu, neither reported substantive engagement with project staff. It is worth noting, however, that delays in establishment of the National Land Commission likely contributed to the limited number of contacts between the project team and the MOL.

- **Communication with local partners and MOL.** Several local partners noted that communication with the project was delayed due to the engagement of the LTPR Division in the process of reviewing and issuing reports and approving project communications. None of the partners interviewed reported receiving copies of the final report for the project or copies of the work products, such as maps produced. Some stakeholders also mentioned that the decision regarding SECURE's early closure was not communicated to the partners in any formal fashion. Officials with the East African Wildlife Society and Kenya Forest Service suggested that it would have been helpful to receive a statement about the closure and the reasons for it so that they could discuss the decision with the local communities and other partners and plan for seeking funding through other sources for possible continuation activities. Absent a formal communication, no one knew what to say or what were the prospects for future activities with USAID. One MOL official noted that the lack of formal communication left the situation with the CLRR Model in limbo. She explained that the MOL viewed the CLRR model and community land project as "USAID's baby." MOL wanted to know whether USAID intended to return to "raise its baby," because, if not, the MOL should be seeking an "adoptive parent."
- **Use of foreign experts at workshops.** Two stakeholders interviewed expressed regret that the project elected to bring Americans to Kenya to present information on the Kenyan Constitution in Phase II of SECURE. Both suggested that if technical support was needed to assist a local expert in presenting the information, it would be more useful for the project to work with and support the development of the capacity of the local expert than to have a US lawyer present issues relating to the Kenyan Constitution to an audience of Kenyans. Whether there was a need for US lawyers to present information at workshops or not, NGOs who were not supportive of the project were able to use the roles of foreign lawyers in the proceedings to distract participants from the topics with allegations of foreign control over Kenya's land issues.

Gender

Phase I of SECURE did not include an objective focused on women's land rights and access to natural resources. Plans for some of the individual activities did include references to women's participation. For example, the work plan noted that the public information and awareness strategy should inform communities and disadvantaged groups, including women, on issues of customary rights. In the section on strengthening local institutions of land administration, the work plan notes that the institutions may need to be expanded to include women and youth, as necessary. In addition, at local levels, working groups consulted for the project design included women.

The CLRR model created within Phase I included references to the participation of women in various processes, including delimitation of boundaries and land claims and interests. The Settlement Scheme process stated that local committees are responsible for ensuring that the rights of women are protected. In addition, in their implementation, some of the reported activities included equal participation of women. For example, after preliminary maps of natural resources were prepared, project staff presented the maps in five villages. A total of 142 community members (48% women) reviewed the maps and offered input.⁸² The inclusion of women and men allowed for gender specific findings, such as women's focus on natural

⁸² USAID-Kenya. 2012. Kenya SECURE Project: Natural Resource Utilization, at 11.

resources available in close proximity to the village and used in the home, such as fruit, water, and thatch. While the project did not proceed to development and implementation of co-management agreements, the process of developing gender-specific findings might be remembered by local communities and project staff in the design of future activities.

In Phase II of SECURE, women's interests were included in the processes of legislative review and the substantive outcomes. Female members of MOL and representatives of women's groups were included in the process of reviewing and refining the three draft land bills. The technical assistance supplied by the project included preparation of an issue brief on gender issues in the land bills. All three laws enacted in April 2012 supported gender equitable land rights with provisions such as a requirement of spousal consent before land transfer and identification of spouses in the context of land acquisitions.

Integration of PRRG core activities and strategic objective

In March 2009, PRRG supported a seven-day training program in Kenya. The subject was *Best Practices for Land Tenure and Natural Resource Governance in East, Central, and Southern Africa* and included modules on LTPR concepts, natural resource rights, and biodiversity protection. The course was designed to allow Kenyan policymakers and stakeholders to work on issues relating to the implementation of Kenya's Land Policy during the final day. The specialized workshop discussed best practices on land information systems and public education on the new Land Policy. The workshop had 44 participants, including several individuals who are serving in leadership positions such as Victor Liyai, Charles Oluchina, who was with the Mission during SECURE, Pricilla Nyaga (MOL), and leaders from the Kenya Forest Service and Kenya Wildlife Service.

An assessment covering the northern rangeland and coastal conservation programs provided foundation for the design of SECURE. The design of the project also supported several USAID strategic objectives: the assessment considered issues of natural resources management, biodiversity protection, property rights and conflict, the status of women and marginalized groups, food security, and livelihoods. The comprehensiveness of the design of SECURE reflected the impact of early attention to the LTPR and USAID strategic objectives.

The future

During interviews in Kenya, some individuals from the MOL and civil society groups requested that USAID fund a relatively short follow-on project to pilot the CLRR model and thus finish the work begun in SECURE, Phase I. These individuals predicted that the piloting of the model could be done in about six to nine months, and the experience of the pilot would inform a revised version of the CLRR model, which could ultimately be rolled out nationally. Other individuals interviewed were more cautionary. They noted that the Community Land Act had not yet been enacted and there was some significant political resistance to the Act and community land rights. These observers noted that even in the event the Act was passed, implementation may be more problematic than many supporters anticipated. Both some supporters of a piloting project and the more cautionary observers noted that the location of any future pilot will require careful consideration. The competing development, conservation, and local livelihood interests in Lamu, and its geographical location, might dictate selection of another location for a successful pilot.

Conclusion

The extraordinary complexity of the political, environmental, social, and economic environment in which SECURE operated was evident in every interview conducted in Kenya. One observer with decades of experience in development and years of experience in Kenya confessed,

"I really don't feel comfortable that I understand the Kenyan situation with land. You have to keep looking at it and looking at it and it changes.... This is not an easy environment for a mission to engage on land."

It is with that kind of thoughtful recognition of the uniquely challenging nature of Kenya's land issues that the experience, achievements, and challenges of SECURE should be judged.

USAID PRRG Trip Itinerary: Kenya, January 10 – 19, 2014

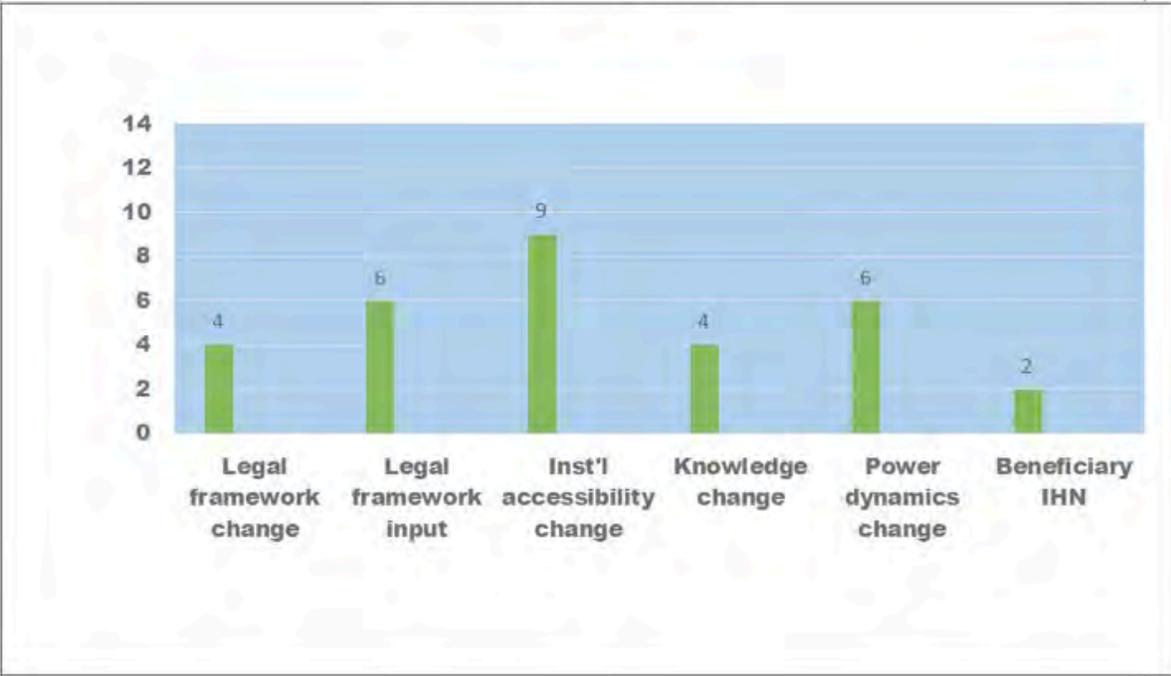
Date	Activity
1/10/2014	Weinstock departs Portland and Nielsen departs Seattle.
1/11/2014	Weinstock and Nielsen arrive Nairobi.
1/12/2014	Team interview with Kevin Doyle and Nickson Orwa (former SECURE COP and project assistant) at Fairview Hotel.
1/13/2014	Team interviews with Enock Kanyannya, USAID; Priscilla Nyaga and Stanley Osodo, Kenya Ministry of Land; and Victor Liyai, USAID/Kenya.
1/14/2014	Weinstock: Interviews with Ibrahim Mwachane, Chairman, Kenya Land Development and Governance Institute; Charles Oluchina, Director, TNC-Kenya (former USAID-Kenya staff) and Munira Bashir, Director, TNC-Kenya; Michael Gachanja, Executive Director, East African Wild Life Society and Nigel Hunter, Head of Development, East African Wild Life Society.
1/14/2014	Nielsen: travel Nairobi to Nakuru with Nickson Orwa for interviews of Oednea Lumumba (Kenya Land Alliance) and Ken Otieno and Shadrack Omondi (RECONCILE); return to Nairobi.
1/15/2014	Weinstock: travel to Lamu with N. Orwa.
1/15/2014	Nielsen: interview with Chairman Swazuri of the Kenyan National Land Commission at Land Commission offices; interview with P. Kammwara and G. Mbita at KFS offices; interview of R. Wangui at Fairview Hotel.
1/16/2014	Weinstock (Lamu): Interviews with Ali Muhsin, Principal, Fisheries Office, Lamu District; John Bett, WWF-Lamu Program Office; Hadija Ernst, Director, Save Lamu; Mohamed Somo, CEO, Shungwaya.
1/16/2014	Nielsen: interviews with Otieno Ombok at Fadhili Trust offices; Soipan Tuyu at Continental Hotel (Westlands, Nairobi).
1/17/2014	Nielsen interview with Cyprian Selebala at UN-Habitat (UN compound, Nairobi), interview with Nigel Hunter and Michael Gachanja at East African Wildlife offices.
1/17/2014	Weinstock (Lamu): Interview with Moses Litho, North Coast Conservancy; travel to Nairobi.
1/18/2014	Team interview with Kevin Doyle at Fairview Hotel; team interview with Victor Liyai and Nickson Orwa at Fairview Hotel.
1/18/2014	Weinstock and Nielsen depart Nairobi.
1/19/2014	Weinstock arrives Portland and Nielsen arrives Seattle.

APPENDIX 12 – CHART OF COUNTRY STTA AND FIELD IMPLEMENTATIONS (BUY-INS) ACTIVITIES RELATED TO USAID STRATEGIC OBJECTIVES

No	Country	Food Security	Economic Growth and investment	Democratic land/property governance	Conflict and instability	Climate change	Natural resource management and biodiversity	Women's Economic empowerment	Global health	Indigenous people
1	Kenya SECURE	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes
2	Kenya ProMara	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes
3	Kenya Justice	No	Yes	Yes	No	No	No	Yes	No	No
4	Liberia LPIS	No	Yes	Yes	Yes	No	No	Yes	No	No
5	PRADD-CAR	Yes	Yes	Yes	Yes	No	Yes	Yes	No	No
6	PRADD-CDI	Yes	Yes	Yes	Yes	No	Yes	No	No	No
7	PRADD-Guinea	Yes	Yes	Yes	Yes	No	Yes	Yes	No	No
8	PRADD – Liberia	Yes	Yes	Yes	Yes	No	Yes	Yes	No	No
9	Rwanda Land Law Policy	No	Yes	Yes	Yes	No	No	Yes	No	No
10	Rwanda Legislative Strengthening	No	Yes	Yes	Yes	No	No	Yes	Yes	No
11	Rwanda HIV/AIDS Policy Reform	No	Yes	Yes	Yes	No	No	Yes	Yes	No
12	Libya SJSSPR	No	Yes	Yes	Yes	No	No	Yes	No	No
13	Sudan SPRP	Yes	Yes	Yes	Yes	No	No	Yes	No	Yes
14	Sri Lanka LAPP	No	Yes	Yes	Yes	No	No	Yes	No	Yes

APPENDIX 13 – NUMBER OF PRRG STTA AND FIELD IMPLEMENTATIONS REPORTING ACHIEVEMENTS OF CHANGE, BY USAID EVALUATION QUESTION

Number of PRRG STTA and Field Implementations reporting achievements of change, by USAID evaluation question



APPENDIX 14 – ROLE OF THE PRRG MECHANISM IN KENYA’S MARA-MAU ASSESSMENT AND THE PROMARA AND JUSTICE PROJECTS

Introduction

USAID’s Property Rights and Resource Governance Program (PRRG) mechanism was unique. The task order included broadly-worded objectives, core activities, and some illustrative projects, but it left the parameters of activities for design as opportunities emerged. Activities—both core and buy-ins by missions and operating units—were managed by the Land Tenure and Property Rights (LTPR) Division. As a result, in addition to supporting the interests and objectives of missions and operating units, the LTPR Division was able to design projects and activities within a strategic framework, using LTPR approaches to advance USAID objectives.

As discussed in Section B(5) of the report, several elements of the PRRG mechanism appear to have contributed to many of the achievements of the mission-supported buy-ins and these broader strategic results. The mechanism also may have created some challenges for the various projects. This case study looks at three projects in Kenya: the 2010 assessment of the upper catchment situated in Mau Forest Complex/Mara River Basin and the two projects that flowed from that assessment – the ProMara Project and the Enhancing Customary Justice Systems in the Mau Forest Project (Justice Project).⁸³ The assessment and the two field implementations highlighted how the mechanism supported some significant programmatic achievements while also potentially contributing to some of the challenges the projects faced.

This case study provides a brief overview of the Mau-Mara Assessment, ProMara Project, and Justice Project, followed by a discussion of selected achievements and challenges faced in relation to some of the unique elements of the PRRG mechanism:

- Centralized management and control;
- Programmatic responsiveness; and
- Use of a single implementer.

This case study is based on desk review of project documents⁸⁴ and interviews conducted by Skype and telephone with former project staff and partners. Some interviews were also conducted in person during the evaluation team’s trip to Kenya in January 2014. The itinerary for that trip is included in the case study of the SECURE Project, which is appended to the report as Appendix 11.

Overview of Mara-Mau Assessment and ProMara and Justice Projects

The Mara-Mau Assessment, ProMara Project, and Justice Project focused on the Mau Forest Complex in southwest Kenya. Over the last half-century, the area, which encompasses several gazetted forest reserves and the largest of the country’s forested water catchment areas, has experienced rapid deforestation and

⁸³ A separate assessment covered Kenya’s Northern Rangeland and North Coast and was used to design the SECURE Project, which is discussed in Appendix 11.

⁸⁴ USAID-Kenya. 2010. Assessment of Land Administration, Land/Natural Resource Management, Food Security and Rural Livelihoods in the Upper Mara River Basin – Mau Ecosystem. Burlington VT: Tetra Tech ARD; USAID-Kenya. ProMara project work Plan: 1 October 2010 – 28 February 2011. Burlington VT: Tetra Tech ARD; USAID-Kenya. 2012. Enhancing Customary Justice Systems in the Mau Forest, Kenya: Quarterly Report for the Period February – May 2012. Burlington VT: Tetra Tech ARD; USAID-Kenya. 2013. ProMara Project Final Report. Burlington VT: Tetra Tech ARD; USAID-Kenya. 2013. Enhancing Customary Justice Systems in the Mau Forest, Kenya: Impact Evaluation Report. Burlington VT: Tetra Tech ARD.

reduction in water quality and quantity. Site-specific studies and knowledgeable observers attribute the rapid degradation of natural resources and the ecosystem to multiple causes, including settlement schemes imposed by the Government of Kenya (GOK), forest excisions, private land sales, development of exotic plantations and agricultural activities, growth in the population and its marginalization, and illegal encroachment. Competing, often ambiguous claims to land and access to natural resources have fueled violent conflict. The combination of a GOK plan for large-scale relocation, poorly informed local communities with limited livelihood options, weak institutions of local governance and strong central control, and a divisive political landscape created a risk of more violence and accelerated environmental degradation.

The passage of Kenya's National Land Policy in 2009, which was built on the foundation of Kenya's new Constitution, created an opportunity for USAID to help address the instability of the Mara-Mau. The evolving legal and policy framework included express statements recognizing the LTPR rights of indigenous people and women and supporting improvement of local community access to, and sustainable use of, land and natural resources.

The Mara-Mau Assessment was conducted under PRRG in early 2010. The assessment was a broad, comprehensive study that examined a wide array of issues relating to USAID's strategic objectives. The assessment also made use of the LTPR Division's approaches. The assessment covered: the applicable legal framework; LTPR systems; the health of forest, water, and the ecosystem; local populations; land and natural resource uses and related livelihoods; agriculture and food security; natural resource governance institutions; the position of women and marginalized groups; and conflict triggers and conflict resolution systems.

The results of the assessment fed directly into the design of ProMara, which launched in the Fall of 2010. The two-year project was designed to advance USAID's ten-year goal for Mara-Mau: to help recover the integrity of the Mara-Mau ecosystem for and by the stakeholders. ProMara had four components:

1. Improvement of land and resource tenure;
2. Restoration and protection of critical catchments, forests, and biodiversity;
3. Improvement of livelihoods for catchment residents; and
4. Establishment of an Outreach Center.

ProMara was scheduled to run from September 2010 through September 2012. A funding shortfall and pending decisions regarding the Mission's focus led to early closure of the project in July 2012. Despite the early closure, ProMara reported a number of achievements within all components, including:

1. Technical support for inputs into forest, wildlife, and environmental legislation (notably, support for inclusion of environmental easements) and new land legislation;⁸⁵
2. Facilitation of dialogue among GOK, civil society, and local communities on natural resource use and conservation (which, as reported by one partner who participated in the convenings, was the first time the parties had engaged as a group to define environmental issues and set priorities);
3. Assistance with mediation of LTPR disputes;
4. Development and strengthening of numerous and varied community-based organizations, including funding for new organizations, conflict mitigation and resolution training, and capacity building on LTPR issues and natural resources management;

⁸⁵ The results of the technical assistance provided to the Ministry of Lands (MOL) on three land bills was also funded through SECURE and reported as an achievement of that project.

5. Establishment of an Outreach Center to support public education on forest and land issues and the engagement of youth in peace-building activities; and
6. Development and implementation of income-generating activities of local communities.

The property rights of women received specific attention in the design of activities in ProMara, and the project reported that women represented an average of 30% of the participants in most activities.

Following on from the findings of the assessment regarding the position of women in the customary tenure system, the ProMara work plan referenced not only plans for the inclusion of women in ProMara activities but also the development of the separate Justice Project. The Justice Project was a one-year initiative to pilot an approach to build the capacity of customary justice actors to support and enforce women's rights to land and forest resources in one section of the ProMara Project area. The project design was grounded in the principles of equality and equitable rights in the Constitution and Land Policy and provided traditional leaders, community members, and students with: 1) civic education relating to Kenya's justice systems; 2) legal literacy training on constitutional rights, especially property; and 3) development of skills in techniques of alternative dispute resolution, advocacy, and public speaking.

With funding secured through USAID's Bureau of Democracy, Conflict & Humanitarian Assistance, working in partnership with the LTPR Division, the project ran from February 2011 through May 2012. A short-term impact evaluation found that while the Justice Project was limited in time, geographic scope, and activities, the project was responsible for gains in knowledge and positive changes in the behavior of elders and chiefs responsible for handling disputes over property rights. Specifically, the impact evaluation concluded that as a result of project activities:

1. Legal awareness increased among women and men, including knowledge of the local justice system and women's property rights;
2. Women's confidence in the fairness of the local justice system increased; and
3. Women gained more control over assets at the family level.

In a January 2014 interview, the former Task Leader reported that during recent communications with individuals connected with the project, she was informed that elders and chiefs continued to use the information learned through the project, even after a year.

Role of PRRG mechanism

Information gathered from project staff, partners, and observers of the project suggest that the PRRG mechanism contributed significantly to project achievements. In some cases, the design of PRRG also appeared to create some challenges for the projects. Findings are grouped under the following attributes of PRRG: 1) centralized management; 2) responsiveness; and 3) use of a single implementer.

I. Centralized management and control

All three of the Kenya projects benefited from centralized management and control exercised by the LTPR Division. Drawing on their deep knowledge of the country and longstanding engagement in the region, Division staff were prepared for the opportunities created by the enactment of the Land Policy in 2009.⁸⁶ Kenya's existing water and forest legislation were conducive to local governance of natural resources and supported the devolution of control to the newly formed county governments. The new Land Policy identified the inequitable distribution of land as a major issue and called for attention to rights of women and marginalized groups—two groups whose access to land and natural resources were

⁸⁶ The Division was in a unique position of awareness of the opportunities presented by the adoption of the Land Policy, in part because it had been actively engaged in working with the GOK on the Land Policy and had conducted a workshop for stakeholders on the implementation of the policy. These activities were also implemented through PRRG.

vulnerable. Division staff conceived of a design for the assessment that took on the complexity of legal, social, political, and environmental issues in the Mara-Mau. The assessment and the subsequent field implementations were designed to use the principles and mandates of the Constitution and National Land Policy—along with evolving natural resource governance structures—to help address inequitable and insecure rights of marginalized people.

The former ProMara COP and project partners reported that the Division worked closely with the Mission in developing the objectives for both the assessment and ProMara. LTPR Division staff were well-versed on the evolving status of issues relating to the region and visited the project at least twice during the term of ProMara.

The LTPR Division also reviewed and approved the proposal for the Justice Project. The project was outside the scope of ProMara, and Division staff located separate funding through USAID's Bureau of Democracy, Conflict & Humanitarian Assistance. The PRRG mechanism allowed the Division to partner with the separate USAID division to further the objectives of that division and of PRRG. That kind of partnership and collaboration was possible at least in part because the LTPR Division supplied the overall management and control of the project. The design of the mechanism gave the Bureau a basis for confidence in the appropriate use of its funding.

The central control of the PRRG projects and activities also created efficiencies. One project staff members interviewed stated that ProMara and the Justice Project were designed to be quite complementary, leading to savings in time and resources in the implementation of the Justice Project. Those efficiencies were critical to the project's ultimate achievements given the short time frame.

Centralized management of the PRRG field implementations also caused some challenges for both Mara-Mau projects. Staff of the Justice Program reported difficulty engaging the Mission's interest in the project. The lack of engagement may have been because the Justice Project's funding source was outside the Kenya Mission or because the project was relatively small in scale. Whatever the reasons, project staff reported that they believed the lack of attention from the Mission limited the visibility of the achievements of the Justice Project, including an opportunity to have the support of the Chief Justice at the project's national workshop.

With regard to ProMara, some partners, along with Mission and project staff, reported that delays in communication with the Division caused them difficulties. The project staff and partners used the quarterly reports and special studies as a means of communication with stakeholders and staff. There were numerous partners and stakeholders and project staff worked in various locations. Project reports were one means that the project tried to use in order to keep stakeholders updated on the project's status, to recognize achievements, and to note areas of challenge. The reports also served as an incentive for staff by publically recognizing effort and results achieved. The LTPR Division reviewed and approved all PRRG reports as part of its management role. Unfortunately, the popularity of PRRG and staffing issues in the LTPR Division delayed the process of reviewing and approving reports. In some cases, one project staff member noted, they were so late as to be ineffective.

The delays in issuing reports appeared to have been one area of tension between the Mission and the LTPR Division, or possibly a reflection of other tensions. Some stakeholders interviewed reported that the relationship between the LTPR Division and the Mission became increasingly strained over the course of the project, to the point where there was concern that the Division had lost interest and the project's funding was in jeopardy. However, individuals familiar with the internal operations of the Mission suggested that the root cause of the tension related to changes in high-level positions in the GOK and the Mission. Some also surmised that higher level policy issues, including geopolitical concerns, may have been the reason for tension and a reason why the LTPR Division did not appear to continue to advocate for the project as its term neared expiration.

Regardless of the reasons behind the withdrawal of Mission support and closure of the project, the reported focus of stakeholders on the relationship between the Mission and the LTPR Division highlights a critical element of the PRRG mechanism. The Division's exercise of control over PRRG field implementations required a high level of communication—both in terms of content and frequency—with the sponsoring missions. Projects benefited from (and in some cases were quite dependent on) the strong relationships cultivated by the Division with the missions. Those relationships required constant attention to maintain and any breakdowns in relationships, however minor, were noticed and were cause for concern.

2. Programmatic responsiveness

Because PRRG operated outside the standard procurement process, the LTPR Division was able to move quickly to launch projects when opportunities arose. The former COP for ProMara noted the value gained from the timing of the assessment and the project. The Land Policy was adopted in 2009. The assessment team conducted the Mara-Mau assessment in early 2010 and completed the report in April 2010. ProMara was officially launched five months later. In a standard procurement process, a gap of two or three years between concept to launch is common, and the lag can be quite a bit longer. In the Mau Forest, the election cycle, GOK exercises of central control over land and natural resources and a shifting political landscape meant that information essential to the development of a successful project quickly became dated. PRRG allowed USAID to move almost immediately into the dynamic environment of the Mara-Mau, giving the agency the best chance of tailoring the project design to the evolving social, political and environmental challenges.

The mechanism also allowed the PRRG projects to adjust quickly to changes in circumstances. Through ProMara, PRRG began supporting technical assistance to GOK on the development of the legal framework. When the Kenya SECURE project activities in Lamu closed early, the technical assistance team made good use of the remaining funds, and the activity evolved into Phase II of SECURE.

To some extent, the speed with which USAID was able to respond programmatically under PRRG may have made the projects more vulnerable to early closure. PRRG allowed USAID to launch projects addressing issues of property rights in dynamic social and political environments, including Kenya's Mara-Mau. Such investments have some inherent risk. However, as several individuals noted during their interviews, the alternative of not being engaged at all was far less palatable. A seasoned observer noted that USAID was known in Kenya for engaging in property rights when other donors and agencies were reluctant. Even if its programmatic achievements might suffer in a highly-charged environment, the agency succeeded in keeping issues of property rights visible. USAID's responsiveness on LTPR issues meant that the agency could help direct the agenda and create opportunities for other donors and entities to join the effort. The PRRG mechanism was responsible for those kinds of outcomes.

3. Use of single implementer

All three projects benefited from experienced staff selected by the contractor, Tetra Tech ARD, which implemented PRRG. The COP for ProMara and Task Leader for the Justice Project were both part of the initial assessment, and their knowledge and experience served the projects well. Mission staff and ProMara partners, including NGOs and government bodies, reported that they had high confidence in the international staff working on the project. Several individuals praised the knowledge, commitment, and emotional maturity of the ProMara COP—qualities that they believe helped diffuse tensions, solve potential problems proactively, and recognize and take advantage of opportunities. As important, individuals noted that the COP had extensive experience in Kenya, which they believe helped significantly in the design and implementation of ProMara.

Mission staff reported appreciation for the contractor's role and the design of PRRG with relation to staffing. One staff member stated that the known implementer of the task order caused him to relax when new projects were proposed: he knew the contractor would send people who had experience. The

contractor would ensure the quality of the work done and manage any problems that arose. In the staff member's mind, this structure for handling staffing made missions more likely to undertake projects. From the Division's side, Tetra Tech ARD's length of experience with USAID and LTPR projects allowed it to provide the necessary level of sophisticated administrative support to ensure smooth operations and an ability to work with the inevitable challenges that arose without compromising results.

Conclusion

The LTPR Division took full advantage of the PRRG mechanism in Kenya. In the Mara-Mau, PRRG's central control allowed the Division to use its knowledge and experience in the region to respond rapidly and decisively in a dynamic environment. Simultaneously, the contractor was able to support the Division's vision for programming in Mara-Mau with experienced program staff and highly-capable administrative support. The extent to which the design of the PRRG mechanism created challenges for project staff and partners appears to have been offset by its achievements at a project level and in the extent to which the Kenya projects furthered the Division's and USAID's objectives.