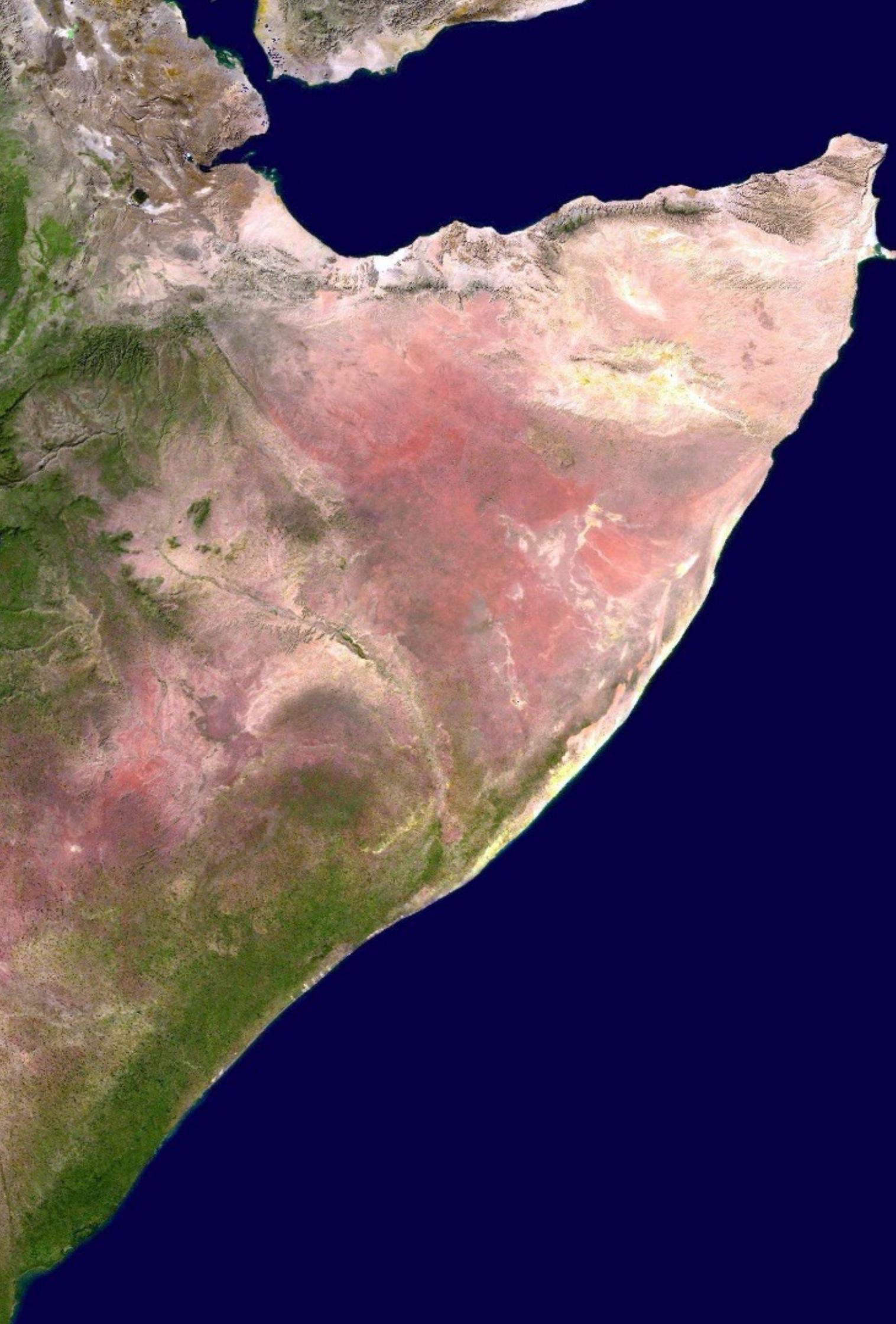




Land Governance

Business Plan 2020-2030





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INTRODUCTION

The Intergovernmental Authority on Development (IGAD) is a Regional Economic Community (REC) of the African Union. Member countries include Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan and Uganda.

The IGAD's mission is "to assist and complement the efforts of the member countries through increased cooperation to achieve food security and environmental protection; promotion and maintenance of peace and security and humanitarian affairs; and economic cooperation and integration"¹.

The IGAD's activities consist mainly of policy support, information and knowledge sharing, capacity development and research, and promoting the uptake of science and technology².

IGAD member countries' priorities for achieving national development include, among others: eradication of poverty, food security, agriculture transformation, natural resource exploitation, preventing and mitigating climate change effects, and sustainable urban expansion. The region is characterised by a fast-growing population and ambitious socio-economic development plans, for the most part, dependent on efficient and sustainable exploitation of land and natural resources.

Land in the IGAD region is synonymous with identity, culture, power, development, food and human security. Land and natural resources are abundant. In instances of good land governance (secure tenure, access and use), land and natural resources provide in many ways for IGAD citizens. In instances of weak land governance, land becomes a source of conflict, a perpetrator of social inequalities and discrimination, and a vehicle for the depletion of natural resources.

Healthy tenure governance systems are crucial to achieving IGAD development objectives. Yet land governance is often not prioritised, land reforms are addressed in silos and are seldom integrated within member countries' strategies for development.

Land sector improvements require structural changes that are not sustainable unless integrated within development visions, nationally driven and systemic. Land reforms become unsustainable when land programmes do not respond to locally owned-demand, capacity is not in place to sustain activities in the long term, interventions are not national priorities, and activities are ad hoc and not framed within the existing legal and policy frameworks.

The Land Unit belongs to the IGAD, a regional authority established by the member countries for the member countries. What gives the IGAD Land Unit great potential to become an essential stakeholder in the region is its unique identity, its mainstreaming capacity and embedded national ownership. The Land Unit's priorities are identified based on member countries' political will and locally owned demand, calibrated on existing and projected capacity, and implemented with the member countries in the lead. IGAD work extends well beyond land, and by mainstreaming a harmonised land approach through IGAD programmes, the IGAD Land Unit can achieve land sector reforms' integration within national and regional development strategies.

The following sections provide insights into the Land Unit's capacity, aspirations, operational modalities, and systems. Our objective with this Business Plan is to create a common vision of the IGAD Land Unit's short-term (five-year) objectives and a longer-term (ten-year) vision and provide the Land Unit with a transparent framework for delivery, growth and collaboration with member states and partners.

1 The Inter-Governmental Authority on Drought and Desertification (IGADD) was established in 1986 to address recurring droughts and other natural disasters in the Horn of Africa. It became the IGAD in 1996 when its mandate was extended to other areas of cooperation.

2 All activities are guided by the Regional Strategy and Implementation Plan 2016-2020. Programme areas for regional cooperation include food security and environmental protection; economic cooperation, integration and social development; peace and security; and humanitarian affairs. Land governance cuts across the four areas.



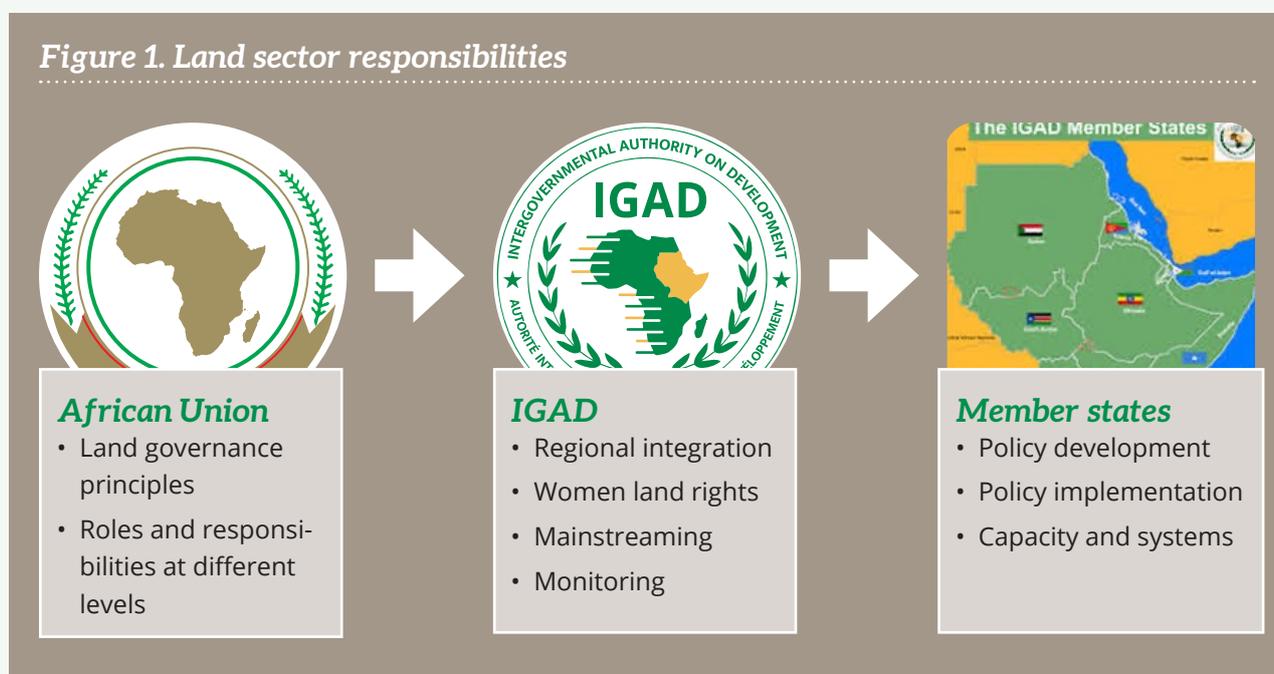
SECTOR ANALYSIS

The Consortium of the African Union Commission (AUC), the United Nations Economic Commission for Africa (UNECA) and the African Development Bank (AfDB) established a joint Land Policy Initiative (LPI) in 2006 to provide a common platform for dialogue on land governance and land-related challenges in Africa, and to support member countries in their efforts towards reviewing, developing and implementing land policies, including mechanisms for progress tracking and reporting. The LPI developed the Framework and Guidelines (F&G) on Land Policy in Africa that were endorsed in 2009 by the AU Heads of State and Government through the AU Declaration on Land Issues and Challenges as a unique continental framework for strengthening land rights, enhancing productivity and securing livelihoods on the African continent.

The AU Declaration on Land Issues and Challenges calls upon RECs to convene periodic platforms for experience exchange, lesson learning and dissemination of best practices, and to capture/address issues of land within their respective common agricultural frameworks. The African political leadership’s common vision and shared commitment to

support regions and countries to strengthen their land governance systems in line with the F&G and VGGT is a global best practice. It is leading the region to develop relevant, responsive and context-appropriate land policies compliant with international best practices. Within this commitment, regional authorities like the IGAD have a primary role to play in supporting member countries translate the AU vision into harmonised regional policy frameworks and convergence of national land policies and support implementation³. The IGAD is mandated by the AU to promote the development of harmonised land policies to improve member countries’ land sector performance.

With a population of over 245 million and stretching over an area of over 5.2 million square kilometres, the IGAD region is one of the most food-insecure regions in Africa. Over 80% of the people derive their livelihood from agriculture, primarily from semi-subsistence agriculture and pastoralism on arid and semi-arid land⁴. With agro-based economies, land is central to the social and economic development of the region.



3 The Land Policy Initiative (LPI) developed a Framework and Guidelines (F&G) on Land Policy in Africa to facilitate national land policy development and implementation processes based on securing access to land and tenure security for all users and underscoring meaningful participation in land policy formulation and implementation. The F&G sets standards for best practices in land policy reforms and benchmarks for the efficient performance of land institutions.

4 Nearly half of the Region (42%) is classified as arid, receiving less than 350 mm of annual rainfall, and another 25% is classified as semi-arid having precipitation in the range of 350-700 mm a year.

IGAD Context Analysis

The AU Declaration on Land Issues and Challenges⁵ gives a mandate to the IGAD to provide technical guidance to the member countries, monitor the land sector's progress, and promote regional land policy harmonisation and women's land rights.

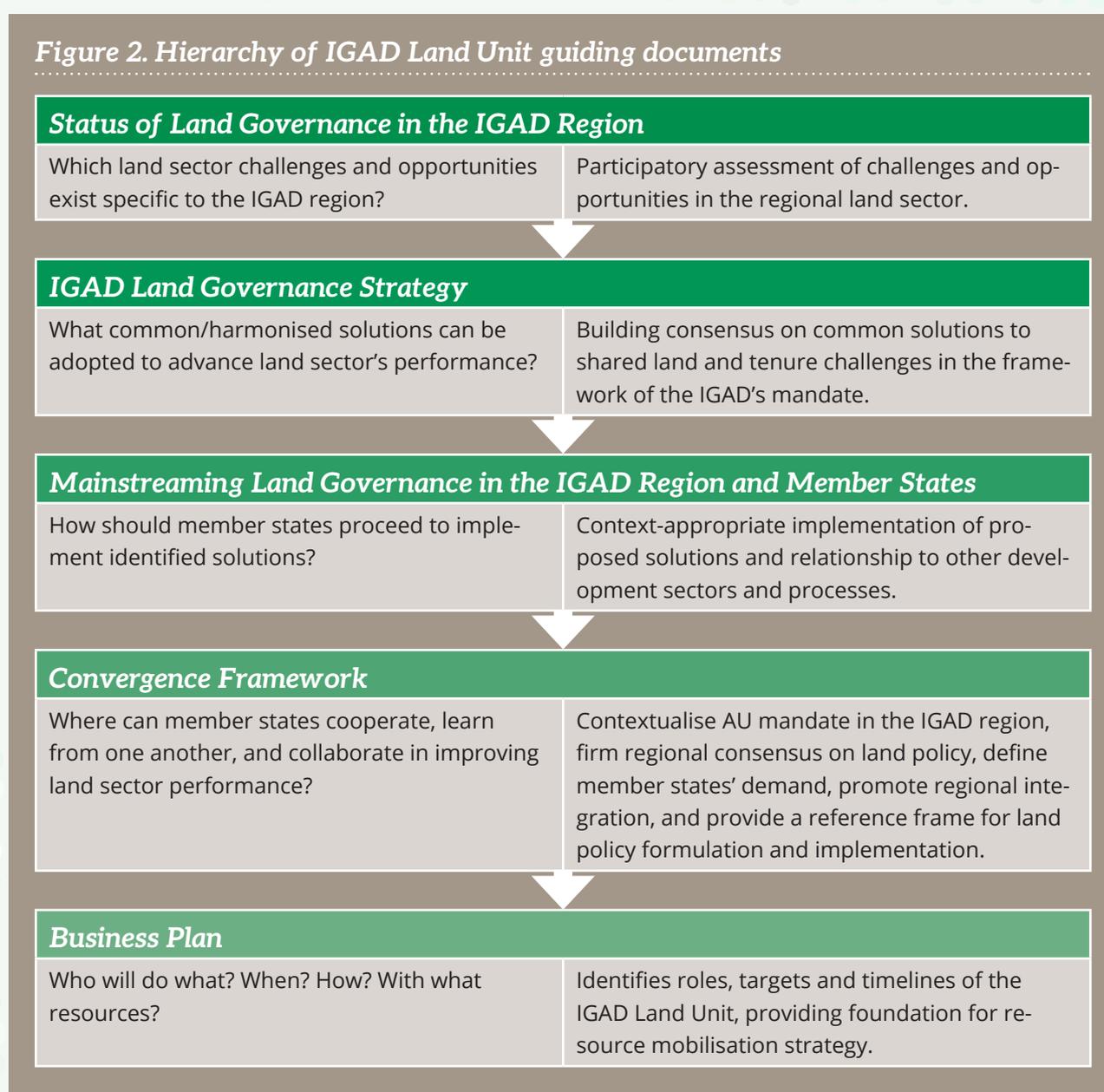
The same Declaration gives a mandate to member states to promote land sector interventions that tackle underlying causes of tenure insecurity including through securing and protecting all tenure

rights, increasing transparency in land administration, and promoting equal access to land for all land users.

The IGAD Land Unit has – since its establishment – worked on progressively crafting a strategic framework for its operations. The starting point was to help member states assess common and shared land tenure challenges.

These included insecurity of tenure rights over land and natural resources; insecure access to land for women, youth, pastoralists and other vulnerable

Figure 2. Hierarchy of IGAD Land Unit guiding documents



⁵ AU Declaration on Land Issues and Challenges, 2009

groups⁶; land-related problems of conflict and post-conflict situations; degradation of land and natural resources and the challenges of checking it, especially for the shared resources across member countries; challenges of managing the phenomenon of large scale acquisition of land; lack of comprehensive land policies on land expropriation and compensation; unsustainable development and management of urbanisation; confusion in the administration of pluralistic legal frameworks – customary and statutory land tenure and religious laws – with corresponding legal pluralism of statutory, customary and religious laws often co-existing among the same people and same areas; outdated survey and mapping infrastructure, and inefficient land administration; and limited technical capacity at all levels of governance.

The process then progressed with the identification, through a facilitated multi-stakeholder dialogue, of strategies to be adopted to address those challenges. Lastly, it led to discussing how to operationalise such solutions, highlight the progress already achieved on the implementation of the land agenda⁷, setting benchmarks in different areas and proposing a range of tools to evaluate and compare experiences, and pointing to common trends (i.e., decentralisation of land administration) and best practices.

This Business Plan is only the last product of this complex process which, through research, inclusive consultations and negotiations, is building a shared vision for the IGAD land sector⁸ and operationalising IGAD's previous work on land⁹.

IGAD Land Sector Trends

To forecast future land sector needs with an acceptable level of accuracy and confidence, it is necessary to acknowledge the centrality of land in socio-economic transformation and identify the role that land will play in the economic changes foreseen in the IGAD countries and surrounding economic blocs.

Land is considered a fixed asset in the concept of rural and economic development but, in the full equation of development, land is also a variable highly subjected to the “quality” of its governance which can potentially turn land from an asset to a liability¹⁰. To forecast future land sector needs, it is necessary to look beyond the sector itself to developments and trends in those areas that generate this demand.

- **Demographics and land.** The IGAD region has one of the highest demographic growth rates globally. Population growth translates into increased demand for food and for stable and secure access to productive land and related water resources. A more numerous and richer population will instigate change in diets. To give an example, demand for meat, dairy and eggs is projected to increase by 70% before 2050, thus impacting the needs for land for livestock rearing. Improved tenure governance will become a necessity to ensure food security¹¹.
- **Rural-urban migration.** The increasing urbanisation affects people's livelihoods and diets. Progressively, fewer people will be able

6 Where cultural beliefs and institutions vest land ownership under the male household and clan heads while women enjoy secondary rights in the form of access to and use of land through their husbands, fathers, brothers, or other male relatives. This is despite women growing 70% of the food that feeds the continent. It is estimated that just 13% of African women claim sole ownership of land compared to 36% of African men. *Gender Gaps in Property Ownership in Sub-Saharan Africa. World Bank report 2018*

7 While land issues in the IGAD Region are considerable, there are on-going efforts to address them. Kenya and Uganda have National Land Policies in place. Djibouti, Ethiopia and Sudan have land-related laws and institutions in place being implemented but do not have National Land Policies to guide their implementation. Somalia and South Sudan do not have National Land Policies. In the majority of the countries, legal frameworks require updating and harmonisation with recent policies.

8 Among others, the *AU Declaration on Land Issues and Challenges and the Framework and Guidelines on Land Policy in Africa*, provide an agreed regional framework on how to facilitate access to land and security of land rights for all land users in the IGAD region, especially vulnerable groups such as pastoralists, women and youth.

9 Documents that informed the BP include, among others: *The IGAD Land Governance Strategy, the Status of Land Governance in IGAD Member Countries, Mainstreaming Land Governance in the IGAD Programme and its Member States, a Convergence Framework for IGAD, a BP for IGAD Land Governance, A Resource Mobilisation Strategy for IGAD Land Governance BP*, and country specific case studies.

10 “*Embedding vulnerability in livelihoods models: a work in progress*” Sue Lautze, Angela Raven-Roberts - Feinstein International Famine Center, Tufts University 2003

11 IFPRI, International model for Policy Analysis of Agricultural Commodities and Trade” (IMPACT) 2017.

to provide for their own food and nutrition security through agriculture. This separation between food producers and non-food producers is a new concept in the region. To meet the new market demand through agriculture, cultivation patterns will have to change to improve production and productivity. This, associated with the increasing investment in “high value” commodities for export such as palm oil and biofuel, will further stress the land management and tenure systems.

- **Land and investment.** Demand for land and other natural resources by local and foreign investors will continue to steadily increase. The risks for communities’ tenure rights and investors’ interests are high in contexts of weak tenure governance, where governments struggle to play an honest broker role and monitor policy enforcement and performance, ensuring that they align with national development strategies.
- **Competing land uses.** Without efficient planning, forests, protected areas, wetlands and buffer zones will continue to shrink to leave space for settlements and agriculture. This will translate into poorer air quality, increased numbers of human-wildlife conflicts and disease transmission, depletion of water resources, loss of biodiversity, increased number and severity of animals-to-humans transmitted diseases, etc.
- **Climate change, food security and livelihoods.** Climate change is already having an impact on livelihoods of the predominantly rural population in the IGAD region, making the need for improved land-use planning evident. Climate change effects are displaying the harmful effects of unsustainable land and natural resources’ use while showcasing the sustainability of traditional livelihood practices, such as pastoralism, that are currently threatened.
- **Women and land.** Many rural women across the IGAD region live on customary land; their livelihoods and their families’ food security derive from farming. In the traditional setting, women are more likely to be excluded from decision-making and ownership of land. Gender inequality has become a structural barrier

to increasing the agricultural productivity and income of rural women.

- **Land and migration.** People’s movement is an active part of the IGAD region’s history, but its volumes and impact have increased with the increasing demographics. When people move, they transfer their needs and skills elsewhere and they can either become an asset or a burden to the community that hosts them. Regulated and sustainable access to land is at the heart of durable solutions to this protracted crisis.
- **People and land governance.** Increased public awareness of land rights and value of land and natural resources translates into increased demand for protection of tenure rights from governments and transparency and accountability in land administration. In many customary systems, the relationship between the people and the land was traditionally an exclusive domain of the community, and any national government interference was perceived as an intrusion. Citizens are increasingly demanding accountability and, through digital technology, finding innovative ways to participate in land administration and access information.
- **Land and conflict.** The number and intensity of intra- and inter-state conflicts, especially linked to exploitation of land, water, and high-value natural resources, is increasing. Population-increase and competition for access to productive natural resources, in the absence of effective land administration, are clear drivers of conflict between land users in the IGAD region.
- **Land sector funding.** Member countries increasingly recognise the primary role of land governance in the achievement of development objectives, but this seldom translates into an adequate commitment of resources. Although member countries are currently undertaking land administration reforms funded through loans, needs are much higher than commitments, and the land sector remains chronically underfunded. Unless this trend changes in the future, land will remain an obstacle to the achievement of national and regional development objectives.



STRATEGY AND PROGRAMME

Land governance reforms strive to achieve structural changes that reach far beyond land, providing the necessary foundation for development in all land-based sectors. Identifying the functional relationships between the land sector and other sectors is critical to measure these changes and factor them in when evaluating achievements.

The IGAD Land Unit's work to date has interrogated the member countries on how they define land, where they see the added value of land in their future societies and economies, and which services the land sector must provide.

The "Theory of Change" articulates how the Land Unit will support the member countries in envisioning and enacting land governance systems that can best enable achievement of their development objectives. It identifies priority areas for intervention and describes how the Unit is planning to deliver on them based on its mandate, functions, capacity and comparative advantages.

Theory of Change

Increasingly, IGAD member countries recognise land governance's pivotal role in the achievement of

development objectives related to socio-economic development, agricultural transformation and food security, sustainable natural resource management, investment, disaster risk reduction, conflict prevention and management, climate change and infrastructure development. Tenure insecurity, insufficient land use and management capacity, and limited planning and enforcement capacity, in particular, are hindering efforts to promote sustainable land-based investments and sustainable land and natural resource use and management.

By improving (through capacity development, technical and policy support, and information sharing) member countries' land governance capacity, the Land Unit will enable land to play a greater role in achieving national and regional development objectives.

At the heart of the BP is a "Theory of Change" (Figure 3). It captures the aspired change and the outcome pathways the Land Unit will pursue to make contributions towards that change. The principles articulated in the "Theory of Change" guide all activities of the IGAD Land Unit, reflect its mandate, and inform its mode of operation.

Figure 3. Theory of Change



The IGAD Land Unit’s mandate and the analysis of existing demand point to three levels of possible engagement: (1) mainstreaming land activities as part of IGAD non-land programmes, (2) through regional land programmes, and (3) through national land programmes with the potential to inform regional processes. Any IGAD Land Unit activity will target one or more of these levels based on needs, comparative advantage and efficiency analysis.

Objectives and Programme Areas

The TOC identifies four strategic objectives. A thematic programme area has been designed around each objective for activities to be implemented in the next ten years. Activities under each programme area were selected based on regional, and multi-country expressed demand; relevance of the area to the IGAD’s Land Unit mandate; opportunity for maximum impact and efficiency; effective linkages to other IGAD programme areas/programmes; and funded and planned projects. Based on these criteria, they provide the highest impact potential for the IGAD Land Unit.

Monitoring & Evaluation, and land and geospatial information & technology, as well as land tenure statistics are cross-cutting issues mainstreamed across the four programme areas.

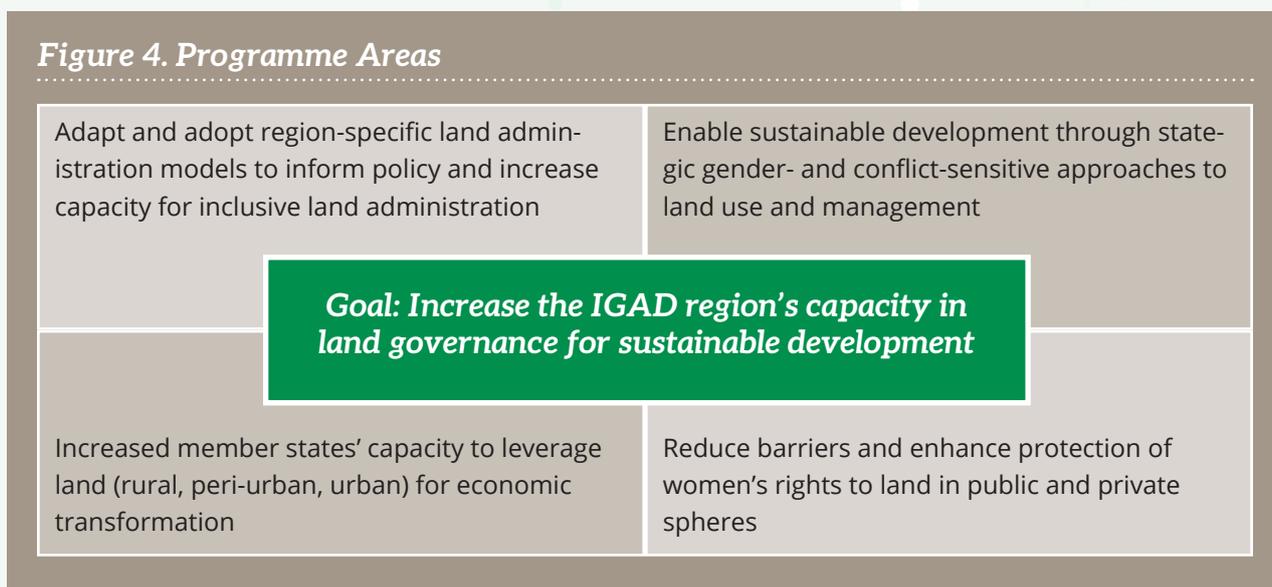
Programme Area 1: Strengthening Land Rights Administration

The land administration system is the governments’ infrastructure for managing land rights and executing land policies as defined by the legal framework. An equitable and transparent land administration system is a necessary foundation to achieve sustainable development objectives. The IGAD will work to support its member states to modernise and improve their land administration systems, while mainstreaming gender considerations across the land tenure, land valuation, land use and land development functions.

The following will be the areas of focus:

- **Support the development of National Land Policies** – Functional land administration systems cannot exist in the absence of adequate land policies defining national land sector goals and objectives. Yet only two of the seven IGAD member countries have National Land Policies. In some IGAD countries, existing land policies are not gender-sensitive and, where women’s land rights have been adequately incorporated into the legal and policy frameworks, implementation has not managed to annul discriminatory social practices. The IGAD Land Unit will support member countries to create gender-sensitive legal and policy frameworks relating to land tenure, use,

Figure 4. Programme Areas



planning, and development. These policies will, in turn, increase land administration systems' accessibility, inclusiveness, gender responsiveness, transparency and accountability.

- **Governance, institutions and accountability** – Attaining political endorsement and strengthening institutional mandates through continual advocacy and awareness across multiple sectors is essential to strengthening land administration systems. The IGAD Land Unit will focus on strengthening institutions at regional and country level by supporting the realignment of the land governance structures, the establishment of effective and efficient land institutions at different levels taking into account the traditional and formal institutions, and leadership in the land sector. Central to this work is increasing women participation in land governance institutions.
- **Capacity development for sustainable land administration systems** – The IGAD's mandate on capacity development work will focus on knowledge and skills transfer in land administration, at the required level, for all land administration stakeholders. The IGAD Land Unit aims to increase the awareness and level of understanding of land administration through skills development programmes, context-based skills training, professional training, peer-to-peer learning, and inter-governmental training programmes. It includes skills building and strengthening, sharing of cross-country experiences, and incorporating nation-to-nation and interdisciplinary knowledge sharing.
- **Grievance addressing mechanisms** – Grievance addressing mechanisms are a key element in ensuring that a land administration system can enable inclusive and transparent land governance. Land disputes are endemic to any society. What determines whether land disputes will become a challenge to national development is the accessibility of land disputes resolution fora, the predictability of the litigation outcome based on agreed rules, and the system's capacity to enforce it. The IGAD Land Unit will support member countries in

improving grievance addressing mechanisms and their accessibility, especially for women.

- **Centrality of land data information management for effective land administration** – Land data that enables standardised identification of the people, type of rights, location and time is key to ensuring that a land administration system can deliver on its responsibility to secure tenure rights. The IGAD Land Unit will support member countries in increasing their capacity for acquiring, integrating, managing, maintaining, and sharing land information. Effective land information systems should be fit-for-purpose and organised around land activities or land services. Increasing data availability to the public will be the focus of this work.
- **Innovation and standardisation in land administration** – Land administration technology and processes are continuously evolving providing opportunities for innovation. Governments in the region can thus quickly bridge the digital divide, particularly in cadastral work, and devise context-appropriate solutions to secure people's tenure rights. The application of fit-for-purpose approaches in land administration makes it possible for different land interests to be recorded and registered in different ways. In a bid to strengthen regional convergence, the IGAD Land Unit will support the development of standards and guidelines based on best practices.
- **Partnerships as the basis for effective land administration** – Land governance in the region can only improve through a multi-sectoral approach. This includes the creation and harnessing of strong relations within and between public sector, private sector, academia, civil society, not-for-profit, non-governmental organisations, professional bodies, coordinating organisations, and international agencies and societies. Multi-stakeholder platforms that are gender-responsive and conflict-sensitive are pivotal to achieving the IGAD's objectives at regional and country levels. The IGAD Land Unit will reach out to stakeholder groups and support them to engage in debate through different platforms for meaningful dialogue.

- **Advocacy and awareness for land administration** – Land administration cannot succeed without stakeholder acceptance and support across society. Advocacy and awareness activities can help to create and maintain this backing. Meaningful engagement with all land stakeholders is integral to the implementation of an effective land administration and management systems. The IGAD Land Unit's advocacy work will include stakeholder's identification and engagement, communication strategies, lobbying and advocacy, and information sharing.

Programme Area 2: Improving Land Use and Management

How people use land and natural resources has a tremendous influence on the direction of their development. Land allocation patterns and tenure security levels can determine the quality of land development. Arid and Semi-Arid Lands (ASALs) cover 70% of the IGAD territory and are often erroneously perceived as low-value areas. In the absence of clear land-use plans, the ASALs in the IGAD region are often left idle or exploited in unsustainable ways, leading to land degradation. Even beyond ASALs, there are areas not utilised due to land conflicts arising from competing land uses. As a result, vulnerability of livelihoods like pastoralism increases.

Improving land use and management in the IGAD region and matching different ecosystems with optimal land uses is critical to maximise the potential of the land while ensuring its sustainable use. The Land Governance seeks to work with the member countries, private sector, civil society organisations and communities within the IGAD cluster and cross-border areas to unlock the potential of land through inclusive, participatory, conflict-sensitive land-use planning and management. The following will be the areas of focus:

- **Inclusive, participatory and conflict-sensitive land-use planning** – The IGAD Land Unit will help to strengthen member countries' land-use planning capacity by developing tools such as policy models, guiding notes and guides drawing from global and regional best practices. It will assess land uses in the region,

identify gaps and develop region-specific land-use management strategies.

- **Land-use planning in the rangelands within the IGAD clusters and beyond** – Sustainable management of rangelands is critical for pastoralism, which is the dominant livelihood and production system practised in the ASALs. The IGAD Land Unit will work with member countries, local governments, CSOs and communities to address the root causes of land degradation and low productivity, establish efficient mechanisms to manage land-use related conflicts, and provide a mechanism to enable pastoral mobility within the clusters and cross-border areas, thus increasing resilience to climate change. A Regional Pastoralist Land Governance Forum and community of practice will be established to provide a platform for dialogue, sharing, consensus building and strengthening pastoralists' participation in sustainable governance of land and land-based resources.
- **Integrated management of transboundary land and natural resources** – Land and land-based resources often go beyond national boundaries and, in the absence of an agreed management framework, can create conflicts between or within member countries. The IGAD Land Unit will support the development of guiding notes, models and frameworks for sustainable management and benefits sharing in collaboration with member countries, local governments and communities. Mainstreaming land governance in agricultural policies, strategies and implementation plans will turn land into an enabler of agricultural productivity in the region. Member countries will also be supported to deliver on their climate change commitments.
- **Integrated, participatory and sustainable urban planning in the IGAD region** – Rapid urbanisation is challenging current capacity for urban planning and housing development. Member countries are planning to tackle, through adaptation to regional needs of the Green Growth Strategy, the issues of safety, food security, inclusion, and participatory

decision-making. The Land Governance will work with the member countries, local governments, CSOs and communities to promote participatory urban planning.

- **Capacity building and learning** – The IGAD region needs to address its land-related challenges with context-appropriate solutions informed by global best practices. The IGAD Land Unit will work to generate, through research, region-specific data/information, and to strengthen capacities through skill development and learning exchange platforms.
- **Building/strengthening regional and national multi-stakeholder platforms** – Meaningful stakeholders' participation is key in promoting accountability, transparency and meaningful participation. The IGAD Land Unit will establish relevant multi-stakeholder and CSO platforms to ensure effective engagement, ownership and sustainability of the interventions.

Programme Area 3: Quantifying the Role of Land in Economic Development

In the IGAD Region, the land sector is not perceived as contributing to socio-economic transformation, eradication of poverty and hunger objectives. Much to the contrary, it is often perceived as one of the main challenges to socio-economic development. At the local level, the majority of the population draws its livelihood from its relationship with the land. Still, only a small percentage is currently able to use land to improve its socio-economic status.

This happens because of the way land is valued. Land valuation does not reflect the social complexity of the region and fails to capture the current and future roles land plays in the socio-economic context. The value of the land is calculated based upon level of formality of the owner's rights (in absence of formal documentation, the value is lower) and visible investment that achieves immediate or clearly time-bound gains. Value addition related to socio-economic dynamics (longer-term productivity, sustainable use, prevention or mitigation of climate change effects, soil and biodiversity conservation, etc.) and avoided future losses, is not quantified and therefore not bankable. There is a need

to rethink land valuation and enable valuers to fully understand the socio-cultural and environmental issues that impact value and livelihoods, so as to better inform land-related calculation.

This "miscalculation" has implications on all levels and most sectors of IGAD societies. For citizens, it creates inequities because landowners are often unaware of the real value of their land (market value, strategic value, social value, etc.). Land held under customary systems is often unregistered and lack of transaction data makes it difficult for owners to secure their rights and properly claim for compensation. Valuation of unregistered land is more arbitrary, subject to opaque markets, and external pressures from politicians and elites. At the national level, land sector development is not prioritised for funding because it is not perceived as a necessary pillar for other sustainable development objectives, and therefore it does not support their objectives.

The Land Governance seeks to strengthen the IGAD member states' capacity to value land's role in socio-economic development, encouraging member countries to prioritise funding to the sector and instrumentally using the revenue it generates to strengthen it. The areas of focus here are:

- **Better understanding the value of land** – The need to value unregistered land is intensifying across the IGAD region. Population growth and urban growth rates are increasing the pressure on land and the risk of evictions. More urban and rural development projects are coming in line that need land acquisition, fair involuntary relocation and compensation. Large-scale land-based investments are on the rise and impacting local occupants. Sea-level rise is an emerging threat to coastal communities' tenure security. Because of conflict, the IGAD region is currently managing the largest number of displaced people recorded for many decades, all of whom need land for shelter and/or livelihoods. Valuation has generally been focused only on registered land. It has not sufficiently supported the unregistered land rights and claims, often held by poor people. The IGAD Land Unit will work with the IGAD member countries to develop solutions

for valuing unregistered land and pilot these in the IGAD member countries.

- **Financing for the land sector** – Land is one of the limited examples of sectors in IGAD member countries that have historically acted as a revenue generation tool for governments, though this revenue is seldom in turn re-invested in strengthening land administration capacity. The IGAD Land Unit will raise awareness among its member countries about the importance of ongoing financial commitment to land sector development. It will work towards the identification or development of land administration business models that make systems sustainable and affordable and are able to generate value for society as a whole through the realisation of sustainable revenue streams. The IGAD Land Unit will also seek to broaden financial participation in land administration through the development of financial partnerships, for example with the not-for-profit sector, donor agencies or development partners, in cases where a member state may not have the means to improve its land administration system.
- **Improving Land-Based Financing in a decentralised context** – All IGAD member countries have some level of decentralisation, ranging from intermediate governments (states, provinces, counties, districts and so forth), to municipal governments, and to governing bodies that may take on relatively narrow responsibilities. Regardless of the administrative definition of the nation, subnational governments are seldom financially independent, though it is at these levels that land administration supports economic development through service-delivery. The subnational governments' financial dependence affects their limited service-delivery and revenue-raising capacity. With the potential of leveraging land for development, the IGAD Land Unit will support clear articulation of land funding sources and investment for development options through Land-Based Financing (LBF). Improved local finances and the ability to improve local infrastructure and service provision can have far-reaching social and economic benefits. The Unit will work closely with the Africa Local Governments Association to pilot the use of this flexible tool in a bid to increase revenue generation and improve local service delivery.
- **Promoting the use of government lands as assets** – In the IGAD Region, governments are the biggest landholders, but most of this land is not being put to productive use through leasing and other business models. Inventorying government lands and, through transparent means, availing it for development will increase public sectors' revenues. The IGAD Land Unit will work with Land Commissions in the IGAD region to determine how best to leverage government land for development.
- **Improving land and property taxation in urban and urbanising contexts** – In almost all IGAD member countries, land and property values are increasing in and around urban areas. Local and national governments can effectively use land and property taxation as an effective means to redistribute wealth, create a better urban growth, and invest in infrastructure and services – ultimately of benefit to all. The IGAD Land Unit will work with its member countries to determine and pilot approaches on how taxation can be used for urban development and the wellbeing of a city's inhabitants through sustained investment in infrastructure and services.
- **Enhancing IGAD member countries' capacity for responsible land-based investments** – All IGAD member countries are keen on attracting investments as a way of fostering economic development. But often, tenure insecurity becomes an obstacle for investment. Despite the global attention land-grabbing has drawn, the IGAD member countries have not successfully addressed concerns and attracted sustainable investments. The Land Governance, drawing from international best practice, will work with the member countries to develop regional standards and guidelines for national application as well as build capacity on negotiations and responsible investments.

Programme Area 4: Strengthening Women's Rights to Land

In the IGAD Region, women are major contributors to the households' economy, yet socio-cultural norms too often vest land ownership in the male household head and clan heads, while women enjoy secondary rights in the form of access to and use of land through their male relatives. Both customary and statutory land administration institutions and processes are gender unaware. Patriarchal norms and traditions discriminate against women and girls and dictate on delivery of land adjudication, surveying and titling processes. Women and women organisations are less confident and aware of land governance and administration processes, and this obstructs their ability to engage, influence and become part of land reforms' decision-making process. This limits women's capacity to enjoy equal land rights and their ability to utilise land productively.

The IGAD Land Unit will work through advocacy campaigns and close partnerships to interrupt the cycle of tenure insecurity for women by strengthening women's economic empowerment through increased tenure security (women's access to, control over and ownership of land). The areas of focus here are:

- **Mainstreaming gender in land administration** – The IGAD Land Unit will develop gender and land resources and support member states and customary land institutions to apply gender-responsive techniques in delivery of land administration services. This will be achieved through promotion of a cross-country and global learning exchange and delivery of tailored training and twinning approaches.
- **Strengthening protective laws and national actions** – Laws alone, however comprehensive they may be, cannot deliver gender equality objectives. The IGAD Land Unit will work with its partners to influence the policy and implementation framework's improvement, to increase protection for women's land rights. Key among these partners are government departments and Line Ministries of Lands, Gender and Justice, the IGAD CSO Forum, the private sector and the academia.
- **Building women's voice, participation and leadership capacities** – Moving the equal land rights' agenda forward without women's representation in land governance processes and structures is impossible. The IGAD Land Unit will create safe spaces that encourage women, particularly those who are acutely vulnerable, to seek out information on their rights, to build their capacity to take on leadership roles, thus voicing, addressing and incorporating women's needs into land administration reforms. Grassroots women and women leaders will be supported to meaningfully engage with traditional and state land actors by organising targeted dialogues.
- **Quantifying gender inequality in the land sector and its socio-economic impact to address it** – The IGAD Land Unit is at the forefront of supporting the collection of data and research on land-related barriers to women's economic empowerment. The Unit seeks to drive and measure progress in unblocking structural barriers to women's economic development using land.
- **Implementing prevention innovations** – Strategies to addressing barriers to women's participation in land governance are essential but often lack resources and visibility. The IGAD Land Unit supports prevention initiatives through strengthening approaches and innovations for the documentation of women's rights to land. To promote an enabling environment, male champions of women's land rights will be identified and used to promote dialogue across different groups, sectors and institutions. This will gradually transform attitudes, practices, and behaviours towards valuing women's land rights.
- **Support for regional advocacy on women's land rights** – Civil society organisations have developed some of the most creative and effective responses to lack of tenure security for women, often in societies where the problem is otherwise largely ignored. The IGAD Land Unit, in partnership with the IGAD CSO Forum, will draw attention and resources to these efforts and bring on women's land rights

activists together from grassroots level to the national and regional stage. The communities of practice, strengthened through capacity development, will enhance protection for women’s land rights and reduce barriers to women’s access to financial assets and broader financial inclusion. The IGAD Land Unit will create platforms for women and women’s land rights organisations, governments and traditional leaders to deliberate and shape the future of women’s land rights in the region and hence develop an agenda that everyone will be accountable for.

- **Strengthening youth participation in land governance** – The IGAD Land Unit will devise

strategies to increase youth participation in land governance planning, decision-making and implementation to increase land access and tenure for the youth. In consideration of the fact that there is an increasing number of child-headed households in the IGAD Region, the IGAD Land Unit will work with the member countries towards promoting gender equality initiatives that increase female youths’ access and rights to land, natural resources and property. This includes supporting youth with skills and resources; encourage them to come up with innovative approaches in land governance and tap into their potential to flexibly work with technology and changing trends.

Results Framework (2020-2030)

Programme Areas/ Objectives	Outcomes & Outputs	Outcome Level Indicators
<p>Programme Area 1: Strengthening Land Rights Administration</p> <p>Objective: Adapt and adopt region-specific land administration models to inform policy and increase capacity for inclusive land administration.</p>	<p>Outcome 1.1 IGAD member states have gender-responsive land policies and regulatory frameworks.</p> <ul style="list-style-type: none"> • Output 1.1.1. Gender-responsive land policies and implementation mechanisms are developed and operationalised in the IGAD member states. • Output 1.2.1 Gender-responsive regulatory frameworks developed and implemented. 	<ul style="list-style-type: none"> • Proportion of total adult population with secure rights to land with legally recognised documentation and who perceive their rights to land as secure by sex and by type of tenure. • No. of member states revising and/or formulating gender-responsive land policies and laws.

Programme Areas/ Objectives	Outcomes & Outputs	Outcome Level Indicators
<p>Programme Area 1: Strengthening Land Rights Administration</p> <p>Objective: Adapt and adopt region-specific land administration models to inform policy and increase capacity for inclusive land administration, cont.</p>	<p>Outcome 1.2 Institutional frameworks for land governance in the IGAD region are efficient, effective, inclusive and sustainable.</p> <ul style="list-style-type: none"> • Output 1.2.1 Member states supported to consolidate land administration institutions for effective land service delivery. • Output 1.2.2 Capacity of formal and informal land administration institutions enhanced/strengthened. • Output 1.2.3 Gender responsive land administration tools that are fit-for-purpose developed and/or adapted and implemented. • Output 1.2.4 Customary/informal/community land in the IGAD region mapped and documented. <hr/> <p>Outcome 1.3 Strengthened and harmonised gender responsive land dispute resolution and conflict sensitivity mechanisms in the IGAD region.</p> <ul style="list-style-type: none"> • Output 1.3.1 Land actors trained on gender responsive land dispute resolution and conflict sensitivity. • Output 1.3.2 Harmonised and streamlined formal and informal land justice system. <hr/> <p>Outcome 1.4 Strengthened, inclusive and accessible land information systems.</p> <ul style="list-style-type: none"> • Output 1.4.1 Spatial Data infrastructure in the IGAD region established and/or improved. • Output 1.4.2 Regional tools for improving gender responsive land information system developed and adapted by IGAD member states. • Output 1.4.3 Member states fit-for-purpose land Information systems established and functional. 	<ul style="list-style-type: none"> • No. of member states adapting the IGAD region prototype gender responsive land policy. • No. of days it takes to register land in IGAD member states. • No. of countries with harmonised and streamlined land justice systems. • % reduction in land conflicts in the IGAD region. • % increase in accessibility of land justice system in the IGAD region. • % increase in transparency in the land sector. • % increase in the land sector performance. • of land sector in the IGAD region. • No. of countries making information on land accessible to the public. • Level of digitalisation of the land sector in the IGAD region. • No. of harmonised land sector laws and policies developed in the IGAD region and increasing convergence in land administration.

Programme Areas/ Objectives	Outcomes & Outputs	Outcome Level Indicators
<p>Programme Area 1: Strengthening Land Rights Administration</p> <p>Objective: Adapt and adopt region-specific land administration models to inform policy and increase capacity for inclusive land administration, cont.</p>	<p>Outcome 1.5 Improved action oriented multi-stakeholder platforms for inclusive, sustainable and conflict-sensitive land administration in the IGAD region.</p> <ul style="list-style-type: none"> • Output 1.5.1 The IGAD Region Multi-stakeholder Platform on Land Administration established and functional. • Output 1.5.2 Land Administration Community of Practice established and functional. • Output 1.5.3 Regional knowledge generation and learning on innovations in land administration enhanced. 	
<p>Programme Area 2: Improving Land Use and Management</p> <p>Objective: Enable sustainable development through strategic gender and conflict sensitive approaches to land use and management.</p>	<p>Outcome 2.1 Improved land use planning and management that incorporates fit-for-purpose land administration, land consolidation and social integration.</p> <ul style="list-style-type: none"> • Output 2.1.1 IGAD regional policy and enabling frameworks on integrated and inclusive land use planning developed and rolled out. • Output 2.1.2 Gender and tenure responsive land use planning and capacity development tools (including on FPIC) developed and adapted. • Output 2.1.3 IGAD land use and tenure map developed. • Output 2.1.4 Land capability and classification in the IGAD clusters conducted. <p>Outcome 2.2 Enhanced transnational, integrated and participatory rangeland use and management for sustainable pastoralism in the IGAD region.</p> <ul style="list-style-type: none"> • Output 2.2.1 Community led actions for the management and protection of rangelands developed, scaled up or replicated in the IGAD region clusters. • Output 2.2.2 Shared governance of the rangelands eco system within the IGAD clusters established and functional. • Output 2.2.3 Rangeland resources within the cluster are mapped and planned for sustainable utilisation. 	<ul style="list-style-type: none"> • % increase of land under sustainable land use and management in IGAD clusters. • No. of countries developing and implementing sustainable land use and management strategies. • No. of member states with increased capacity to implement inclusive tenure responsive land use planning and management. • No. of clusters implementing participatory rangelands use and management. • % area of land in the pilot cluster under integrated participatory rangeland use and management. • Level of participation of central and local governments in transnational rangelands use and management in the IGAD clusters.

Programme Areas/ Objectives	Outcomes & Outputs	Outcome Level Indicators
<p>Programme Area 2: Improving Land Use and Management</p> <p>Objective: Enable sustainable development through strategic gender and conflict sensitive approaches to land use and management, cont.</p>	<ul style="list-style-type: none"> • Output 2.2.4 Tools for fair and equitable sharing of benefits from land-based resources developed, adapted or scaled up by the IGAD member states. • Output 2.2.5 IGAD region multi-stakeholder planning and policy platform on pastoralism and land established and functional. <hr/> <p>Outcome 2.3 Improved and integrated management of land related resources across borders for sustainable food and income security in the IGAD region.</p> <ul style="list-style-type: none"> • Output 2.3.1 Community-led sustainable land management practices and approaches for improved agricultural productivity in cross border areas documented and replicated. • Output 2.3.2 Land governance mainstreamed in agricultural policies and strategies. • Output 2.3.3 A regional mechanism established to support member states in meeting their climate change Nationally Determined Contributions (NDCs). • Output 2.3.4 A joint influencing agenda on land as a durable solution in forced displacement developed between the IGAD, member states and humanitarian actors in the region. • Output 2.3.5 IGAD region green growth strategy and implementation plan developed. • Output 2.3.6 IGAD region guidance notes on harmonisation of sustainable and inclusive land use practices for transboundary natural resources management for cross-border communities developed and implemented. 	<ul style="list-style-type: none"> • Level of multi-sectoral coordination on sustainable land use and management in the IGAD clusters. • No. of member states with proportion of cities with direct participation of civil society in urban planning and management that operate regularly and democratically. • Ratio of land consumption rate to population growth rate. • Extent to which the IGAD region is moving towards convergence of land use and management through learning and innovation.

Programme Areas/ Objectives	Outcomes & Outputs	Outcome Level Indicators
<p>Programme Area 2: Improving Land Use and Management</p> <p>Objective: Enable sustainable development through strategic gender and conflict sensitive approaches to land use and management, cont.</p>	<p>Outcome 2.4 Enhanced inclusive, integrated and sustainable urbanisation and participatory development across member states in the IGAD region.</p> <ul style="list-style-type: none"> • Output 2.4.1 IGAD region urbanisation policy and enabling frameworks that domesticate the New Urban agenda developed. • Output 2.4.2 IGAD regional study on tools and approaches on reversing and managing negative urban footprints on land. • Output 2.4.3 IGAD region multi-stakeholder platform on urban land use established and functional. 	
<p>Programme Area 3: Quantifying the role of land in economic development</p> <p>Objective: Increased member states capacity to leverage land (rural, peri-urban and urban) for economic transformation.</p>	<p>Outcome 3.1: Increased knowledge and understanding of the role of land in the economic development in the IGAD region.</p> <ul style="list-style-type: none"> • Output 3.1.1 Land valuation and taxation regimes in the IGAD region assessed, and policy recommendations produced. • Output 3.1.2 Women's contribution to land economy assessed. <hr/> <p>Outcome 3.2: Improved mechanisms for land and property taxation promoting effectiveness, equity and efficacy of the public sector in IGAD member states.</p> <ul style="list-style-type: none"> • Output 3.2.1 Capacity of IGAD member states enhanced on taxation and valuation through regional and global learning and knowledge transfer. • Output 3.2.2 Increased IGAD member states' capacity for valuation of unregistered land. • Output 3.2.3 Improved mechanisms for land and property taxation. 	<ul style="list-style-type: none"> • Public sector services improve as a result of land-based financing. • % increase in GDP resulting from large scale land-based investments. • Land economy's prominence in national planning and development processes. • IGAD member states appreciate land as an economic driver. • % increase in member states financial allocation to the land sector. • No. of member states reporting progress on valuation of unregistered land. • Standards, policies and regulations put in place to facilitate land valuation by member states. • % registered revenue increase from land and property taxation.

Programme Areas/ Objectives	Outcomes & Outputs	Outcome Level Indicators
<p>Programme Area 3: Quantifying the role of land in economic development</p> <p>Objective: Increased member states capacity to leverage land (rural, peri-urban and urban) for economic transformation, cont.</p>	<p>Outcome 3.3 Improved mechanisms for enabling and managing land-based investments.</p> <ul style="list-style-type: none"> • Output 3.3.1 Regional land-based investment management capacity increased. • Output 3.3.2 National land-based investment frameworks revised based on policy recommendations. 	<ul style="list-style-type: none"> • The extent to which member states provide relevant and timely information to the public on large scale land-based investments. • No. of member states that develop new or revise existing frameworks for land-based investment based on the F&G, VGGT, RAI, etc.
<p>Programme Area 4: Strengthening Women's rights to land</p> <p>Objective: Reduce barriers and enhance protection of women's rights to land in the public and private sphere.</p>	<p>Outcome 4.1 Increased women's capacity to engage in land governance in the IGAD region.</p> <ul style="list-style-type: none"> • Output 4.1.1 Women's capacity to engage with land governance and support each other at local, national and regional levels increased. • Output 4.1.2 Improved system's capacity to address barriers to women's land access and control rights. • Output 4.1.3 Prevention innovations enable women participation in the land sector. • Output 4.1.4 Youth's capacity to engage with land governance and support each other at local, national and regional levels increased. 	<ul style="list-style-type: none"> • % of women with decision-making capacity and voice on land ownership, land use and management. • % of women that are engaging and influencing land governance processes. • % of women trained that are involved in land governance decision-making processes. • % increase in number of women represented in traditional/customary land governance structures. • No. of traditional/customary institutions secure women's tenure over land.

Risk Analysis

While the Theory of Change defines what the IGAD Land Unit aims to achieve within its mandate, external factors must be taken into account which may affect the Unit's capacity.

RISK	MITIGATION STRATEGY
<p>Member countries' commitment to addressing land-related challenges through the IGAD can vary depending on the type of land issue, its relevance to the national development agenda, its political and social value at any given point in time. This translates into often insufficient commitment of resources to the Land Unit within the IGAD.</p>	<p>The IGAD Land Unit will ensure that member countries and other IGAD units are fully aware of how land influences development, and it will provide demand-based services that require technical expertise not readily available in the region.</p>
<p>The IGAD Land Unit operates under various institutional management systems and procedures, e.g., finances, human resources, IT, monitoring & evaluation, and communications. Some of the tools, structures and approaches have been under review in recent years and subjected to on-going efforts to improve and upgrade to international standards. The operational performance of the Land Unit is in part tied to the effectiveness of the system it operates under. Any real or perceived weaknesses in the latter may raise questions around the Land Unit's capacity for professional management of complex workstreams and multiple donor contracts.</p>	<p>One of the IGAD priorities in 2020 is the modernisation of its systems and operations, and progress has already been made including in the adoption of more recent technology, and the on-going set-up of a shared system. The Land Unit will benefit from this increased capacity and has at the same time set up its own system that will ensure transparent communication with partners.</p>
<p>A critical success factor in the IGAD Land Unit BP is the extent to which it can attract and retain the necessary expertise and talent to deliver specialised and highly contextualised services.</p>	<p>The IGAD is undergoing a process of review of HR processes, including recruitment, performance evaluation and salary scales, which should lead to increased capacity to attract and retain qualified staff.</p>
<p>Almost all IGAD programmes are financed by development partners, including the land governance programme. Unless the partners' commitment to support the programme continues until the member states allocate enough budget/funds to run the programme, sustainable financing and sustainability of the programme is at risk.</p>	<p>While the BP is going to provide a more solid foundation to build partners' confidence and attract funding, if member countries' commitment to support the IGAD Land Unit,</p>
<p>Other external risks include those unexpected events that negatively affect development in the region, including political instability, insecurity, food crises, drought, etc.</p>	<p>Because these crises are endemic to the IGAD region's history, member countries have developed efficient coping mechanisms to address them. The flexible approach adopted by the programme should furthermore be of help in mitigating possible negative effects.</p>



IMPLEMENTATION MODALITIES

Currently, the IGAD Land Unit's activities are funded by individual projects and mainly supported through external technical capacity. While each project has its specificities, the programme approach increases cohesiveness in the IGAD Land Unit's growth, harmonisation among project-funded activities, comparability of results, and incremental transfer of knowledge and responsibilities to regional and national authorities.

All projects (funded and in the pipeline) fall within the Programme Areas and contribute to the achievement of the set outcomes in the areas of land administration, land use and management, land economy and equal land rights. Implementation modalities are the same across all projects and align to the IGAD Land Unit's mandate and principles.

Effective policymaking and implementation require accurate information on intermediate and final results. The Monitoring and Evaluation of Land Governance in Africa (MELA)¹² tool will be adopted as a frame of reference across all Land Unit activities to generate data that is comparable and measurable. MELA is a comprehensive framework that creates baselines, helps set national targets and establish effective mechanisms to document and assess impact of a wide range of land-related programmes. The greater the MELA up-take in the region, the easier it will be to monitor and benchmark progress in the land sector. Harmonised indicators based on MELA and consistent knowledge management strategies will be adopted across all IGAD Land Unit projects.

Technology has the potential to make land administration easier, cheaper, more transparent and accountable, effective and efficient. However, technology must serve values and policy, because there are risks involved with using technologies in a context of weak tenure governance¹³. The IGAD Land Unit will facilitate regional access to technology that is affordable, responds to current and future needs, and is in line with national land policies and local values.

Partners' Engagement

The IGAD Land Unit recognises that to achieve the vision proposed by the Theory of Change, it is

necessary to increase the overall system's capacity for improved tenure governance, including by improving systems, developing human and technical capacities, and changing attitudes at the national and regional levels.

Under each of the identified programme areas for intervention, projects will be developed and implemented in partnership with a wide range of stakeholders who:

- can directly influence land policies and programmes,
- have a primary role to play in improving tenure governance, and
- can ensure that the land dimension is factored in when planning for development.

The first step is to identify those stakeholders and assess their needs. The second step is to find meaningful ways to engage land sector stakeholders in programme design and implementation, thus using their comparative advantage to increase local appropriation and sustainability of land-related interventions building their capacity in the process. The Land Unit will engage stakeholders through working partnerships – implying an exchange of knowledge and services, rather than targeting them as passive beneficiaries.

The list below identifies the needs of each stakeholder group, compares those needs to the IGAD Land Unit's comparative advantages, and identifies the most appropriate types of activities to engage each stakeholder group. Any time a project is developed, partners and types of activities will be identified among the stakeholders listed below. It should be a living document to allow for the identification of new stakeholders and emerging needs and gaps as often as required. Instruments to strengthen dialogue with the Partners' Assembly, member countries, clients and partners and ensure feedback and learning will be part of the monitoring system.

¹² MELA has been developed by the Land Policy Initiative in partnership with the International Food Policy Research Institute (IFPRI). IFPRI is continuing to provide technical support to the IGAD during this initial phase of MELA implementation. MELA integrates indicators from the Africa Agenda 2063, the Agenda 2030, VGGTs and the African Union Framework and Guidelines on Land Policy in Africa.

¹³ Global Land Alliance, *Out of Africa, on to Asia: The Land Tenure Journey of Dr. John Bruce*, 2020

Stakeholder/Needs	Land Unit Approach	Type of Activity
<p>Member countries' government's representatives with a stake in the land sector</p> <p>Limited human capacity is one of the biggest obstacles to improving land governance. National stakeholders often lack a neutral space for dialogue where they can exchange knowledge and grow outside of the confines of national politics.</p>	<p>Any Land Unit activity will aim at strengthening regional land sector capacity. The Land Unit will act as a catalyst to mobilise the highest level of technical support (in the region or globally) and match it with local capacity, facilitating the transfer of knowledge.</p>	<ul style="list-style-type: none"> • Technical advisory services • Mobilisation of capacity from the region • Creation of panel of experts to drive, design and implement activities • Knowledge exchange • Capacity development • Mentoring • Experiential learning
<p>CSOs with interest in land governance topics, including women organisations</p> <p>Civil Society has a significant role to play in the design and implementation of land sector reforms, but meaningful engagement requires capacity, coordination and access to information.</p>	<p>The Land Unit will work to increase Civil Society's capacity in the land sector recognising the importance of CSOs' direct contribution to land sector reform and their role in ensuring the public better appreciates land-related rights and obligations.</p>	<ul style="list-style-type: none"> • Partnerships on implementation of project activities • On-the-job training • Partnerships in the design and implementation of programme activities.
<p>Academia and training institutions</p> <p>Academia has a wealth of knowledge, and a critical role to play in ensuring capacity is in place for land governance.</p>	<p>By recruiting universities and members of the academia in research activities, the IGAD Land Unit will establish a functional link with tertiary and technical institutions and support the modernisation of land administration curricula, ensuring future land professionals can better contribute to effective land governance.</p>	<ul style="list-style-type: none"> • Partnerships on research, needs assessments and data-collection • On-the-job training • Facilitation of knowledge exchange on training curricula
<p>Private sector and producers' organisations</p> <p>Private sector interests affect and are affected by land sector development, yet its engagement with land sector reforms is minimal.</p>	<p>Supporting the private sector in better understanding tenure-related implications on business will allow for the establishment of mechanisms for feedback and needs assessment, incorporating a fundamental perspective in the land agenda dialogue.</p>	<ul style="list-style-type: none"> • Capacity development activities • Inclusion in land dialogue • Public-private partnerships in work related to investment and agribusiness • Partnerships in monitoring land sector performance

Stakeholder/Needs	Land Unit Approach	Type of Activity
<p>Policymakers</p> <p>Political will and commitment are necessary ingredients for the design and implementation of land sector reforms.</p>	<p>The IGAD Land Unit will target policymakers with lobbying and capacity development activities. Appreciating how land sector reforms can contribute to their political agenda and be translated in political gains will encourage them to actively pursue land sector reforms.</p>	<ul style="list-style-type: none"> • Awareness raising on importance of land sector reforms • Advocacy and communication • Targeted capacity development • Lobbying
<p>IGAD divisions and units</p> <p>Land-related challenges often become bottlenecks to implementation of activities and lack of a concrete uniform approach to land issues within the IGAD is weakening its effectiveness.</p>	<p>The Land Unit will support other IGAD units and programmes by involving them in the land strategy development, increasing their capacity to identify challenges and opportunities related to land, and supporting them in identifying adequate land related measures to include in their programmes to prevent and mitigate land-related risks.</p>	<ul style="list-style-type: none"> • Technical advisory services on land-related issues • Mainstreaming improved land governance approaches • Capacity development • Joint programme design and fundraising • Co-funding of staff and activities
<p>Multilateral agencies and bilateral partners</p> <p>Multilateral agencies have relevant technical expertise and activities, but currently engage with the IGAD and member countries on an ad hoc basis often at the expense of the sustainability of the results of their programmes and projects.</p>	<p>The IGAD Land Unit is well-positioned to facilitate a dialogue between member countries and partners, support exchange of information, increase coordination, consistency and harmonisation of interventions, and help mobilise resources.</p>	<ul style="list-style-type: none"> • Establishment of or engagement with existing land development partners' group • Engagement with UN Resident Coordination Offices during planning processes • Development of partners' capacity needs assessments • Capacity development and advocacy

Service Delivery

The IGAD is mandated to serve its member countries using its convening capacity to facilitate dialogue, providing technical support for policy development and implementation, and building capacity through experience sharing and knowledge exchange and cross-pollination. The Land Unit:

- Makes use of the IGAD's convening capacity to facilitate dialogue among member countries, establish functional platforms, and channel technical support to identify harmonised solutions informed by regional and international best practices,

- Facilitates transfer of knowledge and strengthens regional land-related capacity to increase ownership and sustainability of land systems. Land administration models need to adapt to and reflect the IGAD region's unique human, cultural and physical landscape. The IGAD Land Unit seeks to identify, document and disseminate context-specific land administration models to inform policy development,
- Promotes, through advocacy, an enabling environment for economic empowerment of women and vulnerable groups, protection of land rights for all in the public and the private sphere, social stability and inclusive development,

- Supports member countries in sharing and comparing their progress in improving land governance systems, and to access tools for the land sector through the implementation of common monitoring framework and information management. The futures of member states in the region are inevitably linked. Adopting MELA as a monitoring tool across land sector interventions will generate measurable and comparable data,
- Is mandated to provide specialised technical support from within the region and within the governmental structures (versus “external” support provided by other partners). This is achieved jointly with its convening capacity across states, and the specific mandate entrusted by member countries to support policy development, and
- Is building capacity to provide specialised land-related services to member countries on programme areas where no expertise is available in the region (land sector reform design, loans negotiations, land law, land and investment, expropriation and compensation, land valuation and taxation, land-use planning and territorial development, urbanisation, land rights recording, land disputes resolution, etc.).

While the preferred implementation modality of any activity is with partners and through partners, the IGAD Land Unit requires specialised talent and expertise to deliver on existing commitments, sustain an increasing portfolio of activities, and provide land-related quality services to member countries and the region. The current staffing strategy reflects the Land Unit’s vision to grow incrementally and based on demand and availability of resources, progressively increasing mainstreaming of land in the IGAD, and providing a point of reference for tenure governance in the region. The Land Unit team includes four main profiles: programme management, technical advisory, knowledge management, and finance and administration.

Programme Management: IGAD regular programme staff act as Programme Managers. They provide oversight on programme performance and delivery, promote internal mainstreaming and

coordination with external partners, and facilitate the process of progressive appropriation of land-related capacity within the IGAD. In addition, the programme management function includes key corporate services such as IT, HR, Communications and Financial Management, which are all covered through core funding.

Technical Advisory: While the IGAD Land Unit technical capacity is almost entirely project-funded, experts have different technical profiles, and their roles and responsibilities cut across projects. The Land Unit Coordinator is supported by a Land Tenure Expert, and a Gender and Land Expert. The functions of these experts include project management and technical coordination, support to non-land IGAD Units and supporting knowledge management. The Land Unit is in the process of identifying technical experts in the areas of Land Use and Management, Land and Conflict, and Land Economy in the region that can be mobilised as the need arises. Experts come from any of the stakeholder groups and are mobilised on a temporary basis to support individual activities. Modalities such as secondment of national staff, learning exchanges, mentoring programmes and short-term engagements will enable the IGAD Land Unit to identify and attract required expertise, and develop the capacity of key land sector stakeholders.

Knowledge Management: The success of the Land Unit does not only depend on its technical capacity but on its capacity to learn from existing experiences, evaluate progress, and disseminate knowledge and lessons learnt. While monitoring land sector developments is envisaged in the context of MELA – thus using predominantly national level expertise and exchanges – the IGAD Land Unit knowledge management team will support all projects for maximum learning and experience capitalisation.

Finance and Administration: The finance and administration components of the Land Unit are integrated within the IGAD systems. The project administration team is critical in ensuring efficient delivery and accountability on individual projects and has the capacity to support the growing work of the Land Unit.





GOVERNANCE, COORDINATION AND FINANCING

Governance

As a member-state-driven and donor-funded programme, effective oversight is both critical and challenging. Based on lessons from the past, any confusion or conflict of interest that could undermine the effectiveness of governance mechanisms for the Land Unit has to be prevented. To realise this, two separate but linked bodies have been designed to provide input and direction and help deliver meaningful results to Land Unit stakeholders: a Steering Committee and a Partners Assembly.

- **Steering Committee:** The Steering Committee will comprise a group of 8-12 advisors, stakeholders, and subject-matter experts who offer support, guidance and oversight of progress to the Land Unit. While a Steering Committee typically comprises senior managers who have a vested interest in the delivery and/or outcome of a project/programme, we expect the first responsibility of Steering Committee members to be the achievement of the Land Unit's success, and secondly to their organisation or country. Similarly, members who have expertise in a particular area should avoid taking a narrow view of their responsibility as they are on the committee to contribute to the entire programme. While the Steering Committee's members are individuals who should share a common purpose, their individual opinions and agendas may not always be aligned, and this diversity will enrich the unit. Chairing of the Steering Committee should be vested in an individual entrusted by IGAD member countries with the authority and empowerment to make such decisions as may be necessary in the best interest and mandate of the IGAD Land Unit.
- **Partners Assembly:** As an IGAD programme, it is critical for the Land Unit to ensure a direct and meaningful role for and by the member countries. The Partners Assembly is composed of a representation of all those actors that have a stake in the land sector in the region, from member states, to civil society, to private sector, to development partners, etc. Through a Partners Assembly, member states and other key stakeholders will have ample opportunity

to provide feedback, local/national perspectives, and adequate input into projects' and activities' planning and implementation. The Partners Assembly will not be a "voting democracy" but rather an advisory board whose purpose is to give a voice to individual member states and facilitate sharing and dialogue between them in an effort to advance land governance in the region.

Coordination

Member countries have endorsed all the IGAD Land Unit strategic documents, and their representatives have contributed to the development of this Business Plan to ensure regional needs and expectations are captured and to strengthen members' commitment to sustain the IGAD Land Unit's activities. Member countries are engaged through increased awareness of the unit's mandate and capacity, and through development of a range of advisory services on land-related programme areas for national and regional stakeholders. Within the IGAD, the Land Unit is establishing cross-sectoral collaborations to ensure that its approach to land in the region is mainstreamed across IGAD programmes and projects.

The IGAD Land Unit's mandate to support land sector harmonisation in the region extends well beyond member countries. The Land Unit is strategically positioned to support partners' coordination at different levels:

- National and regional land sector partners are locally legitimate stakeholders with high potential to influence change in the land sector because of their understanding of the local context, their technical knowledge, their state-driven and donor-funded programmes, and their effective oversight is both critical and challenging. This is mainly based on lessons from interests or their position within society. To these partners, the IGAD offers information and capacity development, to create a levelled field for dialogue.
- External partners are bilateral and multilateral stakeholders, strategically identified to address existing technical gaps, inform processes based on international best practices,

increase human and financial regional capacity for land sector reforms, or access high level expertise not available in the region. The IGAD's coordination role is about creating groups of reference to increase awareness on land governance frameworks, facilitate exchange of information on experiences and lessons learnt, help ensure that activities align to national and regional development strategies, and contribute to the improved tenure governance agenda.

- Funding partners are those external partners who are already engaging or planning to engage in land sector support in the IGAD region. The IGAD can help create a platform to increase harmonisation among initiatives, align programmes to member countries' national priorities, help catalyse funding, and ensure information exchange. The IGAD Land Unit has developed a detailed ten-year budget along with the BP to build a shared understanding of what activities and resources are required to achieve each objective, to allow for different resource partners to identify their areas of interest, and to avoid duplication of efforts. The BP budget will be updated bi-annually to identify which activities are already funded, which have been implemented by other partners, and which still require resources.

Resource Mobilisation and Funding

The IGAD Land Unit developed a Fundraising Strategy in 2018. The strategy is still valid and applicable in the framework of this revised Business Plan. Below is a brief overview of the status of implementation of the recommendations:

1. **Use the BP as a tool to prepare bankable project proposals fast and cost-effectively.** All project proposals are now aligned with the BP. The level of detail of the results framework and the budget and their clear linkage to the Theory of Change are designed to facilitate, expedite and make more transparent future project proposals.
2. **Be more proactive in aid coordination.** To strengthen aid coordination, the BP will be presented to the global and regional Land

Development Partners' Group jointly with a request for expressions of interest by individual partners in participating in an IGAD regional group. Based on the outcome of the discussion and on the interest already expressed by current resource partners, the IGAD Land Unit will create an IGAD Land Development Partners' group to increase harmonisation among initiatives, align programmes to member countries' national priorities, and catalyse funding. The IGAD Land Unit will act as a secretariat for the group.

3. **Strengthen project implementation capacity and accountability.** The IGAD Land Unit has focused on increasing its capacity to plan, manage and implement projects. In particular, the systematisation of some of the project management functions (work plans, reporting, monitoring, etc.) and the harmonisation of projects' M&E and progress and financial reporting requirements will increase transparency and accountability.
4. **Strengthen its land governance strategies.** The BP links the land governance strategy to the IGAD Land Unit activities and spells out the Theory of Change. The IGAD Land Unit will now focus on supporting member states in prioritisation of land governance.
5. **Strengthen management of aid relations.** This recommendation will be implemented within the framework of the on-going IGAD reforms and under the guidance of the Executive Secretary.

The ten-year budget associated to BP implementation is of USD 33,300,000. Resource mobilisation will be incremental. For the initial three-year phase, a budget of USD 10 million is allocated – 6.5 million USD already secured and 3.5 million USD currently under negotiation.

- **Phase 1 (2020-2023)** – During Phase 1, the Land Unit is demonstrating through project design and implementation its comparative advantage in supporting land activities in the IGAD region, and its capacity for transparent and efficient programme delivery. It is a time for consolidating existing partnerships and

building new ones, establishing systems and raising funds for the following phase. While funding is through individual projects, all activities contribute to the achievement of the BP results. Projects are managed by the Land Unit cross-sectoral team and share a common results framework and M&E. Progress is captured in aggregate financial and narrative reports.

- **Phase 2 (2024-2030)** – Phase 2 will focus on consolidating the gains of the initial phase and scaling up activities and efforts, finalising the transition of the Land Unit from a project-based initiative to a sustainable longer-term reference point for land in the IGAD region. Phase 2 structure will be finalised based on an evaluation of Phase 1 performance, on Steering Committee guidance, Partners Assembly’s feedback and consultation with Development Partners. The way Phase 1 and Phase 2 are designed is

based on the IGAD’s previous experience and lessons learnt on trust funds management. They will enable the IGAD Land Unit to grow incrementally in terms of responsibilities, technical, human and financial capacities, and profile in the IGAD region, and to be ready to transition from the current funding modality through individual projects, to more flexible joint-funding mechanism such as “trust fund”¹⁴.

While the Unit is predominantly funded by development partners, Phase 2 activities are designed to include direct services to countries and a strategy to engage member countries and incrementally increase their support and directly pay for these services is under development. This will be achieved through continuous engagement of member countries’ representatives, as well as in customising demand-driven land-related services for member states.

14 Broadly defined as financial vehicles to channel development funding provided by different partners and earmarked for specific purposes through international development organisations.





BUDGET

TOTAL IGAD Land Unit Business Plan ten-year budget¹⁵	33,600,000
Programme Area 1: Strengthening Land Rights Administration	22,992,000
Outcome 1.1: IGAD Member States supported to develop Gender Responsive Land Policies and regulatory frameworks	683,000
Output 1.1.1 Gender-responsive National Land Policies developed/reviewed	387,000
Output 1.1.2 Gender-responsive regulatory frameworks developed/reviewed	296,000
Outcome 1.2: Institutional Frameworks for Land Governance in the IGAD region are efficient, effective, inclusive and sustainable	2,586,000
Output 1.2.1 Member states supported to consolidate land administration institutions for effective land-service delivery	234,000
Output 1.2.2 Capacity of formal and informal land administration institutions enhanced/strengthened	560,000
Output 1.2.3 Gender-responsive land administration tools that are fit-for-purpose developed and/or adopted and implemented	492,000
Output 1.2.4 Customary/informal/community land in the IGAD region mapped and documented	1,300,000
Outcome 1.3: Strengthened and harmonised gender-responsive land dispute resolution and conflict sensitivity mechanisms	666,000
Output 1.3.1 Land actors trained on gender-responsive land dispute resolution and conflict sensitivity	126,000
Output 1.3.2 Harmonised and streamlined formal and informal land justice system	540,000
Outcome 1.4: Strengthened, inclusive and accessible land information systems	18,543,000
Output 1.4.1 Spatial data infrastructure in the IGAD region established and/or improved	4,370,000
Output 1.4.2 Regional tools for improving gender-responsive land information system developed and adopted by IGAD member states	3,123,000
Output 1.4.3 Member states fit-for-purpose land information systems established and functional	10,050,000
Outcome 1.5 Improved action oriented multi-stakeholder platforms for inclusive, sustainable and conflict sensitive land administration in the IGAD region	1,514,000
Output 1.5.1 The IGAD Region Multi-stakeholder Platform on Land Administration established and functional	494,000
Output 1.5.2 Land administration community of practice established and functional	520,000
Output 1.5.3 Regional knowledge generation and learning on innovations in land administration enhanced	500,000

¹⁵ The budget has been developed with standard costs per activity in order to harmonise activities across projects and increase transparency and accountability. A more detailed budget with activities breakdown is available for consultation and will be used as foundation for reporting and enlarging the donor-support pool.

Programme Area 2: Land use, Planning and Management	7,527,000
Outcome 2.1 Improved land use planning and management that incorporates fit-for-purpose land administration, land consolidation and social integration	3,240,000
Output 2.1.1 IGAD regional policy and enabling frameworks on integrated and inclusive land use planning developed and rolled out	330,000
Output 2.1.2 Gender- and tenure-responsive land use planning and capacity development tools (including on FPIC) developed and adopted	1,475,000
Output 2.1.3 IGAD land use and tenure map developed	695,000
Output 2.1.4 Land capability and classification in the IGAD clusters conducted	740,000
Outcome 2.2 Enhanced transnational, integrated and participatory rangeland use and management for sustainable pastoralism in the IGAD region	1,373,000
Output 2.2.1 Community-led actions for the management and protection of rangelands developed, scaled up or replicated in the IGAD region clusters	336,000
Output 2.2.2 Shared governance of the rangeland ecosystems within the IGAD clusters established and functional	135,000
Output 2.2.3 Rangeland resources within the cluster are mapped and planned for sustainable utilisation	402,000
Output 2.2.4 Tools for fair and equitable sharing of benefits from land-based resources developed, adopted or scaled up by the IGAD member states	156,000
Output 2.2.5 IGAD region multi-stakeholder planning and policy platform on pastoralism and land established and functional	344,000
Outcome 2.3 Improved and integrated management of land-related resources across borders for sustainable food and income security in the IGAD region	1,928,000
Output 2.3.1 Community-led sustainable land management practices and approaches for improved agricultural productivity in cross-border areas documented and replicated	288,000
Output 2.3.2 Land governance mainstreamed in agricultural policies and strategies	249,000
Output 2.3.4 A joint influencing agenda on land as a durable solution in forced displacement developed between the IGAD, member states and humanitarian actors in the region	405,000
Output 2.3.5 IGAD region green growth strategy and implementation plan developed	446,000
Output 2.3.6 IGAD region guidance notes on harmonisation of sustainable and inclusive land use practices for transboundary natural resource management for cross-border communities developed and implemented	330,000

Outcome 2.4 Enhanced inclusive, integrated and sustainable urbanisation and participatory development in all countries in the IGAD region	986,000
Output 2.4.1 IGAD region urbanisation policy and enabling frameworks that domesticate New Urban agenda developed	458,000
Output 2.4.2 IGAD regional study on tools and approaches on reversing and managing negative urban footprints on land	313,000
Output 2.4.3 IGAD region multi-stakeholder platform on urban land use established and functional	215,000

Programme Area 3: Quantifying the Role of Land in Economic Development	1,191,000
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Outcome 3.1 Increased knowledge and understanding of the role of land in the economic development in the IGAD region	315,000
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Output 3.1.1 Land valuation and taxation regimes in the IGAD region assessed and policy recommendations produced	203,000
Output 3.1.2 Women's contribution to land economy assessed	112,000

Outcome 3.2: Increased capacity of IGAD member states for land and property taxation promoting effectiveness, equity and efficacy of the public sector in IGAD member states	472,000
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Output 3.2.1 Capacity of IGAD member states enhanced on taxation and valuation through regional and global learning and knowledge transfer	115,000
Output 3.2.2 Increased capacity of IGAD member states for valuation of unregistered land	140,000
Output 3.2.3 Improved mechanisms for land and property taxation	272,000

Outcome 3.3: Improved mechanisms for enabling and managing land-based investments	404,000
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Output 3.3.1 Regional land-based investment management capacity increased	264,000
Output 3.3.2 National land-based investment frameworks revised based on policy recommendations	140,000

Programme Area 4: Strengthening Women's Rights to Land	1,890,000
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Outcome 4.1 Increased women's capacity to engage in land governance in the IGAD region	890,000
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Output 4.1.1 Women's capacity to engage with land governance and support each other at local, national and regional levels increased	219,000
Output 4.1.2 Improved system's capacity to address barriers to women's land access and control rights	671,000
Output 4.1.3 Prevention innovations to enable women's participation in the land sector	500,000
Output 4.1.4 Youth's capacity to engage with land governance and support each other at local, national and regional levels increased	500,000





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