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EVALUATION OF:
THE TENURE SECURITY AND LAND MARKET RESEARCH PROJECT

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EXECUTIVE SUMMARY

Background and Purpose

In August 1986, the Tenure Security and Land Markets Research (TSLM) project was authorized to support long-term applied research on land tenure issues in the Latin America and Caribbean region (LAC) and to provide Agriculture and Rural Development Officers (ARDOs) in A.I.D. and officials in the host countries with information necessary for project identification, design and implementation.

Specific project objectives were to carry out cross-country and longitudinal research. Research concentrated on three principal issues: tenure security through improved titling and land registration systems, the potential for farm land markets to increase access to land, and second-generation problems of existing agrarian reforms.

The primary focus of this evaluation is to determine whether the TSLM project has provided appropriate information to government officials and A.I.D. personnel. The evaluation also provides the Bureau guidance on whether there should be a follow-on project and, if so, potential elements thereof.

The evaluation team relied on data from several sources, including a survey of the 13 LAC Missions; interviews with personnel in the LAC and Access II projects; interviews with LTC and with other University of Wisconsin individuals connected with the project; interviews with land affairs experts outside the LTC, including members of the LTC Advisory Board; and a review of accounting/financial reports and project documentation, including workplans, SARs, LTC travel activity reports and budget projections, as well as LTC research reports produced under the project.

Evaluation Findings

1. The TSLM project maintained a high level of responsiveness to Mission and Bureau requests for technical assistance and data on land affairs. Some examples:

   - In Haiti, after the overthrow of Duvalier, assistance in defining in defining an agenda of land tenure issues for dialogue with the new government.

   - In Guatemala, assistance in responding to a $5 million Congressional earmark for land tenure activities.

- In Paraguay, response to a request from the U.S. Ambassador for assistance to the new government in an agrarian reform program.

- In Honduras and St. Lucia, evaluation and monitoring of land titling projects.

- In Washington, timely responses to inquiries from Congress and others on land tenure-related activities in the LAC region.

2. Research under the TSLM project has increased understanding of resource tenure issues and their relation to agriculture and rural development goals. Among the most important substantive contributions of TSLM research:

   - Increased understanding of the conditions under which small farmers are able to acquire land from latifundios through parcelization and sales.

   - Increased capability to monitor the interrelationship between land tenure patterns and watershed management activities.

   - Evidence that land market dynamics created by parcelization and titling activities need not necessarily imply re-concentration of land as has been feared by policy makers in many countries.

   - A conclusion that titling alone is not a sufficient condition for development nor an effective instrument for affecting production incentives. It needs to go hand-in-hand with broader registration reform, as well as changes in policies related to price and marketing controls, credit availability, and technical assistance.

   - A finding that customary, non-formal mechanisms for defining and displaying rights to land are stronger in the LAC region than commonly believed, and offer in some cases substantial advantages to formal, registry-based titling. Moreover, these informal mechanisms are less of an obstacle to agricultural production and investment than is commonly believed.

   - Increased understanding of the problems intrinsic to the cooperative form of organization, and why it is necessary to separate these from external factors, which sometimes are more important in explaining the overall performance of cooperatives.

- A view that group farms created by agrarian reforms are best treated as "institutional bridges" to other forms of enterprise organization ranging from individual parcel management to vertically integrated agro-industries.

3. Research findings have significantly improved Mission and host country capabilities to identify and correct policy and other constraints related directly or indirectly to land affairs. Among the more important benefits of the research cited by the Missions:

- In the Dominican Republic a seminar held by the LTC in-country led to new legislation on titling to facilitate privatization of farmland held by government under the agrarian reform.

- In Honduras research evaluating the impact of land titling projects led to the formulation of a strategy which integrated titling as part of other rural development activities.

- In Guatemala TSLM research contributed to the design of the Mission's Commercial Land Markets project and to the formulation of the Mission's land market strategy.

- In Ecuador TSLM research helped the Mission re-design its stalled Land Titling project.

- In Haiti research resulted in the design of an instrument to monitor the effect of land tenure on watershed management activities and vice versa.

- In Costa Rica TSLM research experiences with land markets in the LAC region are being used to develop a land purchase financing proposal.

- In the Caribbean, TSLM research provided guidance to Mission personnel and host country governments in Antigua, Barbuda, St. Vincent and the Grenadines in the design and implementation of registry modernization and land management programs.

- In Paraguay TSLM research experience and findings contributed to the development of an A.I.D. technical assistance program to support the development of agrarian reform policy and program options by the new government.

- TSLM research experience assisted in interpreting and applying the A.I.D. Policy Determination for Land Tenure (PD-13) in the LAC region, especially through

the Central America Land Market Profiles and the forthcoming state-of-the-arts papers.

4. The longitudinal and cross-country nature of much of the project's research increased the validity of the resulting policy recommendations. All Missions where TSLM research was carried out rated most of the research as "very useful/relevant."[1] The Missions were particularly impressed by the LTC personnel's knowledge of the substantive area, their comparative perspective, and their contacts and knowledge of the country. These types of studies are generally expensive and difficult to implement. Much of this research would not have been possible without Bureau support.

5. Bureau funding has been cost-effective because a) it leveraged funds from other sources to supplement the LAC research agenda; b) the LTC has developed a high level of responsiveness and in-house capabilities in the LAC region over the last 28 years; c) the LTC has made effective use of host country research institutions; d) overhead charges for universities are lower than those for private firms; and e) LTC salaries are significantly lower than those of alternative arrangements.

6. TSLM project research activities and research applications have been limited to fewer than half the countries in the LAC region. In part, this reflects Missions' resource allocation for land tenure questions and was to be expected. In part it reflects the time it takes to organize, implement and analyze cross-country and longitudinal research.

7. Dissemination under the TSLM project has been weak. While the LTC has significantly increased its ability to publish and publicize its findings, it has been less successful in using communications techniques and staff resources to make research findings more accessible to field practitioners and policy makers.

8. The Washington-based LTC technical advisor has been one of the more effective vehicles for disseminating project research findings and increasing the LTC's responsiveness to Mission requests for information and assistance. But the effectiveness of this position in these areas has been weakened by the large number of other competing tasks assigned to this position over the life of the project, including research coordination and implementation.

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[1]See Appendix B, question 3.

9. The LTC has not been able to diversify funding sources for its core staff. Without core support it may not be able to retain staff specialized in LAC tenure activities.

10. In the absence of LAC Bureau support, S&T would not be able to provide the same degree (and continuity) of logistical and administrative support for the work of LTC in LAC. This would likely result in the loss of or at least severely restrict LAC Bureau access to a very talented resource.

11. TSLM project management worked effectively with the S&T project management staff to provide responsive backstopping support to LAC Missions. Potential problems were avoided because of excellent communication and information flow, primarily on an ad hoc basis, between the LAC, S&T and the LTC project managers.

12. Missions and host countries will continue to have considerable interest in land tenure issues over the next five years.

13. Mission interest in land tenure issues in general will be related primarily to agro-export promotion and natural resource management.

Recommendations

1. Continue support. The evaluation team believes there are four compelling reasons for follow-on support:

   a) The TSLM project has produced important findings influencing many of the agricultural development activities in the region, but dissemination and application of these findings have been limited. In the absence of follow-on support, these findings will not be applied to or incorporated into Mission programs as widely or as quickly.

   b) Tenure issues are relevant to a wide set of development activities, not just those which deal directly with land affairs. A new activity would give greater emphasis to widening the application of research findings in a greater variety of Mission project activities, such as environmental management and in strategy and program development, policy dialogue and non-project sector assistance.

c) <u>There is a continuing need for research into tenure-related areas in the region</u>:

- Congressional pressures for action and research in environmental management and the start of a number of initiatives by Missions in this area imply increase in the demand for technical assistance and data on resource tenure systems and their role in the management of these resources.

- Most Missions are now undertaking agro-export promotion activities, and they need to understand better how such activities may be affecting the distribution of and control over land, as well as how the resource tenure system affects the design and implementation of such programs.

- Since the distribution of land in the region continues to be badly skewed and major agrarian reforms are unlikely to be implemented, titling and land market development activities are likely to continue to be of importance to policy makers in the region. The implications of land titling and registration mechanisms for credit and land market institutions need to be explored in greater depth and in a wider set of countries.

d) The buy-in mechanism has a been a cost-effective vehicle for gaining expertise and response capability on resource tenure issues.

2. <u>Funding requirements for a follow-on activity should be at a similar level, but with greater emphasis on dissemination</u>. The evaluation team believes that funding requirements will remain similar because:

- As highlighted in the preceding point, there is a continuing need for research.

- Follow-on support will probably have to assume a greater share of the administrative costs, many of which were assumed by S&T core funding.

- Dissemination is necessary to realize the full benefits of the investment in the high quality research work done under the TSLM project. But dissemination is costly.

- The new follow-on activity should probably last about 5 years, but should be reviewed annually with the LTC and evaluated after 2 years.

3. Channel a greater percentage of the funds for a follow-on project to activities which promote wider dissemination and application of past research findings.

3.1 The focus of the new follow-on activity should be to help provide A.I.D. and LAC host country personnel with the analytical base and rationale for developing and implementing programs and projects which appropriately take into consideration land tenure-related concerns. This means incorporating and applying TSLM research findings in a wider variety of programs and projects, not just those which deal directly with land affairs or rural development.

3.2 The new project should emphasize greater effectiveness in communicating research findings through:

a) **Review of the benefits and costs of reviving a LAC-specific newsletter.** The evaluation team believes the newsletter has considerable potential as a vehicle for extending the LTC's outreach capabilities. The newsletter would focus on providing summaries of key research findings and their implications for Mission strategies and development activities.

b) **Insuring that all LTC publications include a short abstract or executive summary emphasizing the key policy or project design/implementation implications of the research findings.**

c) **Organization of regularly scheduled regional workshops with Mission and host country participation** to discuss and disseminate key research findings from the TSLM project. Workshop results would then be communicated to all Missions by cable.

d) **Development and use of alternative technologies for communicating research findings.** This should include at a minimum developing a dissemination plan for the videos produced on the land market programs in Guatemala. Short case studies for use in training/education modules should also be considered.

e) **Using the Washington-based technical advisor to coordinate and take the lead in dissemination and application of research findings.** The advisor would be primarily responsible for dissemination activities in

the form of organizing workshops, preparing reporting cables, contributions to A.I.D. publications such as Front Lines and the new LAC/DR newsletter, etc.

4. Fund a full-time Washington-based technical advisor.

   - As noted above, this advisor would take a pro-active role in dissemination and be relieved of many of the research coordination and implementation tasks now assigned to this position.

   - Research design and implementation/coordination functions would be the primary responsibility of the LAC Program Coordinator, based at the LTC.

5. Design of the follow-on activity should consider mechanisms to reduce overlapping management responsibilities for LAC research activities.

   - The LAC Program Coordinator would have overall responsibility for all LAC research activities and for coordinating with the LTC LAC "theme managers."

   - Coordination between the functions of the Washington-based technical advisor and the LTC LAC theme managers and Program Coordinator would be enhanced by requiring that an annual workplan be submitted by the technical advisor to the Bureau, detailing the major responsibilities, a time frame for accomplishing them, and an indication of relative priorities. This workplan can be incorporated into the annual LTC workplan. The Bureau and the LTC could then review the workplan periodically, as the Bureau does with other advisors, and make adjustments to meet any necessary shift in priorities.

6. Design of the follow-on activity should consider mechanisms to reduce delays in sub-contracting.

   - Contracting delays may be reduced by considering mechanisms for pre-positioning some funds for this type of activity in the regional project.

1. OBJECTIVES OF THE EVALUATION

1.1 The primary focus of this evaluation is to determine whether the Tenure Security and Land Markets Research (TSLM) project has provided appropriate information to government officials and A.I.D. personnel. The evaluation will also provide the Bureau guidance on whether there should be a follow-on project and, if so, potential elements thereof.

1.2 The evaluation addresses four major sets of issues:

- **Project impact and relevance:** To what extent did the project provide A.I.D. and LDC project managers with the analytical basis and rationale for developing and implementing tenure-related programs and projects?

- **Quality of the research produced:** What has been the quality of the cross-country and longitudinal applied research developed by the project?

- **Effectiveness of project management structure:** Has regional funding been appropriate; has project management been successful in mobilizing resources to ensure that the project responds to Mission requests and produces results on a timely basis?

- **Implications for the future:** Should the LAC Bureau continue to provide regional support for research and technical assistance on tenure issues; if so, what should be the substantive focus of the follow-on activity?

Appendix A provides the full terms of reference for this evaluation exercise.

1.3 The report is organized as follows:

- Section 2 provides background information on the project and discusses its goals and objectives.

- Section 3 discusses the methodology used in the evaluation.

- Section 4 presents and discusses the evaluation team's findings.

- Section 5 summarizes the key conclusions which follow from the findings.

- Section 6 provides recommendations regarding future support a regional activity.

2. BACKGROUND AND PROJECT DESCRIPTION

2.1 Background

2.1.1 In August 1986, the TSLM project was authorized to support long-term applied research on land tenure issues in the Latin America and Caribbean region (LAC) and to provide Agriculture and Rural Development Officers (ARDOs) in A.I.D. and officials in the host countries with information necessary for project identification, design and implementation.

- The project supports the LAC Bureau strategy statement, which lists access to land as one of the major constraints to agricultural development and considers programs to improve this situation as one of the 5 major substantive areas for project development. The project also supports research in areas highlighted by the Kissinger Commission, which recommended the provision of long-term credit for land purchases by small farmers, supported the improvement of title registration systems, and encouraged equitable distribution of agricultural wealth, including agrarian reform and land-to-the-landless programs.

- The TSLM project came at a time when host countries and LAC Missions were undertaking a variety of initiatives in land tenure issues and requested guidance and support. Voluntary land sales programs were under way in Guatemala, Honduras and Ecuador; Costa Rica, Honduras and Peru were discussing similar programs. Land titling projects were an important aspect of the programs in Ecuador, Honduras, El Salvador, Costa Rica and St. Lucia. Second generation problems of agrarian reforms were of major concern in the Dominican Republic, Honduras and Peru.

2.1.2 The TSLM project was the result of close collaboration between A.I.D. and the LTC. The LAC Bureau collaborated with the S&T Bureau and the Land Tenure Center (LTC) of the University of Wisconsin[2] to discuss

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[2]A.I.D. has supported research on land tenure since its own founding in 1961. Much of this research has been channeled to the University of Wisconsin Land Tenure Center (LTC), a research and training institution established with A.I.D. funding in 1962 to concentrate on monitoring agrarian reforms then occurring in Latin America. The LTC has since diversified to study a broad range of land tenure arrangements and issues worldwide. The LTC staff is interdisciplinary, including experts on rural sociology and

and develop ways in which ARDOs could be provided with the type of practical guidance needed for projects which affect or are affected by land tenure arrangements in the LAC countries. This collaboration resulted in the LAC/DR-sponsored workshop at Manresa, Maryland in April 1984 to help define the type of applied research necessary to provide policy guidance for projects. This workshop, which brought together 60 participants, including the LAC Mission ARDOs, cabinet-level ministers, and university scholars from the LDCs, defined the TSLM project's research topics. The consensus among those attending was that a regional collaborative research effort on certain common themes in the region was required as a way of producing important generalizations which would be replicable under a variety of circumstances. The Project Paper for the TSLM Project was a direct response to Mission's requests for a regional research approach.

2.2 Project Description

2.2.1 **Funding.** The LAC TSLM project is funded as a regional bureau buy-in to the S&T Cooperative Agreement with the LTC, under the Access to Land, Water and Natural Resources II project, which was renewed on August 1, 1989, and is now commonly referred to as "Access II."

- The project has been amended twice. In 1988 it was amended to incorporate a Washington-based land tenure advisor position, which had been funded as a separate buy-in to the S&T Access I project since 1983. The position was incorporated into the TSLM project in recognition of the close working relationship between the technical advisor's activities and the LTC research. A second amendment in 1988 provided for additional research on land markets in the four A.I.D.-assisted Central American countries, and on agrarian reform production cooperatives in Honduras and El Salvador, to respond to a Congressional mandate. The Project Assistance Completion Date (PACD) is June 1990.

- LAC Bureau funding for the project is $1.15 million; S&T and PPC contributions to the research carried out in the LAC region over the life of the project is over $2 million. Field contributions for tenure-related

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agricultural economics. The LTC is also able to access other specialties within the University community to supplement its core staff. Full-time staff have both research and teaching functions within the University of Wisconsin.

activities over this same time period are estimated to be $1.4 million. Adding the University of Wisconsin contributions of $50,000,[3] resources directed to tenure-related activities over the life of the project total over $4.8 million. At the same time, the Missions have funded over $150 million in tenure-related projects over the life of the TSLM project.[4]

2.2.2 **Implementation mechanism.** The TSLM project funds research activities in the LAC region implemented by the LTC. The project funds two full-time positions, a Project Coordinator (PC), who worked out of the LTC in Madison, and the Land Tenure Technical Advisor (TA), who worked out of Washington. The project also partially funds salary costs for other full-time staff, including the LAC Program Coordinator at the LTC (see Exhibit 1).

2.2.3 **Project Objectives.** Specific project objectives are to carry out cross-country and longitudinal research on how land tenure patterns affect three sets of interrelated development issues: economic issues (investment decisions, cropping patterns and agricultural productivity); rural development issues (employment opportunities, income levels, rural poverty and the rate of urban-rural migration); and environmental issues.

- The project's principal research areas are: tenure security through improved titling and land registration systems, the potential for farm land markets to increase access to land, and second generation problems of existing agrarian reforms. A second set of priority issues highlighted in the Project Paper are land tenure impacts on steep slopes and tropical lowlands, and the effect of structural changes in the agricultural sector on the use of land and tenure arrangements.

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[3]This contribution refers primarily to support for research on the agrarian structure theme. It does not represent all University contributions to the Collaborative Agreement or the TSLM project. The Access II Project Paper estimates that total University contributions over the 10 years will add up to approximately $2.15 million.

[4]This figure is based on a review of the LAC Mission portfolios. It includes all major projects operating since 1984 related to titling, registration, land market development, and elements of other projects in which land tenure issues play a major role (watershed management in Haiti, for example).

EXHIBIT 1

LTC BUDGET FOR TSLM RESEARCH THEMES
(1987-1990)

FUNDING SOURCE

ITEM	S&T	PPC	TSLM	MISSION	TOTAL
			in US$		
	(Percentage of total line item in parentheses)				
1. LTC Staff Salary Support*	1,179,109	29,832	561,646	504,688	2,275,277
	(52)	(1)	(25)	(22)	(100)
2. Benefits	258,664	1,790	102,412	67,219	429,085
	(60)	(.4)	(24)	(16)	(100)
3. Travel**	53,700	3,000	156,000	219,037	431,737
	(12)	(1)	(36)	(51)	(100)
4. Other Direct Costs***	45,178	13,250	76,900	294,212	438,540
	(10)	(3)	(18)	(67)	(100)
5. Indirect Costs	702,579	23,941	255,337	299,954	1,281,811
	(55)	(2)	(20)	(23)	(100)
TOTAL	2,247,230	71,813	1,152,295	1,385,110	4,856,448
	(46)	(2)	(24)	(29)	(100)

* Not all S&T core funding for staff goes directly for TSLM support activities, but much of it indirectly benefits the TSLM project, by supporting critical LTC staff such as the LTC Director, the Associate director, the financial management staff, etc.

** Includes per diems and airline travel costs.

*** Includes insurance, supplies, communications, dissemination/publications costs.

3. EVALUATION METHODOLOGY

The information gathered for this evaluation comes from five sets of sources.

3.1 Survey of LAC Missions. All 13 LAC Missions responded to a short questionnaire sent on January 22, 1990. The questionnaire sought Mission personnel opinions regarding the relevance of project-related research to the Mission and the host government. The survey also gathered information on linkages created by the project with local research institutions and government policy makers.[5] Finally the survey sought Mission opinions regarding current project management and projected demand for land tenure related research in the host country over the next 5 years. The survey questionnaire and tabulated responses are in Appendix B. No ADCs were included in the survey.[6]

3.2 Interviews with A.I.D. Project Management in Washington. Individuals who either had been or continue to be connected with the project were interviewed. These included individuals in the LAC Bureau, S&T personnel related to the S&T Access I and Access II projects, and the former PPC coordinator. These interviews sought to establish the effectiveness of the project, the manner in which the project has been managed, and its relationship with the S&T Access I and II projects, particularly the extent to which the two projects have complemented each other and supported research initiatives and Mission demands. The list of interviewees as well as summaries of the interviews are in Appendix C.

3.3 Interviews with the LTC Project Staff. In February 1990, the evaluation team travelled to Madison, Wisconsin to conduct on-site interviews with individuals connected with

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[5]Though it would have been desirable to interview host-country institutions, both research-oriented and land reform agencies, time limitations and OE funding shortages precluded any visits to the field by the evaluation team.

[6]Though the PP highlighted the desirability of carrying out TSLM research in ADCs, no research activities were carried out in these countries primarily because of lack of funding resources available to A.I.D. representatives in this area. USAID/Paraguay, however, did call on the TSLM project recently to assist the government in analyzing a tenure-related research program.

the project, either as support staff or as members of various field research teams. The evaluation team sought to gather data on personnel activities in the field, explore issues related to project research quality and discuss project finances, management and staffing issues. The list of people interviewed by the evaluation team in Madison is provided in Appendix D.

3.4 Interviews with Land Affairs Experts outside the LTC. The Evaluation Team also sought the views of experts on land affairs issues regarding the quality of research being produced by the LTC, the relevance and contribution of project research to knowledge on land/resource tenure issues, and to explore options regarding future need and demand for a similar project in the future and sources of technical assistance. Experts consulted included members of the LTC Advisory Board.[7] The list of individuals interviewed as well a summary of their responses can be found in Appendix E to this report.

3.5 Accounting/Financial Reports and Project Documentation. In addition, the evaluation team also reviewed LTC reports on project expenditures, including travel and staff time. It reviewed and assessed the quality of the major papers, case studies and reports produced under the project. It also reviewed project workplans, SARs and project documentation, including the PP for the TSLM and the Access I and II projects as well as the midterm evaluation of the Access I Project Paper Amendment.

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[7]The Advisory Board was created as a result of the 1982 evaluation of the LTC conducted by John D. Montgomery, John P. Powelson and G. Edward Schuh, et al. (referred to as the Montgomery Report). This report recommended among other things the establishment of an independent advisory board to help establish institutional links outside the LTC that would protect against administrative and intellectual in-breeding, give the LTC greater visibility within the University and on the national scene, and reinforce its credibility with A.I.D.

4. EVALUATION FINDINGS

This section presents data from each of the sources of information cited in section 3 to address the 4 key sets of issues highlighted in point 1.2:

- Project impact and relevance
- Quality of the research produced
- Effectiveness of project management structure
- Implications for future Bureau activity

4.1 Project Impact and Relevance

4.1.1 **Direct impact of TSLM Project outputs on A.I.D. LAC activities.** TSLM project research has supported a variety of Mission projects and programs in the LAC region (Exhibit 2). All Missions where TSLM research was done believe that the project has made important contributions to more informed policy dialogue and program and strategy design: (See also Appendix B, questions 14 and 15.)

- In the Dominican Republic, the Mission reported that LTC research findings were instrumental in convincing the GODR to consider a major change in its titling issuance policy.
- In Honduras and Panama, research results counseled against greater expenditures on titling programs in the absence of other types of development work. The findings in Honduras contributed to the development of a more integrated approach, incorporating land titling activities into other rural development projects.
- In Guatemala the project assisted in the evaluation of the Mission-supported Commercial Land Markets Project with the Penney Foundation. This activity, as well as other research and technical assistance activities supported by the TSLM project, contributed to the development of the Mission's land market strategy.

EXHIBIT 2

MAJOR PROJECTS IN THE LAC REGION WHICH HAVE BEEN SUPPORTED BY THE TSLM PROJECT

COUNTRY	PROJECT	SUPPORT PROVIDED BY TSLM	DATE	PROJECT FUNDING LEVEL
GUAT	Commercial Land Mkts. II (520-0343)	Design, monitoring, research	'85-92	$10.5mn
*	NPD-Rural Land Financing (520-0389)	Background studies, design	'92-	$10.0mn
HON	Small Farmer Titling Project (522-0173)	Evaluation, land market study	'84-90	$12.5mn
*	Non-project sector assistance	Background studies	'91-	
COSTA RICA*	PL-480 support for Fidecomiso Agrario	Feasibility study	'90	C50mn
ECU	Land Titling Project (518-0059)	Re-design, evaluation, land market research	'85-90	$10.3mn
DOM REP	Ag. Policy Analysis Project (517-0156)	Assessment of land markets		
HAITI	Targeted Water-shed Management Project (521-0191)	Tenure analysis, impact assessment, training	'87-91	$15mn
RDO/C (St. Lucia)	Land Registration & Titling Project	Design, evaluation, land market study	'83-87	$7.2mn
JAM*	NDP-Agricultural Land Markets (532-0167)	Background study, Design	'92-97	$5mn

* Activities requested by the Missions for the second half of 1990.

- In Haiti, where fragmented parcels held under a multiplicity of tenure forms are a major constraint to adoption of new technologies, project research findings relating tenure systems to soil conservation practices led to what the Mission believed was a very useful workshop to train field workers and extension agents in a watershed management project. It also led to the development of an instrument to measure the effect of land tenure on watershed activities and vice versa.

- USAID/Ecuador reported that TSLM project research provided valuable data for the re-design of its Land Titling project, drawing on the experiences in Honduras and St. Lucia. The Mission has asked that TSLM research on land markets be the basis for the development of a land tenure policy dialogue agenda and land market project during the coming year.

- In the Caribbean, research findings provided guidance to Mission personnel and host country governments in the region in the design of registry modernization and improved land management programs.

- TSLM research findings in the region are being used to develop a land purchase financing program for the Costa Rican government.

- Recently, the TSLM project served as a useful vehicle for providing expertise in land tenure issues in Paraguay, a country where there is no A.I.D. Mission. The knowledge gained from research in other countries was used by the LTC to provide relevant and timely assistance in that country.

- In Washington, the TSLM project assisted in interpreting and applying the A.I.D. Policy Determination for Land Tenure (PD-13) in the LAC region, by developing the Central America Land Market Profiles and through the data gathered for the forthcoming TSLM state-of-the-arts papers on land markets and titling.

4.1.2 Distribution of project impact by research themes and regions

Below we examine the extent to which the project research efforts have been balanced among country and regional issues and themes.

- **Project outputs in relation to workplan goals.** A large volume of research -- over 50 documents -- was produced directly or indirectly under project funding. A review

of the annual workplans shows that the LTC researchers were able to carry out most of the research activities they set out to perform. In some cases, however, research begun in a country could not be completed. In Haiti political events have put on hold much of the Mission's activities. In St. Lucia only the baseline portion of the survey could be completed because of delays in Mission funding. In Ecuador, survey implementation was cancelled since the titling project was suspended due to lack of cooperation from the government's implementing agency.

- **Thematic balance and integration of project output.** The impact of research activities depends on the balance achieved among various themes and issues as well as on the extent to which they have been integrated logically, enabling the LTC researchers to work towards a synthesis of findings and implications of work done on each theme in a variety of settings. In this respect the project must also be rated favorably. Exhibit 3 classifies project output by themes emphasized in each report or document. Of the 3 principal themes on the research agenda established in the Project Paper, land markets received the greatest emphasis, probably reflecting strong A.I.D. and Congressional interest in land market issues in Central America. Of the two secondary themes, considerably more attention was given to agrarian structure than to natural resource/environmental issues. The latter tended to be touched upon as part of papers dealing primarily with other themes, rather than being the primary focus of research, except in the case of Haiti.

  Exhibit 4 shows the distribution of TSLM LAC project expenditures by theme. Again, most of LAC project funding also supported land markets research: approximately 30 percent of LAC funds have been used to finance activity under the land markets theme; 15 percent supported research under the titling theme, 10 percent under the post reform structure theme, 14 percent on the agrarian structure theme and 8 percent on natural resource management issues.[8] Fifty-three percent of Mission counterpart funding concentrated on the titling theme, reflecting the fact that there were several large Mission projects which dealt with these issues.

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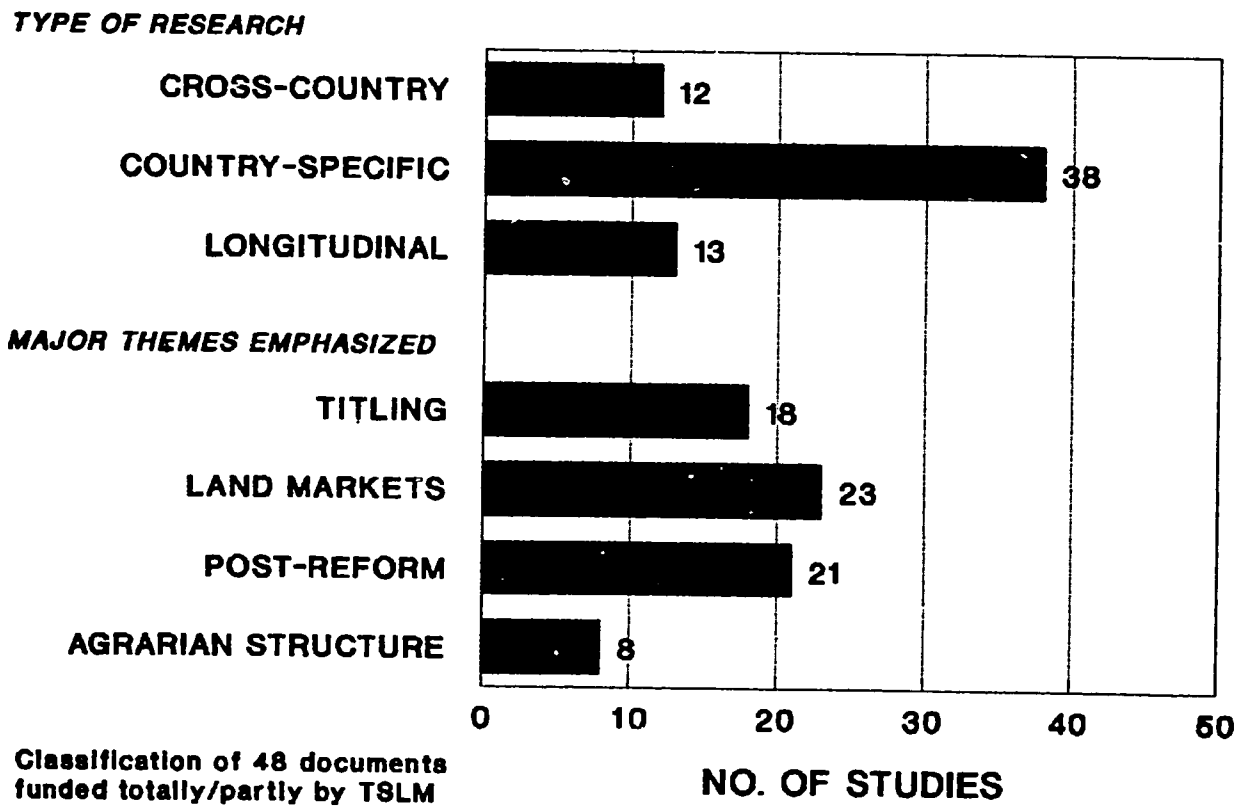
[8]The remaining 23 percent provided support for project core staff, including the Washington-based LTC technical advisor and the Project Coordinator.

EXHIBIT 3
CLASSIFICATION OF TSLM RESEARCH OUTPUT



Classification of 48 documents funded totally/partly by TSLM

EXHIBIT 4
EXPENDITURES ON LAC RESEARCH BY THEME AND FUNDING SOURCE
(1987-1990)

FUNDING SOURCE
(In percentages of totals for each funding source)

Theme	TSLM	S&T	MISSION	PPC	U of W	Total ($)
Core Support*	24	53	0	0	0	28
Second Generation[1]	10	20	3	0	0	12
Agrarian Structure[2]	14	12	0	100	100	11
Registration/ Titling[3]	15	6	53	0	0	22
Land Markets[4]	30	6	37	0	0	21
Natural Resources	8	3	7	0	0	5
Total	100	100	100	100	100	100

* Not all S&T core funding for staff goes directly for TSLM research support activities, but much of it indirectly benefits the TSLM project by supporting critical LTC staff such as the LTC Director, the Associate Director, the financial management staff, etc.

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[1] In 1990 the second generation and agrarian structure themes were combined into one theme: "institutional and structural."

[2] The figures for this theme include 1990 funding for the new institutional and structural theme created in 1990, though some of these funds could have been spent on second generation issues.

[3] In 1990 the registration/titling and land markets theme were combined into one theme: "land markets."

[4] The figures for this theme include 1990 funding for the new land markets theme created in 1990, though some of these funds could have been spent on titling and registration research.

The TSLM project has been effective in interacting closely with the S&T Access I and Access II projects and Mission-funded projects, to link research studies and analysis. In some cases the TSLM project funded researchers who analyzed data produced as part of other projects in other countries. For example, many of the studies on post-reform issues focused on and built upon the findings generated by research on agrarian structures funded not just by S&T but also by PPC and the University of Wisconsin. Exhibit 4 illustrates how funding from several sources was blended to support research in the LAC region under each theme.

This type of relationship among funding sources and studies is entirely appropriate; one of the key objectives of the project was precisely to help synthesize, interpret and build upon the research developed on the various themes in a variety of different countries and contexts.

- **Thematic Relevance.** Project impact also depends on the relevance of the issues studied under each theme for the LAC region and the degree to which the research results are used by the Missions and the host country. The view was expressed, by both an A.I.D. and an outside expert on land affairs, that LTC research focused on too narrow a set of issues within given themes. The former felt that research on land markets concentrated almost exclusively on credit needs, while the latter believed that insufficient attention had been given to tenure security-related topics such as colonization and common property rights.

  The evaluation team's own review of the research documents has not borne out these impressions. The team believes that generally the LTC has been able to investigate a satisfactory range of issues, given the amount of funding available and thus the impossibility of addressing a wide range of topics within each theme. Colonization and common property rights were in fact the focus of several papers, although other tenure-related subjects received more attention. On the other hand, it is fair to say that some important gaps do remain in terms of the range of issues explored, especially those which are important for understanding land distribution through the market. For example, outside experts have noted and LTC researchers acknowledged that much of the work on land markets focused primarily on buying and selling arrangements. But there are other mechanisms for effecting land transfers, such as rentals, which have not been explored as fully under the present research agenda.

Part of the reason why the focus has been limited is that much of the research in this regard has centered on Guatemala, where a major land markets development program based on voluntary land sales was taking place. But the data gathered from the Guatemala research have provided the foundation for research into other land transfer mechanisms.

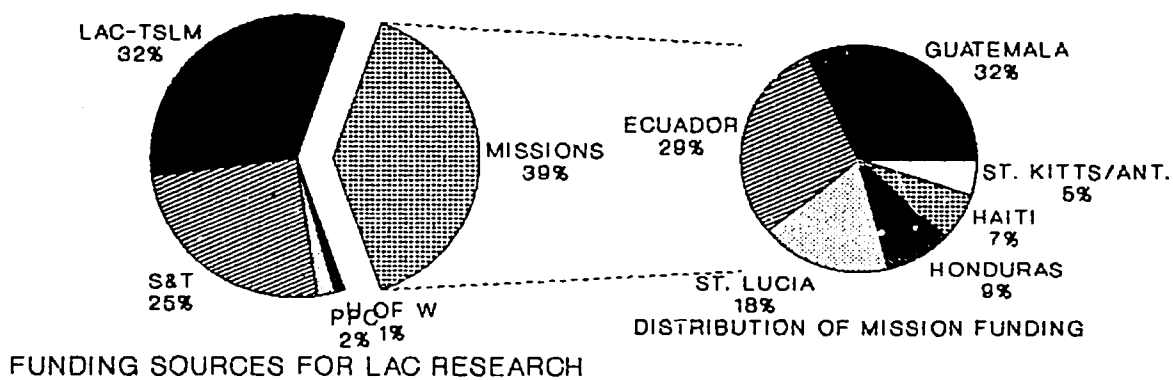
- **Regional balance of project output.** To the extent that research was truly regional in coverage, results across a variety of countries can be compared and the validity and credibility of conclusions at a regional level enhanced. Mission interest in the project, based on the total amount of buy-in funding, was high. Exhibit 1 shows that Missions contributed a total of almost $1.4 million in buy-ins to the project, compared to $1.15 million contributed by the LAC TSLM project funds and over $2.0 million from S&T funds. Thus for every 1 dollar of LAC funds the Bureau got over 3 dollars of activities funded in the Missions. But Exhibit 5 shows that the TSLM research activity was limited to relatively few countries; 88 percent of all Mission counterpart funds came from 4 countries in the region (Guatemala, Ecuador, St. Lucia and Honduras).

  Exhibit 6 shows the total amount spent on LTC travel and field research activities which took place in each country during the life of the project. Over 50 percent of TSLM project-funded travel was in Guatemala. Five countries, Guatemala, Honduras, Haiti, St. Lucia and Ecuador, together account for 89 percent of the TSLM travel expenditures.

  The level of Mission funding depended on whether the Mission had a project in progress (though some countries such as El Salvador, which had a number of tenure-related activities, chose not to buy into the TSLM project). Where there was no land tenure or titling project, such as in Peru, Bolivia, and the Dominican Republic, Mission funds were more difficult to access. Thus, despite the fact that the project grew out of Mission interest and that it tried to respond to and fill a gap in terms of felt research needs and real demand for data in the region, ongoing Mission portfolio activities determined where the bulk of TSLM funds were channeled and greatly influenced the activities of the LTC Staff.

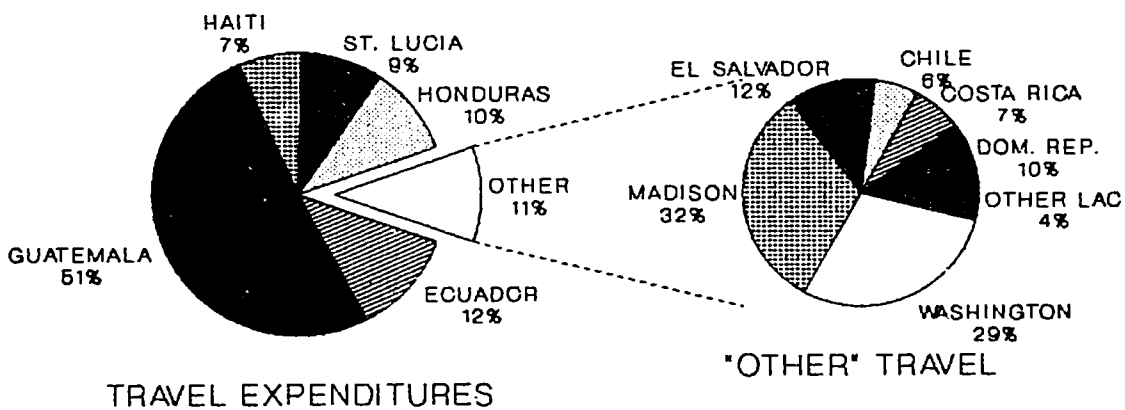
  The emphasis on Guatemala is explained by the fact that the TSLM project played a significant role supporting an innovative pilot land market project with the Penny Foundation, resulting at least in part from a $5

EXHIBIT 5
DISTRIBUTION OF FUNDING FOR
TSLM RESEARCH ACTIVITY



FUNDING SOURCES FOR LAC RESEARCH

EXHIBIT 6
ANALYSIS OF TSLM-FUNDED TRAVEL BY COUNTRY



million Congressional earmark for land projects. Again, the TSLM project supported research carried out as part of the project identification and design activities in expanding the Penny Foundation project funded by this earmark.

The survey of the Missions confirms that the main limitation to greater use of the project in a larger number of countries has been Mission budgetary constraints (Appendix A, question 22). But responses also suggest that many Missions do not take into account the impact of tenure issues on their own development priorities. Missions which had not carried out TSLM research are less likely to think that land tenure issues are related directly to any of their activity areas. In part the low priority assigned to land tenure issues may be, as some Missions note in their responses, because these issues are not regarded as being very important in the country. In part some Missions may feel that tenure issues are too "sensitive" politically. One of the roles of the TSLM project was to educate practitioners in the field about the relation of land tenure to agricultural development activities and to provide objective data on this relation. The evaluation team believes that the relatively low emphasis placed by the LTC on proactive, "educational" activities that communicate the relationship of tenure to other development activities may have limited its potential impact on Mission and host country programs and policies.

4.1.3 Accomplishment of TSLM project synthesis goals

One of the principal aims of the project was to help synthesize knowledge on land tenure issues as they applied to a variety of themes. To this end the Project Paper contemplated the production of a number of specific outputs. The status of each of these outputs contemplated in the Project Paper is as follows:

- **Two state-of-the-art papers which synthesize the research work on land transfers and the effects of tenure security.** These papers are ostensibly among the most important contributions of the project, but they are not due until the PACD (June 1990) and since they were not completed, they could not be assessed by the evaluation team. The evaluation team did have a chance to discuss with LTC staff and researchers the substantive content of these papers and assess the progress made to date. The early departure of the TSLM Project Coordinator, who was also the "expert" in the Center on land markets, left a temporary void in the preparation of the land markets paper. The LTC

Director acknowledged the gap created by his departure but the LTC has mobilized other researchers to finish this work and its completion does not seem to be behind schedule.

- **A policy and program guideline paper for ARDOs which addresses the effects of land tenure issues on the design and implementation of projects.** This was produced, but delivery of the final product did not occur until 1989, over 18 months behind schedule. The paper was to help ARDOs conceptualize research questions and help educate practitioners in the field regarding the basic issues under investigation by the project -- and it accomplishes these objectives well. Nevertheless, its lateness may have detracted somewhat from its usefulness and contribution to the education process contemplated in the project; as such, it may have contributed to limiting the geographic scope of project research activities.

- **Two sets of long-term research papers -- one documenting the effects of titling programs and another analyzing the technical aspects of different titling delivery systems.** The latter paper has been completed. The former is still being produced, but its production seems to be on schedule.

- **A workshop to disseminate and evaluate the research papers on each of the common themes studied.**[9] The decision was made in LAC/DR/RD to combine the presentation of these results with the bi-annual ARDO workshop. This workshop was to have taken place in late 1989. However, Bureau funding constraints have put such a workshop on hold indefinitely. Alternatives should be explored, such as organizing regional workshops. The LTC bears no responsibility for the delay in completing this project output.

4.1.4 Potential for long-term impact in the LAC region

In the preceding sections we have concentrated on evaluating the project's outputs and its immediate use to the Missions and host country governments. But the success of the project depends not just on its immediate direct benefits. As noted above, the project goal was to help provide A.I.D. and LDC project managers with the analytical basis and rationale for developing and

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[9]It is important to note that the LTC has organized 2 in-country workshops to discuss research methodology and preliminary findings of specific research projects. Two Missions noted in their responses to the survey that these have been very useful.

implementing tenure-related programs and projects.[10] This goal implies the need to look beyond immediate direct contributions to specific activities (as highlighted in point 4.1.1) and evaluate the impact of the project on policy-makers' thinking regarding land tenure and its relationship to other development issues. Below, we examine the extent to which the project outputs can be expected to make a continuing contribution to Bureau and Mission's capabilities in this regard.

- **Contribution of the project to understanding resource tenure issues and their relationship to development goals.** Based on a review of the research outputs and interviews with various land affairs experts in A.I.D. and the university research community, the evaluation team believes that research under the TSLM project has increased understanding of resource tenure issues and their relation to agriculture and rural development goals. Moreover, the evaluation team believes research outputs have significantly improved Mission and host country capabilities to identify and correct policy and other constraints directly or indirectly related to land affairs. The most important substantive findings of the research are summarized in Exhibit 7.

  The TSLM project's ability to make significant contributions to the understanding and analysis of land affairs issues is in part the result of its effectiveness in pooling resources and experience from a variety of sources. The TSLM project allowed the LTC to support a specialized staff to help coordinate the investigation of land tenure issues in a variety of settings and supplement the research and knowledge base in one country with the experience and knowledge gained in another. The project came at a time when two Missions had large titling projects under way (St. Lucia, Honduras). The funding for the TSLM project allowed the Bureau and the Missions to use these projects as an opportunity for exploring several approaches to land titling as well as investigate the impact of titling on socioeconomic variables across a variety of settings. TSLM funding provided stability for LTC staff, allowing it to build a knowledge base and giving continuity and depth to research activities.

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[10]As explained later, the evaluation team believes that a more appropriate goal would have been "to help provide A.I.D. and host-country personnel with the analytical base and rationale for developing and implementing programs and projects which appropriately take into consideration land tenure-related concerns."

EXHIBIT 7

KEY RESEARCH FINDINGS OF THE TSLM PROJECT

Land Titling and Registration

- Customary, nonformal mechanisms for defining and displaying land rights in the LAC region are stronger than commonly believed and have some advantages over formal, registry-based systems when these systems do not function well.

- The "family lands" tenure form in St. Lucia is less of an obstacle to agricultural performance than is widely believed.

- Land titling, by itself, does not always permit farmers to increase their income-earning capacity. Moreover, land titling does not always rank near the front of a sequence of measures needed to raise small farmers' incomes, including reduction of price and marketing controls, improved credit availability, and technical assistance. Titling is thus only one component of a broader rural development strategy.

- Titling programs should be linked to broader efforts to reform land registration systems and thus provide key information for dealing with issues such as resource conservation.

Land Markets

- Research on the voluntary dissolution of haciendas in Ecuador provides insights not only into landowner motivations for selling, but also into the ability of small farmers to acquire land and to successfully pressure both traditional elites and the state into facilitating voluntary land transfers.

- Research in Ecuador, Guatemala, and Honduras suggests that parcelization and titling of small parcels will not necessarily lead to a reconcentration of landholdings in the relatively short run through land market operations.

EXHIBIT 7
(continued)

KEY RESEARCH FINDINGS OF THE TSLM PROJECT

Second Generation Problems of Agrarian Reforms

- Group farms can be viewed as institutional "bridges" to other forms of enterprise organization, ranging from individual parcel management to vertically integrated agro-industries.

- Research in Peru, Honduras, and El Salvador demonstrates that it is important to separate problems intrinsic to cooperative enterprises from external problems affecting their viability/efficiency. The latter are sometimes more important in explaining overall cooperative performance.

- The success of any form of farm enterprise is directly related to farmers' commitment to that enterprise, i.e. their "expected period of association." The weaker that commitment, the more likely that investment and profits will be low, loan delinquency will be high, and the environment will be at risk.

Agrarian Structures

- Modeling factors which influence the evolution of agrarian structures in Latin America, using agricultural census data, point to the growing importance of the mid-sized, family-owned commercial farm. The growth of this sector is highly sensitive to labor and land market conditions.

- Analysis of agricultural census data in Brazil suggests there is a strong connection between the growth of commercial agriculture and land producers in frontier areas and the clearing of tropical forests. The research suggests that these producers may be a more important force in the dynamics of deforestation than permanent settlements of landless subsistence farmers.

Fragile Lands

- Research in Haiti reaffirmed and documented the effect of tenure status on peasant land use decisions, with regard to both cropping and conservation practices. The success of projects to encourage the adoption of new practices depends on how effectively project designs takes into consideration the tenure factor.

Moreover, the TSLM project enabled the LAC Bureau to directly affect the direction of the research carried out under the Access I and Access II projects and direct resources towards addressing those issues of most interest to the region. The S&T Access I project covered a total of 10 themes, not all of which were relevant to the LAC region. The TSLM project enabled the Bureau to effectively channel Access I resources into those areas where they needed to acquire the capability to respond quickly to rapidly emerging inquiries from legislators, both in the United States and in Latin America and the Caribbean. The Access I and Access II project staff in the S&T Bureau interviewed for this evaluation believe that such a focus would not have been possible without the TSLM project resources. The ANE Bureau, by comparison, has opted not to buy into the Access projects; as a result the LTC has little expertise on the region even though land issues have been a concern in at least a few countries.

The evaluation team estimates that the S&T project also funded a substantial portion of the administrative costs directly related to the design and implementation of LAC research. In this regard the LAC Bureau was able to enhance its response capability in the area of tenure much more cheaply than through any other contracting mechanism (see point 4.3.1 below).

- **Long-term benefits of the project to the Missions.** The substantive findings highlighted in Exhibit 7 seem to have been used most often and effectively in the design a Mission strategy and in policy dialogue with the host country government (in 67 percent of the cases). To the extent that substantive findings have been incorporated into the development strategies and policy dialogue agendas in these countries, the benefits of TSLM research have the potential of going far beyond the immediate effect on a specific piece of legislation or project.

- **Long-term relevance of the project to the LAC Bureau.** The substantive findings highlighted in Exhibit 7 have had a clear impact on the Bureau's analytic capabilities in the area of land affairs. Rapidly unfolding events in Latin America and the Caribbean during the 1980s required the Bureau to respond quickly to requests for research and information. TSLM research findings have increased the Bureau's capability to respond to this and other similar inquiries in a timely and appropriate manner. Moreover, the TSLM project has enabled the LAC Bureau

to provide leadership to the Missions and the Agency in anticipating new land tenure issues. The basic research under the agrarian structures theme has led, for example, to the investigation of the relationship between the strategies to promote production of non-traditional agroexports and small farmer land access and income. In large part because of this project as well, the LAC Bureau has been able to take the lead in defining non-coercive mechanisms for influencing land distributions through land market interventions. The state-of-the-arts papers on land markets and titling will synthesize research findings to date and outline the emerging questions in these land affairs themes.

- **Relevance of research findings outside the LAC Bureau.** The evaluation team found that some of the LTC research findings in the LAC region are being assimilated and institutionalized within other parts of A.I.D. and the donor community. In one instance highlighted for the evaluation team by Joan Atherton (AFR/DP/PPE), LTC research findings on second generation issues of agrarian reforms and cost-effective approaches for increasing tenure security, were used by the Africa Bureau's Executive Committee for Project Review to suggest changes in state farm divestiture policy objectives in a Mission's PAAD. Lessons from the LAC Bureau research on land market stimulation were relevant in assessing the effectiveness of various proposed interventions for affecting production patterns through tax policies in another Africa Mission. The LTC also held a well-regarded tenure research methodology workshop for World Bank staff.

- **Dissemination of research findings.** The TSLM project has had the most visible impact on the strategies and policies of those countries where there has been a significant amount of research activity (Exhibits 2, 5 and 6). But, as noted above, its reach to other countries in the LAC region has been more limited. This has limited the diffusion of TSLM project benefits in the region.

  The extent to which the output has contributed (and will be able to continue contributing) to enhancing understanding and ability to analyze land affairs issues in the context of development goals throughout the region depends directly on **the extent to and the manner in which the findings are disseminated.**

  Access to research findings is a function of both: a) the extent to which research reports reach practitioners in the field and b) the skill with which

these findings are presented and made "user friendly" to field practitioners. Clearly, an institution may do very well in terms of dimension "a" but still have a negligible impact on policy or project design and implementation because few policy makers can take the time to sift through the studies to find the information they needed, or relatively few have the knowledge base required to apply research findings to their own particular situation.

Since the S&T Access I mid-term evaluation, the LTC has improved its ability to ensure all publishable results are produced and mailed in a timely manner. The Access II project has increased the amount of resources for dissemination activities with very positive and significant results. For example, the LTC Library has computerized and placed on line nearly all its collection. The LTC Librarian reports that request and inquires for material doubled since the computerization of its publications database.[11] The librarian also reported that the LTC collection is expected to soon become part of a consortium of universities with outstanding Latin American studies collections; this again will increase access to research findings and strengthen the LTC's dissemination capabilities, as will the incorporation of the LTC collection into the university-wide library system. Moreover, since the mid-term Access I evaluation the LTC has hired a professional editor on a half-time basis (divided equally between LAC and Africa Bureau material), which has in turn decreased considerably the time between the analysis of the research results and their report in an LTC publication.

While the above actions have improved access to research findings, they have had a lesser effect on improving the effectiveness with which research findings are translated into practical field applications. Responses to the survey suggest that the TSLM project has been weakest in its ability to

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[11]Nevertheless, the evaluation team feels that usage of the LTC publications and resources is still fairly limited. The LTC librarian reports that in 1989 the library answered just 27 requests by mail for information (21 of these for information about Latin America). In the past 6 months the librarian has recorded 10 visitors from off campus who have come to do research regarding the LAC region. These figures would not include library usage where assistance was not required. Also, LTC researchers often respond to information requests directly without involving the library.

communicate findings to the field. Given the fact that one of the main purposes of the project was to disseminate greater information about the effect of tenure on a variety of development issues, it is troubling, as noted above, that project research has been limited to fewer than half the LAC Missions. The importance of dissemination is underscored by the fact that 4 of the 6 Missions which have carried out TSLM research reported having found use for the comparative studies done in other countries.

All Missions where TSLM research was carried out rated most of the research as "very useful/relevant." The Missions were particularly impressed by the LTC personnel's knowledge of the substantive area and their contacts and knowledge of the country (see Appendix B, questions 3 and 4). But 4 of the 6 Missions in which there had been substantial work done under the TSLM project also thought that the research findings could be made more relevant or useful by improvements in the manner in which these results are communicated/presented to the field.

The evaluation team believes that the priority at this point is the development of alternative dissemination technologies to increase the effectiveness with which the information and findings are communicated and translated into practical applications for field personnel in the Missions and the host countries, rather than actions to increase the supply of publications to the field. This includes improving the manner in which the findings are presented in the current LTC reports. While the evaluation team would give the LTC generally good marks for the clarity of the writing and the organizational structures in the final versions of the papers, many current publications lack a short abstract or an executive summary to highlight in particular the policy/program implications of the research findings.

In addition, the TSLM project's exploration and use of new dissemination technologies has been limited. One of the responding Missions noted that the use of better visuals and graphics might help make the results more understandable and accessible. An excellent video on a land market scheme in Guatemala has been produced; the LTC also plans to produce two other versions of the film to focus on several other land market models in Guatemala. The staff has yet to clearly define the target audience for these products or draw a detailed "marketing" or dissemination plan for them. This is a new and potentially very effective communication tool,

but it is clear that the LTC is still in the process of defining its uses and applications and that cost implications vs. effectiveness need to be analyzed.

The LTC plans to investigate the possibility of transforming some of the research findings on the tenure aspects of natural resource management into short, easy-to-read "cases studies" for use in training modules. The LTC has had experience with the use of such tools in the past; prior to the TSLM project some of its research findings on agrarian reform management models in the Dominican Republic were turned into such case studies for use in a variety of training settings with local policy makers and A.I.D. personnel, with very positive results.

Computer simulations are also potentially valuable communication tools. The LTC has been exploring the use of this technology for enhancing the communication of research findings, with limited results thus far. For example, the work on modeling agrarian structures has potentially very important implications for understanding the evolution of the capitalized family farm, the interrelationship between land markets and productivity, and tenure and resource management practices. To date this work has been published in academic journals only, and the computer simulation is not yet "user friendly" enough to make it accessible to the layperson. The modeling work needs to be made more accessible to practitioners out in the field.

Other potential dissemination channels include the A.I.D. publication to the Missions, Front Lines (one issue included a well-received article on the Penny Foundation work supported by the LTC), and the new LAC/DR newsletter (to which the LTC has already contributed some material). More regular contributions by the LTC to these publications would also help market their services and communicate key findings with wide applications to the field.

Dissemination could also be improved by increasing the outreach of the LTC Washington-based advisor. In theory this person is responsible for communicating research findings and knowledge acquired in the project to practitioners, as well as translating research findings into useful applications in policy dialogue, program/project design and strategy work. In practice, while the advisor has been of unquestionable and well regarded use in some countries (Haiti, Guatemala, Paraguay), her scope has been limited in part because so much of her time has been taken by research

coordination responsibilities, particularly after the departure of the Project Coordinator, assisting in Guatemala with research implementation, and responding to Congressional inquiries. In addition, the LTC Washington based advisor necessarily spent a large portion of her time on Washington-based technical assistance such as preparation of responses to Congressional inquiries.

Besides the Washington-based advisor, the LTC specialists working in the field should serve as vehicles for transferring information from one Mission to another. According to the survey of Missions, these specialists have been just as important as the Washington-based technical advisor for communicating knowledge of research findings on tenure. Development of their skills in translating research findings into useful applications in the field thus also deserves greater attention.

4.1.4 Contribution of project to building/strengthening local research institutions

Collaboration with local research institutions enhances project impact by contributing to the dissemination of research findings among the intellectual community in the country, and building up local capacity and interest in undertaking additional work in the future. Collaboration also enhances project relevance because local researchers provide depth of knowledge and understanding which makes it possible to interpret cross-national patterns and make the application of generalizations drawn from other contexts meaningful for the analysis of local problems. The TSLM project has collaborated closely with host country institutions through a variety of mechanisms.

- **Types of Institutions.** According to the survey one of the key factors making the research useful and relevant to the Missions has been the LTC's ability to use the contacts they have developed with research institutions in the field and draw upon local knowledge and expertise (Appendix B, questions 4, 11, 12). Over the life of the project the LTC has worked with over half a dozen research institutions. Most of these have been research and research/training centers. In some cases, they are affiliated with a local or regional center of higher education.[12]

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[12]In the case of Haiti, however, research has been carried out with local consultants, in the absence of a qualified local institution.

- **Types of Linkages.** The LTC prefers to subcontract to local institutions because this arrangement provides the local researchers stable funding over an extended period, and allows flexibility in developing collaborative research programs. The subcontracting mechanism is particularly valuable for young and growing research institutions in these countries, which often lack the capital base to fund a core staff. The subcontract mechanism also helps reduce A.I.D. overhead costs, both in present and future research projects, by building local consulting and analytical capabilities which can then be used to supply the Missions with technical assistance at much lower costs.

  Despite the superiority of subcontracting arrangements, the LTC has been able to carry out only two such agreements during the life of the project (1987-90) -- with FLACSO in Guatemala and the National Research and Development Foundation in St. Lucia.[13] Delays in the approval of contracts have constrained the amount of subcontracting undertaken by the LTC. According to LTC administrators, it takes on average 6-9 months for the A.I.D. Contracts Office to review and approve such subcontracts.[14]

  More recently, the LTC has been in the process of establishing, in collaboration with the College of Agriculture at the University of Wisconsin, a project with CATIE to develop that institute's capacity to undertake an interdisciplinary approach in the study of environmental issues, particularly in the development of a Master's program in bioconservation. This idea came from the LTC's work analyzing the effect of tenure arrangements on the management of fragile lands in agrarian reform settlements in the Dominican Republic. The project may receive some funding from ROCAP as well as European donors.

- **Benefits provided by the project to local institutions.** Researchers in LDCs, while having essential knowledge and insights of the national problems and issues, often lack the resources with which to carry out research, as well as training in current research methods. TSLM funds in a number of countries have made it possible for researchers to undertake costly survey work which

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[13]A quarter of all Guatemala funds have gone into subcontracting arrangements with FLACSO.

[14]According to the LTC, these delays are due to the Agency's practice of "batching" contract actions.

would not have been otherwise possible. This research not only has been important in strengthening the fieldwork skills of the staff, but also contributes to their teaching. In some cases, such as with CEPROD in Honduras, the field data have been used by university students in their thesis work. The LTC has also provided these institutions with training in the use of various types of software for data processing and analysis. In addition, the LTC has supported the development of the institutions' libraries by contributing research papers, copies of publications, and books.

Local research activities funded by the TSLM Project enabled local researchers to link up with regional research efforts.[15]

4.1.5 Contribution of the Washington-based land tenure advisor to project output and project impact

This position is unique to the LAC Bureau; no other regional buy-ins to the S&T Access I or II projects provide for such a position. As such it is important to evaluate the role of this position in the production of output and its contribution to project impact and relevance.

- The position has been critical for coordinating technical assistance with the design of research and synthesis activities. In particular the LTC advisor's basic tasks have been to maintain close contact with the Missions and A.I.D./Washington to review their strategies and programs from the point of view of tenure, to help Missions define tenure-related issues and to understand the tenure implications of agricultural and rural development programs. This technical advisor is responsible for communicating data and technical assistance needs and marshalling LTC and Bureau resources to meet these needs.

- The technical advisor has provided high quality, substantive and timely input, enabling the Bureau to respond quickly to emerging priorities in the region. For example, the LTC Advisor was instrumental in coordinating and consolidating research on land markets and cooperatives to produce, in a relatively short period of time, two well received studies in response to the Congressionally mandated inquiries into these

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[15]Activities, such as the workshop held in Ecuador for FLACSO and CAAP, have contributed to greater cooperation and interaction between researchers and research institutions across countries.

areas. The technical advisor also coordinated the TSLM response to the recent request for assistance from Paraguay in the design of a new tenure research project.

On the other hand, as discussed in point 4.1.3, the project's relatively limited ability to educate a wider array of field practitioners and present research findings in ways which were useful to the Missions, also suggests the need to place increased emphasis on the education and dissemination functions of this position in the future. The technical advisor's limited scope in this regard was in part due to due to the early departure LTC Project Coordinator. The Washington-based advisor was then charged with more intensive supervision responsibilities at the field level, limiting the time available for other tasks. The advisor, with Bureau approval, probably devoted a disproportionate amount of time to supervising research implementation in Guatemala. Though involvement in this research was valuable experience and increased the advisor's (and the Bureau's) knowledge of land market models, it also inevitably limited time available for other countries. More frequent reviews of the advisor's activities by the Bureau, to reassess the relative emphasis to be placed on each of the wide variety of activities with which the position had been charged, may help increase the position's effectiveness in the future.

4.1.6 Contribution of the common theme approach to project output and relevance

- The TSLM project, by focusing activities on a specific research agenda, was <u>instrumental in keeping research in the region focused on those issues of most relevance and interest to the LAC Missions and the Bureau</u>. The project grew out of an interactive process with Missions and the Bureau. The themes highlighted in the TSLM Project Paper were those highlighted by ARDOs as top areas for research. The buy-in mechanism provided by the project allowed the LTC to build staff expertise and increased staff responsiveness to requests for information and technical assistance.

- The project themes also facilitated the researchers ability to synthesize and make valid generalizations from country-specific, project-related research. One A.I.D. specialist familiar with the project noted that this was particularly true for research in Ecuador, Guatemala, and Honduras.

- An A.I.D. specialist familiar with the project as well as a member of the LTC advisory board noted that the theme approach might have compartmentalized research findings and thus inhibited thorough discussion of major issues which cut across themes. Several outside specialists consulted for this evaluation also emphasized the importance of relating TSLM issues to broader development themes, in particular the topics of income distribution and the relative importance of crop vs. livestock production. There is some validity to these comments. The team's own review of the TSLM research outputs suggests that more could have been done to examine the relationship between TSLM issues and income changes, for example.

4.2 Research Quality

The evaluation team reviewed the research documents produced under the TSLM project. It also discussed quality control issues with LTC staff as well as experts on land affairs issues outside the LTC.

4.2.1 Research quality

- The evaluation team reviewed a nonrandom, but fairly representative sample of 17 project-related documents, including at least 3 each of the LTC Field Reports (blue covers), LTC research papers (green covers), LTC papers (yellow covers) and other documents. The documents were written by 16 authors and co-authors, ranging form graduate students to senior LTC staff and non-LTC/University of Wisconsin collaborators. In the opinion of the evaluation team, the overall quality of the research produced under the project has been consistently high. Several papers authored solely by graduate students are outstanding, reflecting not only their own abilities, but also the breadth of experience of their mentors. In these cases research results are not simply described and evaluated in a project-related context, but analyzed within an overall theoretical framework that facilitates a comparative perspective.

- The work on agrarian structure, while based on some restrictive assumptions, was found to be innovative. The analytical studies may be of limited direct interest to A.I.D. Missions because of their theoretical/technical nature, but this research has raised some important issues and is particularly helpful in putting TSLM concerns into a framework for analyzing broader issues of socioeconomic development.

- Outside professional judgment on LTC research, however, has not been as extensive as would be desirable, since the amount of research prepared for publication in refereed journals has been relatively modest. Most recent publications of this nature -- including some in well regarded journals -- have been in the area of agrarian structure, which has been of secondary priority to the TSLM project. It should be noted, however, that the results of some LAC-funded research have appeared in a recent (1989) book, Searching for Agrarian Reform in Latin America, edited by a member of the LTC and published by Unwin Hyman.

- Land affairs experts interviewed for this evaluation had uniformly high praise for the quality of the research undertaken by the LTC. Missions interviewed for this evaluation believe that the high quality of the research contributes significantly to the usefulness of the project and enhances the acceptability of recommendations based on research findings.

4.2.2 Research quality and methodology

The quality of the research must be judged also in terms of the appropriateness of the methodologies used to gather data with which to address the issues of concern to the project. The evaluation team believes that the LTC has done some excellent work in this regard.

- LTC research has balanced quantitative analysis of data gathered through extensive interviewing techniques used in surveys with intensive interviewing techniques of "case studies." The latter often complement and provide insights for the interpretation of the quantitative data. The most quantitative analytical work includes that based on longitudinal survey research on the effects of land titling in Honduras and, also in Honduras, a study that seeks to explain desertion rates from cooperative agrarian reform enterprises in terms of factor proportions and their institutional determinants. While one could raise some technical questions in the latter study, the overall approach has merit and the broad findings seem plausible. This research has been balanced with more qualitative case studies and represents one of several examples of efforts by the LTC to separate problems intrinsic to cooperative forms of organization from external problems affecting the efficiency/viability of these enterprises. Another quantitative analytical study currently under way in Guatemala will use survey data to explore the extent to which small farmers are

benefitting from nontraditional agro-export programs and the ways in which these programs affect tenure.

- The LTC has used longitudinal quantitative and qualitative studies to effectively explore important land titling issues. In those countries where there were large titling programs undertaken (Honduras and St. Lucia), longitudinal research has contributed significantly to the understanding of the ways in which tenure security through titling interacts with other factors (such as pricing policies and climatic conditions) to affect land management and investment patterns. Before TSLM research exploration of these issues relied primarily on cross-sectional research, which tended not to yield entirely satisfactory data. The findings in these countries have potential implications for all countries in the region.

- In fact, the evaluation team believes the project should have placed more emphasis on quantitative longitudinal analyses. Many important questions regarding the effect of titling on investment incentives, or the intrinsic value of the cooperative form of organization as a tool for accomplishing agriculture productivity objectives, can only be adequately addressed through such type of analyses.

4.2.3 Research quality control mechanisms

- The quality control mechanisms used by the LTC are similar to those used by academic research institutions maintaining high standards, and probably are superior to any of the internal quality control mechanisms available at a consulting firm. Papers are reviewed by the theme specialists and the LAC Program Coordinator. Only after such review does a report get a "blue cover," meaning that the report is ready for limited circulation within the Mission and the Bureau. This initial review also decides whether a report merits wider dissemination. Those which do receive greater scrutiny by the LTC staff through regular brown bag lunches to review field findings and conclusions. Moreover, the research findings also undergo the regular close scrutiny to which such work is regularly submitted within the academic community. LTC staff and researchers, as members of the academic community, have a strong incentive to conduct all research as rigorously as possible; otherwise findings will not stand up to closer scrutiny by peers, nor will they be able to receive the wider dissemination in academic journals and conferences desirable from the viewpoint of academicians. In this sense, the desires of A.I.D.

for high quality, credible research and those of the LTC as an academic and research institution for credibility are compatible.

Research quality is also maintained through the close association and linkages developed with local researchers and research institutions. The development of local capabilities for this type of research and analysis enables the LTC to maintain quality control over a variety of complex research projects in diverse settings.

4.2.4 The relationship between quality control and responsiveness to Mission and Bureau needs

- Several observers have noted that the structure of the LTC and its relationship with A.I.D. may detract from its ability to maintain the quality of research activities. The first structural problem stems from the LTC's interdisciplinary focus and organization. The argument is that because the LTC is not fully incorporated into the University as a department, but exists outside this environment and its full-time staff generally lack membership in a well defined discipline within the academic community, its researchers do not submit to the same internal control mechanisms exercised by the academic disciplines. On this first issue, the evaluation team could find no evidence of negative effects. While it is true that most of the LTC full-time staff lack a University appointment, it is also true that they are fairly well incorporated into the academic life at the University. All LTC staff members collaborate closely and regularly in research and teaching projects with other members of the academic community within and outside the University, and as such are subject to the scrutiny and rigors of not just one but several disciplines.

The second problem pertains to the fact that as a creature of A.I.D., the LTC is constantly submitted to pressures from the Agency for quick turnaround and quick evidence of results. Such pressures may lead the Center to give up some intellectual and methodological rigor in the interest of expediency. In this regard, responses from the Mission surveys do suggest that the issue of timing is an important one, though not the most important one for the Missions. Just one of the responding Missions felt that the utility of the findings has been reduced by the length of time it took to perform the research. In fact Missions felt that even if longitudinal and cross-country research does take longer to perform, the benefits in terms of

enhanced validity and credibility of the conclusions outweigh the costs (Appendix B, questions 18 and 19). Hence there seems to be no overt pressure from the field which might lead the LTC researchers to sacrifice quality or methodological rigor for "responsiveness."

Finally, as one member of the LTC Advisory Board noted, the LTC relationship with A.I.D. keeps the research focused on issues of interest and relevance to field practitioners. To the extent that more and more of the Agency's work is shifting from Washington to the field Missions, the University community increasingly views the LTC staff as a unique source of intelligence on what the areas of priority are for those who work in development at the practical level.

4.3 Effectiveness of the Project Management Structure

4.3.1 Appropriateness of regional support

- Regional support has been appropriate because there are important "public goods" benefits to be derived by all Missions in the LAC Bureau from certain types of research and analytical work. Mission survey responses suggest that A.I.D. personnel in the field have benefitted from the insights provided by a comparative perspective for their own work; in their view it has enhanced the validity and credibility of research findings. The Bureau itself has benefitted from the comparative perspective, enabling it to respond quickly to Congressional inquiries on the region. In their responses to the survey Missions acknowledge that they might not have been willing or able to fund research that was not entirely country-specific, though they could in fact benefit from this action.

  Moreover, Missions generally have a shorter-term view, making them reluctant to fund research activity which extends over a few years, though they would again derive real benefits from undertaking such research. Longitudinal research is also far more costly to undertake. Again, as noted above, Missions feel that they have benefitted from the types of longitudinal studies funded with TSLM support. In the absence of regional support, it is unlikely that much longitudinal research would be undertaken, though this may be the only type of research which could adequately address some issues, such as the effect of titling programs on agricultural productivity.

4.3.2 Cost effectiveness of Bureau support

- As noted above, expenditure patterns suggest that the Bureau has been able to leverage its funds effectively with S&T, PPC, Mission and University of Wisconsin funds to produce a large number of quality research products in a fairly limited time period. The LAC Bureau also benefitted from the capable technical and administrative support provided to the TSLM project by the S&T project management.

  Moreover, relatively few resources have helped support over 10 research theses and these in themselves helped attract other additional research resources through scholarship grants to the LTC (exact figures were difficult to estimate).

  The project has also been cost-effective because it has been able to use the considerable human and database resources of what has become a truly national center of excellence on land tenure matters. Over its 28 years of existence the LTC has built an impressive network of contacts within and outside the university community, allowing it to mobilize expertise on a wide variety of tenure-related issues and countries. Its library resources also serve as a clearinghouse for the most complete and up-to-date information on tenure in the region. These contacts and expertise have allowed the LTC to improve its ability to leverage outside resources and supplement LAC and S&T funding for research with University and other foundation funding. The built-in expertise also reduces the amount of time needed to bring the consultants "up to speed" and get them briefed on the salient issues in a particular region or country. In addition, LTC salaries are significantly lower than those which would prevail in private consulting companies or other private research institutions based elsewhere. Finally, the use of local research institutions has enabled the LAC Bureau to stretch research funds further than if it just used U.S.-based consultants within or outside the University of Wisconsin community.

4.3.3 Responsiveness and effectiveness of LTC management

- **Responsiveness of LTC Project management.** All Missions in which there was TSLM research undertaken gave high marks to the LTC for responsiveness to Mission requests for information and assistance. One of the major contributions of the TSLM project has been to allow the LTC to maintain a core staff of people solely dedicated and specialized in research in those areas of interest

to the region and to reduce dependency on academic faculty who have various demands on their time for teaching and publishing. As such, it has allowed the LTC to be far more responsive than a regular academic institution. The funds have also made it possible to finance the services of faculty and graduate students to supplement LTC staff.

The quality of the research teams mobilized has also been rated high by those Missions which bought into the TSLM project research. Missions have been particularly impressed by the researchers knowledge of and contacts in the country and believe that one of the main benefits of the project has been to expedite access to "highly qualified experts in land tenure matters."

The LTC's ability to mobilize local research resources, through local subcontracting arrangements funded in part by the project, has also contributed to its responsiveness at the field level. Local researchers serve as linkages to the Missions, increase local monitoring capability, help maintain quality control, and reduce research overhead costs.

- **Effectiveness of LTC management.** Mission responses to the survey suggests that there are some problems with LTC financial and research activity management. From the Missions' point of view, project billing has not always been made promptly, complicating monitoring functions for the local contracting officer. In some countries with a large number of research activities, the lack of a well defined hierarchy in terms of research coordination can produce an overload of research activity in certain periods.

  LTC management resources seem to be thinly stretched, particularly because this particular cooperative agreement operates with many different funding sources, each with its own reporting and monitoring requirements. Part of the delays in billing has been due to staff shortages. The LTC recently added one additional person to their accounting and financial management staff in order to alleviate these problems.[16]

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[16]But, according to the LTC, delays are also caused by the fact that all billing is the final responsibility of the University's Office of Research Administration. This office provides important auditing and financial controls, but it operates on its own schedule, often "batching" invoices for processing, over which the LTC has no control.

The management functions are also made more difficult because the LTC, unlike academic departments within the University, lacks a clearly defined status within the University hierarchy. LTC faculty and staff, as elsewhere at the University, are encouraged by University administrators to act as entrepreneurs, and their actions are not always (nor one would argue that they should be) fully monitorable or controllable by administrators.

Effectiveness of the LTC management is also reduced because the TSLM project lacked a clear formal management structure. Scopes of work were not fully defined for each full-time staff person assigned to the project; oversight functions for particular research activities emerged de facto, according to a faculty or staff member's interest and expertise. As a result, several positions within the LTC, such as that of the TSLM Project Coordinator, the Washington-based technical advisor and the LAC Program Coordinator had overlapping research coordination/implementation, research analysis and administrative responsibilities. Overall management of the project was the responsibility of the LTC Project Coordinator. The primary role of this person was research coordination, including identification of high priority areas of research by the Missions and the Bureau, solidification of working relationships and contracting arrangements with local research institutions, and coordinating and advising the design of various research projects. It has also, towards the latter part of the project, focused on the synthesis work and dissemination. This person also spent time on field research and data analysis, primarily on the theme of land markets. The Washington-based LTC advisor as well as the LAC Program Coordinator have also been responsible for the coordination of specific research activities in various countries, as well as data analysis and dissemination. The Program Coordinator also shared some of the technical assistance tasks with the Washington-based LTC advisor, helping Missions apply research results to particular problem situations.

- The lack of well defined roles may sometimes leave important aspects of the project underemphasized (such as dissemination), may cause long delays in the production of critical output (such as the "concept paper" which was not produced early in the project because the Project Coordinator was burdened with many research coordination activities), or may, as noted above, reduce the outreach capabilities of the project

by overburdening the LTC technical advisor with too many research coordination responsibilities at one time.

- Low LTC salary levels could affect the institution's ability to recruit and retain qualified staff. This, coupled with a heavy work burden, may have contributed to the early departure of the TSLM Project Coordinator as well as the impending departure of the Washington-based technical advisor. Salaries are bounded by the University wage scale, making it difficult for the LTC to structure salary packages which are attractive beyond the University community. The salary issue is particularly important for the Washington-based position due to the large cost-of-living differential between the Washington metropolitan area and the midwest.

- Despite the problems cited above, there is evidence that the LTC has been improving its management capabilities. The LTC has used the research themes as a tool for managing funding resources, research coordination, and monitoring. This has helped the LTC harmonize and integrate monitoring and reporting requirements from the various funding sources, and helped it overcome some of the managerial difficulties presented by its loose managerial hierarchy. The themes have allowed the LTC to blend the funds from the various sources (S&T, LAC, Mission buy-ins, University funding) more effectively to support a large number of research activities in a variety of countries as well as facilitate the coordination of resource use to achieve expected project outputs. The themes are broad enough so that they have not, according to the LTC, thwarted the entrepreneurial drive of faculty and researchers, but "tight" enough to provide researchers at the LTC and the University a focus for coordinating the design and implementation of their research activities. The success of the theme approach is reflected in the fact that the Access II project has chosen to use a small number of research themes and organize its research efforts around them under the new collaborative agreement with the LTC.

- The Washington-based technical advisor has made a highly significant and positive contribution to the effectiveness of LTC project management. This person served as the liaison between the Missions, and the LTC and A.I.D./Washington management, helping translate Mission needs and priorities into research activities.

4.3.4 Responsiveness and effectiveness of A.I.D. management to Mission needs

- **Responsiveness of A.I.D.** Responsiveness, in the sense of providing quick and effective backstopping support to Missions requesting assistance on land tenure issues, has been rated highly by the Missions. Observations made during interviews by the evaluation team suggested that project management effectiveness and responsiveness had as much to do with the personalities involved as with the actual design of the management structure. In fact, the project's management structure could in theory have created potential conflicts, as Mission requests for technical assistance and information were filtered through a variety of players at S&T, LAC and LTC. These potential problems were avoided because of excellent communication and information flow, primarily on an ad hoc basis, between the S&T and the LAC project managers and the LTC project coordinator and Washington-based technical advisor. The managers met often to discuss Mission requests, exchange documents and reach decisions regarding buy-in mechanisms and paperwork processing. On the other hand, difficulties in obtaining the approval of the Contracts Office for subcontracts with local institutions were a continuing source of delay to field research.

  <u>The LAC Bureau could have provided greater guidance to the LTC regarding the relative priority of various research and dissemination activities</u>. The Bureau monitored project performance in several ways. The LTC includes accomplishments and a status report on ongoing activities in its annual workplans. The Washington-based LTC advisor regularly assists the TSLM project manager in updating the Bureau's semiannual project report, providing a concise summary of the project's progress, problems and funding status. Frequent oral and written communication between project personnel and Missions has helped keep project management in A.I.D. current on implementation, e.g. travel of project personnel to the field, TDY of field staff to A.I.D./Washington. But the effectiveness of the workplans as a planning and budgeting tool might have been enhanced by having the LTC explicitly indicate relative priority of planned outputs. These should then have been reviewed periodically and assessed in terms of emerging needs. Likewise, the effectiveness of the technical advisor could have been enhanced by determining and periodically reviewing relative

priorities to the various research and dissemination and technical assistance activities assigned to this position.

Moreover, all Missions in their comments to the evaluation team voiced the desire to be incorporated more fully into A.I.D./W annual or biannual planning regarding research activities, the definition of research priorities and the allocation of project core resources. Though the LTC and the Bureaus gave Missions the opportunity to comment on the annual LTC workplan on at least one occasion, this was apparently not done regularly. Given Mission comments in the survey, it is clear that this was felt to be insufficient, or perhaps viewed as an ineffective mechanism for doing so. In this regard, LAC and the LTC need to find ways to improve communications with the Missions and encourage increased Mission participation. Again, by explicitly stating relative priorities for planned output, the effectiveness of the workplans in this regard may have been increased.

4.4 Need for continuing assistance and research in land tenure issues

4.4.1 Most Missions (9 out of 13) project an increase in host country interest in land affairs and resource tenure issues over the next 5 years. While issues pertaining to access to arable land by the rural poor are not by themselves perceived as the most serious constraints to development (and thus not necessarily a priority), 12 of the 13 responding Missions perceive that tenure issues will come into play in a variety of other contexts. Land affairs and resource tenure issues are expected to be of most interest and relevance in relation to the Missions' agro-export promotion and environment/natural resource management activities (which are the two areas of most interest to the Missions surveyed).

4.4.2 One Mission (Guatemala) felt that its activities would be seriously impaired if the TSLM project were to be discontinued. Some other Missions are gearing up for work in this area (e.g. Jamaica, Ecuador, and potentially the Peru Mission, depending on the political situation over the next few years). Whether or not some other contracting mechanisms could fill the role of the TSLM is an issue which 3 Missions raised. The Haiti Mission noted that, while Access II could provide similar assistance, project management in that project has not been quite as responsive as TSLM

project management. One Mission (Belize) felt it would be unaffected if the TSLM project were discontinued.

4.4.3 Experts consulted for this evaluation believe the highest priority for tenure-related research in the LAC region is in the following areas:

- o improved understanding of implications of land markets and land tenure security mechanisms for major USAID initiatives in the region such as agro-export promotion; and
- o the role of land and resource tenure on natural resource management practices.

5. CONCLUSIONS OF THE EVALUATION

5.1 Project Impact

5.1.1 The TSLM project maintained a high level of responsiveness to Mission and Bureau requests for technical assistance and data on land affairs. Some examples:

- In Haiti, after the overthrow of Duvalier, assistance in defining in defining an agenda of land tenure issues for dialogue with the new government.
- In Guatemala, assistance in responding to a $5 million Congressional earmark for land tenure activities.
- In Paraguay, response to a request from the U.S. Ambassador for assistance to the new government in an agrarian reform program.
- In Honduras and St. Lucia, evaluation and monitoring of land titling projects.
- In Washington, timely responses to inquiries from Congress and others on land tenure-related activities in the LAC region.

5.1.2 Research under the TSLM project has increased understanding of resource tenure issues and their relation to agricultural and rural development goals. Some of the most important substantive contributions of TSLM research are summarized in Exhibit 7.

5.1.3 The TSLM project research has significantly improved Mission capabilities to undertake policy dialogue and develop land use strategies. The project is beginning to have a significant impact on the research and policy agenda in the region.

- In the Dominican Republic the Mission reported that a seminar held by the LTC in-country led to new legislation on titling. In Honduras, research results counseled against greater expenditures on titling programs in the absence of other types of development work; the findings have contributed to the formulation of more integrated land titling activities. In Guatemala the project has contributed to the design of the Mission's land market strategy. In Haiti it led to the design of an instrument to monitor the impact of land tenure on watershed management activities.

5.1.4 The main factors making research useful have been the comparative perspective, technical expertise, and the knowledge of and contacts in the host country provided by LTC personnel. Related to this latter factor is the LTC's ability to establish linkages and carry out research using host country institutions.

5.1.5 The longitudinal and cross-country nature of the project contributed to increasing the validity of the policy recommendations generated by the research. Much of this research would not have been possible without Bureau support due to its cross-country and longitudinal nature. Missions do not have an incentive for funding non-country-specific research. Longitudinal research is logistically demanding and very costly, and it probably would have been undersupplied without the TSLM project. But this type of research may be the only way to address key policy questions such as the effect of titling on investment and productivity.

5.1.6 Bureau funding has been cost-effective because a) it was able to leverage funds from other sources to supplement the LAC research agenda; b) the LTC has developed a high level of responsiveness and in-house capabilities in the LAC region over the last 28 years; c) the LTC has made effective use of host country research institutions; d) overhead charges for universities are lower than those for private firms; and e) LTC salaries are significantly lower than those of alternative arrangements.

5.1.7 The Washington-based LTC technical advisor has been critical for disseminating project research findings and increasing LTC response to Mission and Bureau requests for information. But the technical advisor's effectiveness in this regard has been affected by the large number of other competing tasks assigned to this position over the life of the project, including the research coordination and implementation activities. Some of these activities became the responsibility of this position after the premature departure of the LTC Project Coordinator.

5.1.8 The benefits of the TSLM project have been limited to fewer than half of the countries in the LAC region. In part, this reflects Missions' resource allocations for land tenure questions and was to be expected. But the skewness may have been exacerbated by the LTC's relatively weak dissemination under the TSLM project.

While the LTC has significantly increased its ability

to publish and publicize its findings, thus recovering from the effects of sharp funding cutbacks a decade ago, it has made less progress in the area of making research findings accessible to a wider audience, beyond the academic and intellectual community.

5.2 Institutional Aspects

5.2.1 Despite progress made by the LTC in integrating itself into the University community (by increasing the amount of teaching functions of its staff, as well as the number of collaborative projects with other parts of the University) and its success obtaining increased University commitments for library and research support, the University is finding it difficult to provide increased resources to a Center whose main beneficiaries are from outside the state of Wisconsin.[17] The LTC has not been able to diversify the sources of funding for its core staff. Support from the World Bank, FAO and other foundations covers specific consultancies and research efforts only. Thus the LTC <u>is still a long way from being able to sustain its staff without A.I.D. funding</u>. In the absence of S&T and LAC core support, it would not be able to retain staff specialized in LAC tenure issues.

5.2.2 <u>In the absence of a follow-on project, S&T would not be able to provide the same degree (and continuity) of logistical and administrative support for the work of LTC in LAC</u>. Until LTC is able to support itself and keep a core staff of regional specialists full time through some other funding mechanism, it will continue to depend on regional bureau buy-ins such as that provided by TSLM to maintain the same staffing levels.

- All but one of the professional full-time staff at the LTC depend primarily if not entirely on project funding. With no follow-on TSLM project, oversight and response capability for the LAC region would decline significantly, though not disappear, since some of the researchers do have another university appointment or function and S&T Access II project funding would likely

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[17]It should be noted that the University's commitment to the LTC has increased considerably over the last few years, as has the LTC involvement with faculty elsewhere in the University. Moreover, the Center's Mission and experience fits well within the avowed commitment of the new top echelon of University administrators to increasing the "internationalization" of the curriculum and academic research activities.

continue to provide at least part-time support for the LAC Program Coordinator, though perhaps not at the same level.[18]

5.2.3 The LTC has demonstrated its ability to lead research on those issues which are likely to remain as priorities for the LAC Missions, as well as to access expertise outside the LTC to supplement its own strengths.

- While the LTC is not the only institution where there are qualified individuals in the land tenure field, it is the only institution where a significant number of such individuals regularly interact, collaborating and coordinating research activities in this area. The LTC has in effect become a clearinghouse for information and activity on land and resource tenure issues. Moreover, the S&T, AFR and LAC Bureaus have already invested significant sums building the capacity of the LTC for this type of research. As such, the most cost-effective way of undertaking tenure-related research is through the LTC.

- The LTC LAC staff has shown its ability to access University resources and expertise in other departments to complement its work. There have been a number of collaborative research efforts under the TSLM project between the LTC researchers and faculty in other departments, such as journalism, natural resources, livestock and geography.

5.2.4 The LTC needs to develop or be able to access additional expertise in communications technologies. Although it is able to undertake high-quality research, it has been criticized for weakness in translating these findings into useful applications in the field. Its collaborative work with the journalism school has been a step in the right direction. It could also access resources in the rest of the University community to strengthen its ability to transform some of the studies into teaching and training tools (e.g. the use of short case studies on management or policy analysis training).

5.2.5 Generally, TSLM project management worked effectively with the S&T project management staff to provide responsive backstopping support to LAC Missions. Though the management structure could in theory have

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[18]Over the last 5 years, the S&T Bureau and the Missions have provided over 60 percent of the funding for this position.

created potential conflicts, as Mission requests for technical assistance and information were filtered through a variety of players at S&T, LAC and LTC, potential problems were avoided because of excellent communication and information flow, primarily on an ad hoc basis, between the S&T and the LAC project managers and the LTC project coordinator and Washington-based technical advisor.

6. RECOMMENDATIONS

6.1 Fund Follow-on Project.

6.1.1 The evaluation team believes there are four compelling reasons for a follow-on activity:

a) The TSLM project has produced a wealth of important findings relevant to many of the development activities in the region, but dissemination and application of these findings has been limited to a few countries. In the absence of follow-on support, these findings may not be disseminated as widely or as quickly.

b) Tenure research findings have applications to a wider set of development activities, not just those which deal directly with land affairs. A new activity would focus on the application of research findings in a greater variety of Mission activities, such as environmental management.

c) There is a continuing need for research into tenure-related areas in the region:

- Congressional pressures for action and research in environmental management as well as the start of a number of initiatives by Missions in this area (such as watershed management and the creation of protected areas) mean an increase in the demand for technical assistance and data on resource tenure systems and their role in the management of these resources. TSLM research has already yielded valuable insights into some of these issues. But additional research and analysis are required to explore the implications of various forms of tenure security for farmer investments in sustainable land, water and forest resource uses. Additional research and analysis of the conditions under which one or another organizational form are most appropriate for reaching the important social goals of rural employment, sustainable resource management and dynamic family enterprises.

- In addition, most Missions are now undertaking agro-export promotion activities. There is a need to understand better how such activities may be affecting the distribution

of and control over land, as well as how the resource tenure system affects the design and implementation of such programs, including the impact on intended beneficiaries and others.

- To the extent that the distribution of land in the region continues to be badly skewed and direct state attempts to alter agrarian structures through major agrarian reforms are likely to remain limited, titling and land market development activities are likely to continue to be of importance to policy makers in the region. In this context the implications of land titling and registration mechanisms for credit and land market institutions need to be explored in greater depth and in a wider set of countries. Results of this research are likely to have important consequences for the design of integrated strategies that seek to promote changes in the agrarian structures through the market place.

d) The buy-in mechanism has a been a cost-effective vehicle for gaining expertise and response capability on resource tenure issues.

6.2 <u>Funding requirements for a follow-on activity should be at a similar level, but with a greater emphasis on dissemination.</u> The evaluation team believes that funding requirements will remain similar because:

o Though there are not many large-scale titling projects scheduled in the region for the next 5 years,[19] and the level of activity expected for research projects is likely to be more limited than in the past and focused on a narrower set of issues (probably in the area of natural resources management and agro-export promotion), the need for research into tenure-related activities will continue to demand some resources. In addition, dissemination is in itself a costly activity.

o Follow-on support will probably have to assume a

[19]Some Missions may see increased titling activity. The Ecuador Mission is trying to revive its titling project. The El Salvador Mission is promoting individual titling of cooperative beneficiaries.

greater share of the administrative costs, many of which were assumed by S&T core funding.

- o Dissemination is necessary to realize the full benefits of the investment in what the evaluation team believes has been high-quality and potentially useful research work which has been and continues to be done under the TSLM project.

- o The new follow-on activity should probably last about 5 years, but should be reviewed annually with the LTC and evaluated after 2 years.

6.3 Channel a significant percentage of funds for a follow-on project to activities which promote wider dissemination and application of past research findings.

6.3.1 The focus of the new follow-on activity should be to help provide A.I.D. and LDC project managers with the analytical base and rationale for developing and implementing programs and projects which appropriately take into consideration land tenure-related concerns. This means incorporating and applying TSLM research findings in a wider variety of programs and projects, not just those which deal directly with land affairs or rural development.

6.3.2 The new project should emphasize increasing the effectiveness with which research findings are communicated. Suggested actions in this regard are:

a) **Revival of the LTC newsletter emphasizing recent research results.** Though the cost implications of this activity need to be explored further, the evaluation team believes the newsletter has considerable potential as a vehicle for extending the LTC's outreach capabilities. Moreover, desktop publishing technologies have decreased substantially the costs of producing such a publication. Dissemination costs could be reduced by restricting circulation primarily to all ARDOs in LAC Missions; key LAC, S&T and other regional bureau staff; and selected institutions in the United States and the LAC region. The newsletter would focus on providing summaries of key research findings and their implications for Mission strategies and development activities. The text could be based on the summary of research activities now contained in the LTC annual workplans, thus reducing the time needed to draft the newsletter. An even better alternative, for it would help spread overhead costs, is an LTC newsletter with a worldwide focus. This alternative,

however, would require funding from sources other than the TSLM project.

b) **Insuring that all LTC publications include a short abstract or executive summary.** The abstract will emphasize primarily the key policy or project design/implementation implications of the research findings.

c) **Organization of regional workshops.** on a regular basis to discuss and disseminate key research findings from the TSLM project, including the findings and conclusions of the state-of-the-art papers on tenure security and land markets, and the implications of these findings for other Mission activities, such as agro-export promotion, watershed management, etc. The implications for policy and project design of the discussions and presentations made at these conferences can also be disseminated through information cables from the Bureau with the assistance of the LAC Project Manager and the LTC technical advisor.

d) **Development and use of alternative technologies for communicating research findings.** This should include at a minimum developing a dissemination plan for the videos produced on the land market programs in Guatemala. The LTC should also consider the development and use of short case studies for training/education modules (including in the workshops noted above), perhaps with the collaboration of other parts of the University (including the management school) and/or with institutions in the region experienced in this regard (such as ISA/CADER in the Dominican Republic or INCAE in Costa Rica).

e) **Using the Washington-based technical advisor to coordinate and take the lead in dissemination and application of research findings.** The advisor would be responsible for providing on a regular basis a synthesis of research findings and their implications. Such work could appear in a variety of publications to the field, such as A.I.D.'s publication, Front Lines, as well as the new LAC/DR newsletter. The advisor would also be primarily responsible for other dissemination activities in the form of workshops, reporting cables, etc.

6.4 Fund a full-time Washington-based technical advisor.

6.4.1 As noted above, this advisor would take a pro-active role in dissemination and be relieved of many of the

research coordination and implementation tasks now assigned to this position.

6.4.2 This does not imply an end to research activities. There will be a continuing need to involve this person in the substantive issues of research design and data analysis. The effectiveness of this position hinges on the expertise and comparative perspective acquired through involvement in research activities and analysis in a variety of settings and countries.

- But the evaluation team recommends that research design and implementation/coordination functions, however, should be the primary responsibility of the LAC Program Coordinator. Dissemination functions should be primarily the responsibility of the technical advisor.

6.5 Design of the follow-on activity should consider mechanisms to reduce overlapping management responsibilities for LAC research activities.

6.5.1 Research coordination responsibilities for a follow-on activity should be more explicitly organized around research themes. The LAC Program Coordinator would have overall responsibility for all LAC research activities and for coordinating with the "theme managers."

6.5.2 Coordination between the functions of the Washington-based technical advisor and the LTC LAC theme managers and Program Coordinator would be enhanced by requiring that an annual workplan be submitted by the technical advisor to the Bureau, detailing the major responsibilities, a time frame for accomplishing them, and an indication of relative priorities. This workplan can be incorporated into the annual LTC workplan. The Bureau and the LTC could then review the workplan periodically, as the Bureau does with other advisors, and make adjustments to meet any necessary shift in priorities.

6.6 Design of the follow-on activity should consider mechanisms to reduce delays in sub-contracting.

- Contracting delays may be reduced by considering a mechanism for pre-positioning funds for this type of activity in the regional project.

APPENDIX A

SCOPE OF WORK AND EVALUATION TEAM MEMBERS

Team Members

Tessie San Martin, J.E. Austin Associates -- Team Leader
Mike Korin - LAC/DR/RD
Clarence Zuvekas - LAC/DP/EA

January 4, 1990

SCOPE OF WORK FOR EVALUATION LAC REGIONAL TENURE SECURITY AND LAND MARKET RESEARCH PROJECT (598-0638)

BACKGROUND

In August 1986, the Tenure Security and Land Market Research project was authorized to support long-term applied research on land tenure issues in the LAC region and to provide ADOs and LDC officials with programmatic information for key project design and implementation decisions. The project's principal research areas are tenure security through improved titling and land registration systems, the potential for farm-land markets to increase access to land, and second-generation problems of existing agrarian reforms. A second set of priority issues is land tenure impacts on steep slopes and tropical low lands, and how structural changes in the agricultural sectors are affecting land use and tenure arrangements. The project is regional in scope and emphasizes cross-country and longitudinal research.

The Tenure Security and Land Market Research project is implemented by the University of Wisconsin Land Tenure Center (LTC) through a LAC Regional Bureau buy-in to a Bureau for Science and Technology-managed Research on Access to Land, Water, and Natural Resources project. The LAC Bureau project was amended in 1988; it incorporate a Washington-based land tenure specialist position which had been funded as a separate buy-in to the S&T project since 1983. A second amendment in 1988, provided for additional research on land markets in the four A.I.D.-assisted Central American countries, and on agrarian reform production cooperatives in Honduras and El Salvador, to respond to a Congressional mandate.

PURPOSE OF EVALUATION

Project funding ends in June 1990. As stated in the project paper (p. 21), the primary purpose of the evaluation during the final year of the project is "to determine whether the research is providing appropriate information to the government officials and the A.I.D. personnel".

A secondary purpose of the evaluation is to recommend to what extent a follow-on regionally-funded research activity on tenure issues is warranted, and if so, what direction such an activity should take.

--How effective have the workplanning and reporting processes been in terms of identifying management and technical issue that require attention by the LAC and S&T Bureau project managers?

--Has the relationship among the LAC central bureau, the LAC Missions, and the S&T Bureau in project management and implementation been effective and useful? How do the evaluators assess the functionality of the cooperative agreement and contract instruments for achieving project instruments?

--Have LAC missions found this project useful? How? Do they see a need for continuing the project? Is it more feasible/useful to fund this project through mission programs rather than regionally?

D. Implications for the Future:

--Should the LAC Bureau continue to provide regional support for research and technical assistance on tenure issues?

--If continued support is warranted, what should the substantive focus of the support be? What management approach should be taken?

--What changes should be made in project design and implementation if a follow-on project is undertaken?

--Is a continued association with the LTC the most beneficial programmatic approached vehicle for the LAC Bureau? What other approaches/vehicles should be considered and why?

APPENDIX B
EVALUATION QUESTIONNAIRE FOR THE USAID MISSIONS AND FREQUENCY DISTRIBUTIONS OF RESPONSES

QUESTIONNAIRE FOR LAC MISSIONS
(Tenure Security and Land Market Research Project Evaluation)

N=13
Raw frequencies (percentages)

1. Was any TSLM project research carried out in collaboration with your Mission?

   a. Yes 6 (46) b. No 7 (54)

   [if NO, skip to question no. 22]

2. What themes did the research cover?

   (CIRCLE all that apply)

   a. Tenure security 5 (83)
   b. Land markets 4 (67)
   c. Second-generation problems/issues of existing agrarian reforms 4 (67)
   d. other [specify]: Project baseline survey (GUAT,ECUA) 2 (33)

3. To what extent would you say that the research carried out under the TSLM project provided relevant and useful analysis for the Mission?

   a. Very useful/relevant 6 (100)
   b. Moderately useful/relevant 0
   c. Not very useful/relevant 1 (17) (See Footnote 1)
   d. Don't Know 0

4. What factors have contributed to making the TSLM project research useful/relevant for the Host Country/Mission **[assign a 1 to those factors which have made a "major contribution; 2 to those factors that have made a "moderate contribution:; 3 if the factor has made "little or no contribution."]**:

_____ a. LTC personnel and researchers' knowledge of the substantive area. 1=5 (100) 2=0 3=0

_____ b. LTC researchers' knowledge of/contacts in the country. 1=4 (80) 2=1 (20) 3=0

_____ c. The researchers' comparative perspective on tenure issues. 1=3 (60) 2=2 (40) 3=0

_____ d. Ability to present research results in a format that has been easy to incorporate into Mission policy design/dialogue process. 1=2 (40) 2=3 (60) 3=0

_____ e. Ability to establish linkages with local research institutions. 1=4 (80) 2=1 (20) 3=0

_____ f. Ability to complete research in timely manner. 1=3 (60) 2=2 (40) 3=0

_____ g. Other [specify]: 0

5. How can TSLM project research be made MORE useful/relevant to the Host Country/Mission in the future **[assign a 1 to those factors which could "contribute MOST to improving usefulness," 2 to factors which will make "a moderate contribution" and 3 if it will make "little or no contribution."]:**

_____ a. By improving linkages between researchers and in-country research institutions. 1=2 (40) 2=2 (40) 3=1 (20)

_____ b. By ensuring research will be completed in time to feed into project/strategy design for which it was intended. 1=2 (40) 2=1 (20) 3=2 (40)

_____ c. By improving quality control of research. 1=0 2=1 (20) 3=4 (80)

_____ d. By improving research design. 1=0 2=1 (20) 3=4 (80)

_____ e. By improving the manner in which research results are presented. 1=3 (60) 2=1 (20) 3=1 (20)

_____ f. Other [specify]: 1=3 (60) 2=0 3=0 : Making more TA available (DR); Making research more relevant to Mission (more country specific) (HON); Use of graphics for presenting results.

6. How were TSLM project research results used by the Mission?

[CIRCLE all that apply]

a.	To design Mission strategy.	4 (67)
b.	To identify projects.	2 (33)
c.	To design projects.	2 (33)
d.	To implement projects.	3 (50)
e.	To evaluate projects.	2 (33)
f.	In policy dialogue with host government.	4 (67)
g.	To strengthen project implementation or institutions.	3 (50)
h.	Other [specify]:_____	0
i.	Results were not used.	0

7. How were TSLM project research results used by host country?

a.	To formulate new land tenure legislation.	1 (17)
b.	To improve policy design and implementation.	3 (50)
c.	To strengthen public institutions.	0
d.	To strengthen government program/project administration.	1 (17)
e.	Other [specify]:_____	0
f.	No specific knowledge of research results being used.	2 (33)

8. Have TSLM project generated reports (comparative studies done in other countries), <u>not undertaken directly for your Mission</u>, been used for Mission project or policy planning/implementation and/or for policy dialogue?

a. Yes 4 (66) b. No 1 (17) c. Don't Know 1 (17)

[if answered "b" or "c", skip to question no. 11]

9. How was the information/data contained in these reports used?

[CIRCLE all that apply]

a.	To design Mission strategy.	1 (17)
b.	To identify projects.	1 (17)
c.	To design projects.	2 (33)
d.	To implement projects.	0
e.	To evaluate projects.	0
f.	In policy dialogue with host government.	2 (33)
g.	To strengthen other research design carried out in the country.	1 (17)
i.	Other [specify]:_____	0

10. How did you learn about the existence of these other reports or research?

[Circle all that apply]

a.	From LTC-based technicians/researchers working in the country.	2 (33)
b.	From communications with another Mission.	0
c.	Through the Washington-based LTC specialist.	3 (50)
d.	In a regional conference.	0
e.	Through direct contact with the LTC in Madison.	4 (67)
f.	Through literature disseminated by LTC.	2 (33)
g.	Other [specify]: <u>1 (in-country seminar org. by LTC (GUAT)</u>	

11. Has the project in any way helped strengthen in-country research capability to deal with tenure issues?

a. Yes	b. No	c. Don't know	d. Research still underway
5 (87)	0	0	1 (17)

[if yes, please go to question no. 12, otherwise move to question no. 13]

12. In what ways has local institutional capacity for land tenure-related research been strengthened?

[Circle all that apply]

a. By establishing working relationships with local research institutions. 4 (67)

b. By working with local individual graduate students and researchers. 5 (83)

c. By raising the level of awareness and interest in tenure issues through seminars and conferences. 3 (50)

d. By raising the level of awareness and interest in tenure issues through dissemination of publications. 3 (50)

e. other [specify]: 0

13. Has the project in any way contributed to more informed policy dialogue?

a. Yes	b. No	c. Don't Know	d. Research still underway
4 (67)	0	0	2 (33)

[If YES, go to question no. 14, otherwise skip to no. 15]

14. Please give a specific example to illustrate how the TSLM project has done this:

Major seminar organized by LTC led to new legislation and decrees (DR); research helped point out problems with viability of cooperatives (HON); comparative experience of LTC researchers provided valuable insight to land reform issues (HAI); assisted Mission in consideration of RHUDO housing location (RDO/C)

15. In your opinion, what has been the most important contribution of the project to date:

Got GODR to consider major change pertaining to policy on issuance of permanent titles (DR); maintaining an interest and flow of information on land policy issues where Mission resources alone may not have been able to do this adequately (HON); contributed to definition of Mission land market strategy (GUAT); valuable/useful workshop on relation of land tenure to soil conservation practices for field workers (HAI); providing timely and objective data (RDO/C); Backstop for re-design of Land Titling Project (ECUA).

16. This project has emphasized cross-country research. Do you think that this emphasis on cross-country analysis ENHANCED or HINDERED the utility of the research for the Mission?

a. Overall enhanced	b. Overall hindered	c. It did not significantly affect it.	d. Don't Know
4 (67)	0	1 (17)	1 (17)

17. How do you think it ENHANCED the utility of the research in your country?
[Circle all that apply]

a. It increased the validity of policy/project recommendations. 4 (67)

b. It lent credibility to the conclusions and recommendations which flowed from the research. 3 (50)

c. It helped the Mission visualize more clearly the key issues/factors. 3 (50)

d. It helped identify important new policy and technical issues. 1 (17)

e. other [specify]: 0 _____

f. Don't know 0

18. How did it HINDER the utility of the research?

[Circle all that apply]

a. This type of research takes longer to perform, and results were not available when we needed them. 1 (17)

b. The questions the research sought to address were not entirely relevant to the issues we needed addressed for our own projects or policies. 1 (17)

c. Each country is unique, making useful cross-country comparisons difficult. 1 (17)

d. Other [specify]:_____ 0

e. Don't know 2 (33)

19. The project was also designed to carry out longitudinal research. How has the emphasis on longitudinal methodology affected the utility of the TSLM research to the Mission?

[Circle all that apply]

a. It has increased the validity of policy/project recommendations. 2 (33)

b. It has lent credibility to the conclusions and recommendations which flow from the research. 3 (50)

c. It has improved project monitoring. 2 (33)

d. It has helped identify important new policy and technical issues. 2 (33)

e. Quality control problems in these studies decrease the validity of recommendations. 0

f. These studies have been too costly 0

g. These studies have not produced results when we needed them. 1 (17)

h. Other [specify]:_____ 0

i. It has not affected the utility of the research. 0

j. Don't know 1 (17)

20. Do you have any suggestions concerning A.I.D./W management of the TSLM project?

a. Yes 5 (100) [specify]: Target project to meet Mission needs; Mission needs to be included in annual or biannual planning so that can plan TSLM activities on basis of resources available and Mission needs, at moment have no say in how core funds are allocated and how (HON); AID/W project officer needs to have first hand knowledge of projects and project issues at Mission level (HON); Need better communication with local LTC researchers; LTC billing to the Mission extremely behind schedule, making it hard to monitor and AID/W contract office does not inform Mission when work orders have to be negotiated (HAI); Focus project in areas that A.I.D. can act with its very limited resources (RDO/C).

b. No 0

21. Do you have any suggestions concerning LTC management of the TSLM project?

a. Yes 2 (33) [specify]: Improve communication between Mission and LTC with in-country LTC research coordinator (GUAT); Faster response on presenting research results (ECUA).

b. No 4 (67)

22. What are the top TWO factors which limit TSLM project related research carried out in the Mission?

[Circle TWO]

a. Mission budgetary constraints. 7 (54)

b. Political sensitivity in host country to land tenure related research. 1 (8)

c. Mission has adequate in-country capability to undertake this research by itself. 3 (23)

d. Mission does not have the resources to get involved in this area. 5 (39)

e. Mission is interested in land tenure themes/issues which did not fall under the focus or mandate of the project. 2 (15)

f. Other 5 (39) [specify]: Land tenure is not a major problem in the country (BEL); Mission unaware of land use issues until very recently (JAM); have no project in place where such research useful (ROCAP); security conditions make any project of this nature dangerous (PER); IBRD already dealing with land distribution issues (CR).

23. What will be the Mission's projected priority areas of interest in agriculture and rural development over the next 5 years **[assign a 1 to those areas which will be of "MOST interest"; 2 to those areas which will be of "moderate interest; 3 to the areas which will be of "little or no interest."]**:

_____ a Agroexport promotion 1=12 (92) 2=1 (8) 3=0
_____ b. Domestic staple production 1=6 (50) 2=1 (8) 3=4 (31)
_____ c. Environment/natural resources management 1=10 (77) 2=3 (23) 3=0
_____ d. Infrastructure development 1=4 (31) 2=5 (38) 3=4 (31)
_____ e. Ag. education 1=3 (23) 2=5 (38) 3=5 (38)
_____ f. Access to land 1=3 (23) 2=4 (31) 3=6 (46)
_____ g. Agric. credit 1=5 (38) 2=2 (15) 3=6 (46)
_____ h. Other 1=4 (31) 2=1 (8) [specify]: Fishery/forestry development (BEL); ag research (JAM); Access to technology and markets (HON); narcotics alternative (BOL).

24. Are land affairs/resource tenure issues expected to be of interest to the Mission in relation to any of the agriculture or rural development priorities mentioned in question no. 23?

[put the corresponding letter(s) in the space provided below]

a=8 (62) b=6 (46) c=9 (69) d=3 (23) e=5 (38) f=5 (38) g=5 (38) h=2 (15) (migration issues (BOL)),(Agriculture Policy Dialogue (ECUA)).

25. Compared to the last 5 years, do you see an increase or decrease in host country government interest in land affairs and resource tenure issues over the next 5 years?

a. Increase	b. Decrease	c. No change	d. Don't Know	e. n/a
9 (69)	1 (8)	2 (15)	1 (8)	0

26. In the Mission's independent analysis how does access to adequate arable land by the rural poor rank as a development constraint?

a. high	b. medium	c. low	d. not at all	e. n/a
4 (31)	7 (54)	1 (8)	1 (8)	0

27. Briefly, what do you think has been the main BENEFIT of using a regional project to augment mission research and technical assistance related to land tenure concerns?

Convenient way to get highly qualified experts in land tenure (BEL & DR); enables Mission to leverage/benefit from research in other countries (GUAT); experts from outside help depoliticize land tenure issues (ROCAP); produces cross-fertilization of ideas (HON, HAI, CR, BOL); quick turnaround for request for assistance, good LAC/DR/RD backstopping (HAI, RDO/C).

28. Briefly, what do you think has been the main COST using a regional project to augment mission interest and activities in land tenure concerns?

Some research activities not country specific (GUAT, DR); Difficulty getting researchers who speak French/Creole; resources for a regional project reduces resources available for Mission projects (HON); overhead must be paid, whether you use the project or not (RDO/C); High U.S. based costs for the amount of in-country support (ECUA).

29. If the regional TSLM project is NOT continued, how might this affect the Mission's agriculture and rural development activities?

Impair project design of new initiatives in process and evaluation of on-going projects (GUAT); reduce opportunity for regional information sharing (HON); require different TA services contract mechanisms, which may not be as responsive (JAM, HAI, RDO/C); affect research in natural resource use area (ROCAP); slow policy reform in land reform (DR); no effect at this time (BEL, PER, BOL); Would require another contract mechanism such as an IQC with the LTC (ECUA).

30. Please feel free to add any other comments you feel would be useful to the evaluators or to project planning.

Main interest is in developing automated land titling system rather than research into effect of tenure structures themselves (BEL); Mission expects that land markets and tenure issues will become very important over next few years (JAM); national elections have agricultural platforms responding to rural unrest/outcry pertaining land tenure/ownership issues (PER); LTC should follow USAID/Ecuador's example and focus on a solution to most rural land tenure problems -- a functional, decentralized and inexpensive land-registration system.

APPENDIX C
SUMMARY OF INTERVIEWS WITH USAID PERSONNEL IN WASHINGTON

Persons Interviewed:

Gloria Steele - S&T/RD
Tom King - TSLM Project Manager LAC/DR/RD
Mike Yates - S&T/RD
Tom Mehen - DS&T/RD
Joan Atherton - AFR/DP

1. **General benefits from the project and complementarily of the TSLM Project to Access Project:**

1.1 <u>The TSLM Project has been a valuable and effective mechanism for focusing resources in those key land affairs issues of interest to the Bureau</u>:

- Access supports core staff at LTC. S&T has few resources to support staff to carry out research into specific issues. TSLM project helped leverage the Access I Project funds and support LTC capacity to build in-house expertise in the region.

- Over 50% of the project research was channeled through the TSLM. Thus S&T was freed to concentrate its resources on supporting and maintaining LTC core staff capabilities and expertise.

- Without the TSLM and other regional buy-ins LTC could not afford to keep in-house expertise on-line to attend to the various research needs and requests. Until LTC is able to support itself and keep a core staff of regional specialists full time, it will continue to depend on regional bureau buy-ins such as that provided by TSLM. The ANE bureau does not have a buy-in in place and thus LTC not as able to respond to the various requests and undertake synthesis and analytic work the TSLM project has provided.

- The Access I project had 10 themes, not all relevant to LAC. TSLM project was instrumental in keeping research in the region focused in on those issues of most relevance and interest to the LAC Missions and the Bureau.

1.2 <u>The project has produced cumulative and comparative knowledge that otherwise would not have occurred</u>. Its success has been such in this regard that TSLM has served as

model for AFR Bureau's own buy-in. But AFR does not have a Washington based specialist.

2. **Contribution of project output to project goals:**

2.1 By keeping a tight focus on a specific set of issues and coordinating research design, project has been able to synthesize and make valid generalizations from the findings of project-related research in a variety of settings. This should produce reliable and useful State-of-the-Art papers.

- For example, the TSLM Project helped to keep work in Ecuador, Guatemala and Honduras tightly focused so that the findings from research carried out with respect to the various projects in these countries could be generalized and lessons drawn for the entire region.

3. **Advantage of a regional buy-in over dependence on Mission buy-ins:**

3.1 TSLM came at a good time because the number of large titling projects being implemented (Honduras, Guatemala, St Lucia) meant that it was a good opportunity to synthesize the knowledge in terms of how these were proceeding.

3.2 Missions are reluctant to undertake long-term research questions; they have a short-term orientation and need technical assistance that provides a quick turnaround.

- The long-term research and synthesis encouraged by TSLM project produces something akin to a "public good." No one Mission has the incentive to place money for this purpose but all can profit from the investment. Regional funding allows for synthesis and comparisons.

3.2 There was heavy interest in Congress due to events in Central America. Thus there was a need to build a large response capability in LAC Bureau, and this the project did well.

3.3 USAID is not a research institution and should not be in the business of funding research exercises except as immediately useful and necessary for specific Mission projects.

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4. **Role and performance of the Washington-Based land tenure specialist:**

4.1 This position provides technical assistance necessary to allow the project to work appropriately. A purely research project would not be as useful, because Missions need technical assistance in focusing on the issues and seeing linkages.

4.2 The specialist brings a comparative perspective to the t.a. work and helps disseminate information and findings of tenure research in other countries. In this sense the Washington-based advisor complements the role of the LTC LAC project cordinator as conceptualizer and coordinator of comparative research design.

4.3 In new countries/Missions, technical assistance must precede research.

- o The overall balance between research and technical assistance has been appropriate. The work in Haiti was a good example.

4.3 The specialist provides an important liaison function, making sure the subproject directly address research needs as well as information needs of the Missions.

4. **The usefulness of the themes:**

4.1 The themes helped prioritize and focus research goals and agenda. They grew out of discussion with Missions and their action priorities (Manresa Conference).

4.2 The focus of the specific themes may inhibit cross fertilization between themes and issues which cut across several themes.

- o Issue of land markets and tenure security are closely linked. It is necessary to understand the latter very well in order to understand or address the former. But the LTC, by compartmentalizing research into themes, may not have been able to make the more useful connections between what is learned and codified under one theme and what is learned and codified under another.

4.3 The LTC may have also focused on a very narrow set of issues within these themes. There is a need to go beyond this narrow set of issues within each of the 3 themes highlighted by the TSLM Project. For example, when researching on the

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theme of land markets, the LTC focuses almost exclusively on the need for credit. But Mehen feels it may be just as useful or even more useful to go beyond to understand the institutional base of these markets, decide whether they are operating adequately, and explore the issue of fragmentation.

5. **Information dissemination:**

5.1 Has been poor. An ADO workshop in December 1989 was cancelled due to lack of OE funds. LTC not as good in getting information out to the field.

5.2 Part of the problem with dissemination is that the project may not have placed enough funds to ensure adequate dissemination of findings. Dissemination costs money. Access II has tried to deal with this shortcoming by placing more resources for dissemination. The University of Wisconsin has also contributed to the upkeep and development of the LTC library.

5.3 A lot of dissemination done in course of TA with the Wash based specialist.

6. **Ability of project to produce expected outputs and usefulness of the outputs:**

6.1 The output has been produced for the most part, though not always, within the time expected.

- Short-term work is always difficult for a university or academic institution. But there is agreement among interviewees that LTC responsiveness to Mission needs is better than most academic institutions, in part because it is a USAID creation.

- The ADO concept paper came out very late. Too much time was spent in the field to generate SOWs for research and there was little time to draft the paper. In a sense this delay was unavoidable because the project's priority early on was to get research going.

- In hindsight, the LTC should have put additional resources into developing the concept paper rather than relying exclusively on the LTC project coordinator to get it done.

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- It is traditionally difficult to estimate the appropriate level of effort required for research projects.

6.2 In some important countries no research was possible for a number of reasons. In Haiti political events have made it impossible to continue research. Difficulties/personality differences between LTC and the El Salvador Mission have meant that no project-based research has taken place there.

6.3 The project was modest in its expectations from the very beginning. Research is a bad word with Mission Directors.

6.4 The LTC TSLM Project Coordinator's departure however will put lot of the pressure for finishing the State-of-the-Art papers on the Washington-based specialist.

6.5 Some of the lessons and knowledge generated by the LAC research may have some very useful applications in Africa:

7. **Development of linkages with local institutions:**

7.1 All interviewees were pleased with how well the project has linked with local research institutions.

7.2 The LTC also was able to develop linkages with other U.S. research institutions (Ohio State and University of Pittsburgh).

8. **Relation between bureau management and S&T:**

8.1 Relations described as being very good. This had much more to do with the personalities involved than to any great design in the management structure of the project. Many potential conflicts were avoided because communications between the S&T and the LAC project managers were constantly flowing; they met fairly often to discussion Mission requests, exchange documents.

9. **Need for future project? Opinion divided thus far:**

9.1 There is a need for another project, but it should have an adequate level of resources, particularly for dissemination and backup/management assistance.

- S&T does not have enough money to meet all requests, so it will depend on the bureaus and the Missions to put in more funds in the future to keep the LTC going. The LTC has not been able to diversify its sources of

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funding. They do not get core support from the World Bank or FAO, just enough to cover specific consultancies.

- o Without the project the LTC would lose lot of expertise which it simply cannot keep around if depends only on short-term consultancies in response to specific Mission request for technical assistance. The LTC depends on the regional bureaus to secure support for its staff.

9.2 Undertake a follow-on only if there are very specific Bureau information needs. A follow-on project is necessary only if there are key and valid region-wide questions which need to be investigated additionally through cross-country comparisons. If cross-country comparisons and knowledge based on these comparisons is important then it is not advisable to depend purely on Mission buy-ins for reasons specified above.

- o A follow-on project could be focused around the role of land tenure issues in determining entrepreneurial responses to major USAID initiatives in the region, e.g. the implications of land markets and land tenure for agro-export promotion.

9.3 Undertake a follow-on project, but more narrowly focused on actual implementation. By getting involved in implementation, other interesting research questions come up. There is a need for more than just producing research papers; more action orientation is also essential.

9.4 Undertake a follow-on project, focused on natural resource management. This will be a major area, but the LTC will need to access outside specialists in order to address natural resource issues properly under Access II.

9.5 Do not undertake a follow-on project.

- o Are there people outside LTC who can do the same work? Opinion is divided. The LTC has the most resources in one place. The Access I evaluation concluded that there was no adequate substitute.

- o When the TSLM project first started there was a clear need: the Missions were being overtaken by the events in Central America and elswhere. The Bureau had no in-house capability to stay on top of these quickly emerging issues and address Congressional concerns in the region. Now it has developed this capability and land tenure issues are not likely to loom as important.

APPENDIX D

Persons Interviewed at the Land Tenure Center
(12-15 February, 1990)

LTC Staff

John Bruce - Director, Land Tenure Center
Jane Knowles - Associate Director
David Stanfield - LAC Program Coordinator
Randy Stringer - TSLM Project Coordinator
Virginia Lambert - TSLM Washington-based Technical Advisor

Other research associates and collaborators

Nancy Forster
Carlos Dore
Susana Lastarria
Peter Bloch
Serge Dedina
Silvia Rodriguez
Alberto Vargas
Paul Nelson
Samantha Roberts
Denise Stanley
Harry Lemel
Ed Nesman
Jack Thornburg

University of Wisconsin Faculty and Administrators

Richard Barrows - Acting Dean, International Studies and Programs
Ken Shapiro - Associate Dean, Office of International Agricultural Programs, College of Agricultural and Life Sciences
Other faculty:

Marion Brown
Michael Carter
John Strasma
Malcolm Childress
Don Kanel
Brad Barham
Bill Thiesenhusen
Tom Schweigert
Don Field
Alan Vonderohe
David Hestad
Joe Thome

APPENDIX E

EVALUATION QUESTIONNAIRES FOR LTC ADVISORY BOARD AND OUTSIDE EXPERTS ON LAND AFFAIRS

Persons interviewed:

Tom Carroll - George Washington University
John D. Montgomery - Harvard University
Tom Yuill - University of Wisconsin
Dick Hough - American Institute for Free Labor Development

APPENDIX F

MEMORANDUM TO EVALUATION TEAM FROM LTC LAC PROGRAM COORDINATOR

"What Have We Learned as a Result of the TSLM Research Project?"

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Feb 19, 1990

To: Evaluation team (Teresa San Martin, Mike Korin, Clarence Zuvekas), and Virginia Lambert

From: David Stanfield

Ref: What have we learned as a result of the TSLM research project?

The evaluation exercise has led us all to reflect on what has been achieved during the existing LAC supported TSLM research project. We look at the production of the research teams and their work with Missions, and can develop some idea of whether the objectives of the TSLM have been achieved. But this is a University, an institution dedicated to research and education, and has a privileged position in part because of its potential contributions to solving society's problems. Such a contribution develops out of the reflective creativity of the University, the generation of new but useful ideas.

What new ideas have emerged from the LTC/LAC program? Or better, what new ideas and approaches to the problems of development are in the process of emerging?

1. Land Markets.

The land markets research theme developed from a recognition by several development theorists and practitioners that: (1) the skewed distribution of land in the region remains a serious social problem; (2) direct state attempts to alter agrarian structures through agrarian reform have fairly limited "windows of opportunity"; and (3) the year to year changes in ownership and control of land flow out of the operations of a land market, the buying and selling, inheriting and renting of land.

The question, then, is: Under conditions of most countries where the political will for ambitious agrarian reforms is limited, can the structure of agriculture be influenced by altering land market institutions?

This way of formulating the "land problem" in the LAC region is not strictly new, but there have been very few if any sustained policy debates and even fewer sustained research efforts directed toward answering this question during the past two decades. The only exceptions have been the work done by a small group in Campinas, Brazil, which is just beginning, and the work stimulated by the LTC/LAC program.

We would argue that the TSLM research project is beginning to have a significant impact on the research and policy agenda in the region. The LTC is coordinating work with Campinas, and hopes to have Bastiaan Reydon for a semester next year (on a Fulbright fellowship). Work is underway in the Dominican Republic, St. Lucia, Ecuador, Honduras, and Guatemala on the operations of the land market. With some additional encouragement for existing interests of groups affiliated with the LTC, land market policy research could be initiated in Chile, Trinidad, Jamaica, Costa Rica, Mexico, Colombia, Brazil, Argentina, Paraguay, Uruguay, Nicaragua, Haiti, St. Vincent, and Peru.

The research on this theme has also produced some clarification of issues:

(1) There has been substantial skepticism that the land market approach would be very useful. It appeared unlikely that the latifundio minifundio structure in the region would yield to such efforts. However, the research in Ecuador has indicated that under some conditions, at least, land does in fact pass from the latifundios to the peasantry through parcelation and sale. The Penney Foundation initial efforts in Guatemala are instructive and could be the basis for a more ambitious effort, if the results prove to be positive.

(2) The fear that parcelation and titling will lead in the relatively short run to the re-concentration of land via the operations of the land market does not appear to be justified, at least based on research in Honduras, Guatemala and Ecuador.

(3) The option for the land poor to acquire land through the purchase of land is not an impossible dream. In fact, the buying and selling of land by small scale farmers is common and facilitated by seller financing arrangements, the accumulation possibilities of families at certain stages in the family cycle, and the support of the State or some other outside agencies.

2. Land Titling and Registration

The work on this theme grew out of the development problems which seemed to have a basis in the lack of ownership security derived from not having legal title to the land. In many countries, particularly the small scale farming sector, lack of land titles is significant.

The research on this theme in a strict sense has not created new ideas, but has pointed out new ways of interpreting the meaning of title and the contradictions of ownership security. The major findings have been:

(1) The customary, non-formal mechanisms for defining and displaying rights in land are stronger in the LAC region than many have believed, and offer advantages to the formal, Registry based system of titling.

In order to incorporate land and people into the formal system, and to maintain the land within that system over time, the relative disadvantages of the formal system have to be reduced and the advantages strengthened.

(2) The development importance of security of ownership should not be over-estimated:

a) Land policies have to be balanced between private security of ownership and social needs which may limit that security. Development programs have to be attentive to both elements.

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b) Titling of land ownership is not a sufficient condition for development to occur. Inappropriate banking policies, the overall availability of credit and technical assistance, produce markets, pricing of products can create more insecurity of ownership than can titling create security of ownership. Titling probably should be a component of broader development efforts.

c) The instrumentality of land titling has to be cautiously evaluated in specific conditions. In Honduras, for example, the legal restrictions on titling parcels smaller than 5 hectares plus the lingering suspicions by the peasantry of the state has led to the titling of less land than anticipated. Titling has to be part of a broader program for democratization of the political economy, and is not likely to be in itself an instrument for social re-organization. Of particular importance is the linking of titling with reform of the banking sector, including the development of banks which are specifically capable of dealing with small scale agriculture.

(3) Titling is typically part of broader registration reforms. Registration reform requires special expertise but appears to be necessary for the maintenance of a modern cadastral land information system.

That system appears to be a vital component of modern land and other resource development and conservation, through the operations of the land market and through the public mechanisms for encouraging sustainable resource use.

This theme has been folded into the land market and natural resource themes, partly as a result of these conclusions. Within the land market theme, the questions about the institutional implications of land titling and registration for the credit and land markets will be explored. Within the natural resources theme, the implications of tenure security for farmer investments in sustainable land, water and forest resource uses will be explored.

3. Post reform adjustments

The work on this theme was stimulated by interests in Honduras and Peru, as well as regional concerns for dealing more adequately with the worker managed enterprises created by land reforms of the past. More recently the development of land policies in Paraguay stimulated the search for regional experiences with colonization and reform.

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The dealing with group farms is an old question, which seems to generate repetitive and ideological debates. The research on this theme has developed the idea that group farms as created in various land reforms are best treated as institutional "bridges" into forms of enterprise organization which range from individual parcel management to vertically integrated agro-industries. What is needed is more analysis of the conditions under which one or another organizational form is most appropriate for reaching important social goals of rural employment, sustainable resource management, and dynamic family enterprises.

The second principle result of this research is that a major concern with whatever organizational form is the set of factors which affect the "expected period of association", i.e., the commitment of individuals to the farming enterprise, individual, group, or agro-industrial or some mixture of these forms. Where there is less commitment, there will be less investments from the profits of the enterprise in long term and sustainable capital structures, i.e., less viability and probably more problems of credit repayment, environmentally damaging land uses and unstable relations with the land. The policy challenge is how to extend this "expected period of association."

This theme continues to be of priority in certain countries, and will continue to be explored under the theme "Structural and Institutional Dimensions".

4. Agrarian Structures

The research on this theme, particularly the modeling of factors affecting the ways that land is distributed, forms the basis for much of the work done in the other themes. The modeling of the evolution of agrarian structures is new in method, but tied into long standing debates about the direction agricultural sectors are evolving.

The major sub-project just being started under this theme is the inquiry into how export promotion policies may be affecting the distribution of and control over land. This work has not been done before in the way it is now being proposed.

5. Natural Resources

The concern over the management of natural resources in the LAC region has led to the initiation of a number of programs, such as watershed management and the creation of protected areas. The forces behind the processes of environmental degradation which give rise to such programs are only dimly understood and little research has been done on them. Furthermore, environmental policy debates have little research on which to base their conclusions.

One important element in such debates is the resource tenure system and its role in the management of these resources.

The LTC has just begun to help fill this void, with collaborative programs being developed with CATIE, the World Resources Institute, and the World Wildlife Fund, the DESFIL project, among others. The work to date has defined five problem areas:

(1) how the evolving agrarian structure influences the degradation of the environment, both urban and rural;

(2) how tenure security and insecurity is related to investments in sustainable resource uses;

(3) what different rules of access to protected areas influence community commitment to the maintenance of such areas;

(4) what can be learned from existing and past communal management of natural resources for application to modern resource policy debates;

and (5) how conflicting tenure rules along political borders influence the efforts to avoid degradation of the environment.

APPENDIX G

TSLM PROJECT LOGFRAME

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LOGICAL FRAMEWORK

From FY 86 to FY 91
Total U.S. Funding [illegible]
Date Prepared: 9/26/85

Project Title & Number: _____

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Program or Sector Goal: The broader objective to which this project contributes: 1. Assist in regional program to overcome problems associated with insecure tenure and access to land. 2. To support applied research on tenure-related issues and agrarian transformation problems, particularly title security and agricultural land markets in Latin America.	**Measures of Goal Achievement:** Resources committed and activities organized by USAID and host countries. Research results are translated into policy actions and program activities.		**Assumptions for achieving goal targets:** Host-country government are committed to solving tenure-related problems.
Project Purpose: To provide project managers and policy makers with the analytical basis and rationale for examining and interpreting land use and tenure information.	**Conditions that will indicate purpose has been achieved: End of project status.** 1. Incorporation of research results into Action Plans and projects. 2. Resources committed and activities organized by USAID and host countries. 3. Sources and amount of requests for research results.	AID/W and Mission assessments of on-going research projects.	**Assumptions for achieving purpose:** Project managers and designers will make use of the information. The research results are widely distributed.
Outputs: 1. A coherent body of new literature on land issues. 2. Regional-level strategy statement on tenure improvement programs to address specific issues. 3. Mission and country-level strategies for addressing tenure-related problems. 4. Assessments and project design assistance.	**Magnitude of Outputs:** Special studies, comparative studies, state-of-the-art papers, a synthesis of research findings published and distributed to AID/W, Missions and LTC network.	Post-project evaluation	**Assumptions for achieving outputs:** A proper mix of studies on various tenure issues are carried out.
Inputs: 1. Land Tenure Center staff and network. 2. Tenure Security and Land Market Project Coordinator. 3. LAC/DR/RD Project Manager. 4. Mission responses and commitments.	**Implementation Target (Type and Quantity)** LAC/DR 800,000 AID/W 200,000 Missions 350,000	AID obligation records	**Assumptions for providing inputs:** Funding availability