

Document: EB 2015/LOT/G.20  
Date: 12 November 2015  
Distribution: Public  
Original: English

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Investing in rural people

President's report on a proposed grant under the country-specific grants window to the International Land Coalition for the project Fostering Good Land Governance for Inclusive Agricultural Development in the United Republic of Tanzania

Note to Executive Board representatives

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For: Approval

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## Abbreviations and acronyms

BASIC	Bagamoyo Sugar Infrastructure and Sustainable Community Development Programme
BRN	Big Results Now
CSO	civil-society organization
ILC	International Land Coalition
ILRI	International Livestock Research Institute
PAICODEO	Parakuyo Pastoralists Indigenous Community Development Organisation
SAGCOT	Southern Agricultural Growth Corridor Tanzania
SRMP	Sustainable Rangeland Management Project

## Recommendation for approval

The Executive Board is invited to approve the recommendation for a proposed grant under the country-specific grants window to the International Land Coalition for the project Fostering good land governance for inclusive agricultural development in the United Republic of Tanzania as contained in paragraph 5.

## President's report on a proposed grant under the country-specific grants window to the International Land Coalition for the project Fostering Good Land Governance for Inclusive Agricultural Development in the United Republic of Tanzania.

### Part I – Introduction

1. This report recommends the provision of an IFAD grant in the amount of US\$1,250,000 under the country-specific grants window to the International Land Coalition for the project Fostering good land governance for inclusive agricultural development in the United Republic of Tanzania. The grant proposal document is contained in the annex to this report.
2. The goal of IFAD grants is to significantly broaden and add value to the support provided to smallholder farming and rural transformation, thereby contributing to rural poverty eradication, sustainable agricultural development, and global food security and nutrition. In order to achieve these goals, IFAD grants adhere to three basic principles: (i) make a significant contribution to a global, regional or national public good related to IFAD's mandate; (ii) focus on interventions where grant financing has clear added value and a comparative advantage over regular loans; and (iii) not be used as a substitute for resources from IFAD's administrative budget.
3. The objectives of IFAD grant financing are to: (i) promote innovative, pro-poor approaches and technologies with the potential to be scaled up for greater impact; (ii) strengthen partners' institutional and policy capacities; (iii) enhance advocacy and policy engagement; and (iv) generate and share knowledge for development impact. Rural poor people and their organizations should be squarely positioned at the centre of each grant submission to fulfil IFAD's mandate to enable poor rural people to improve their food security and nutrition, raise their incomes and strengthen their resilience.
4. The proposed project is in line with the goal and objectives of IFAD grant financing, as stated in the IFAD grant policy: (i) innovative activities promoted and innovative technologies and approaches developed in support of IFAD's target groups; (ii) awareness, advocacy and policy dialogue on issues of importance to poor rural people promoted by, and on behalf of, these target groups; and (iii) lesson learning, knowledge management and dissemination of information on issues related to rural poverty reduction promoted among stakeholders within and across regions. The project is also in line with IFAD's Strategic Framework, the priorities of IFAD's East and Southern Africa Division and IFAD's knowledge management strategy.

## Part II – Recommendation

5. I recommend that the Executive Board approve the proposed grant in terms of the following resolution:

RESOLVED: that the Fund, in order to finance, in part, the project Fostering good land governance for inclusive agricultural development in the United Republic of Tanzania, shall provide a grant not exceeding one million two hundred and fifty thousand United States dollars (US\$1,250,000) to the International Land Coalition for a four-year project upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented to the Executive Board herein.

Kanayo F. Nwanze  
President

# Fostering good land governance for inclusive agricultural development in the United Republic of Tanzania

## I. Background

1. The United Republic of Tanzania relies heavily on agriculture for its economic development and food security. Population growth, the expansion of urban settlements, climate change and declining natural resources have resulted in increasing competition over land. Conflicts between agriculturalists and pastoralists have increased significantly. With new developments including the establishment of the Southern Agricultural Growth Corridor of Tanzania (SAGCOT), these conflicts are likely to intensify unless different stakeholders' competing land-use needs are recognized and managed.
2. The IFAD-supported Bagamoyo Sugar Infrastructure and Sustainable Community Development Programme (BASIC), which will be submitted for the Executive Board's consideration in December 2015, aims to address competing land uses by strengthening intra-village and inter-village land-use planning, and land registration. It will also strengthen the long-term capacity of smallholder farmers to engage in public-private-producer partnerships. Over the past five years, IFAD, the International Land Coalition (ILC) secretariat and the International Livestock Research Institute (ILRI) have supported village land-use planning in rural United Republic of Tanzania as a basis for managing competing land-use needs and for securing the rights of rangeland users through the Sustainable Rangeland Management Project (SRMP).<sup>1</sup>

## II. Rationale and relevance to IFAD

3. A supportive policy environment is vital for the growth of sustainable and equitable public-private-producer partnerships such as those expected to be established through BASIC. This requires strengthening non-state actors' direct involvement in monitoring the impacts of BASIC and similar projects on the livelihoods and land and natural resource rights of people in target communities, as well as their participation in multi-stakeholder dialogue and discussion of lessons learned from the implementation of the SAGCOT and the Government's Big Results Now! (BRN) initiatives. ILC is well placed to support these activities through focused technical assistance in support of its members and partners in the United Republic of Tanzania. The project will provide important lessons for IFAD and ILC to promote and monitor inclusive investment in agriculture in other parts of the world.
4. The Government is now supporting scaling up of the processes piloted in SRMP, including in Bagamoyo district, the programme area where BASIC is to be implemented. Project activities will directly contribute to IFAD's proposed support to the livestock sector and its promotion of responsible agricultural investment through the 2016-2021 results-based country strategic opportunities programme. The Government's recent Tanzania Livestock Modernization Initiative specifically refers to the processes piloted in SRMP as critical for fostering equitable access and good land governance, including resolving conflicts arising from competition between smallholder farmers, agro-pastoralists and pastoralists.

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<sup>1</sup> This project was financed by the Belgian Fund for Food Security and the Government of Finland. Partners include the United Republic of Tanzania's Ministry of Livestock and Fisheries Development, the National Land Use Planning Commission, five district councils, CARE International, the Tanzania Natural Resource Forum and local civil-society organizations (CSOs).

### III. The proposed project

5. The overall goal of the project is to foster inclusive land governance in the context of competing land demands. The project's objectives include:
  - (i) Ensuring that land governance decisions respond to multi-stakeholder dialogue, inclusivity demands and independent monitoring of agricultural investments by non-state actors; and
  - (ii) Strengthening the capacity of the Government, CSOs and communities to demand and undertake inclusive village land-use planning and grazing-land registration.
6. The principal target group includes pastoralists and agriculturalists in the project area who face insecure access to the land and resources upon which they depend for their livelihoods. Special attention will be paid to supporting the participation of women and youth in decision-making to ensure that they have the same opportunities as men and elders. The project area will include seven village clusters in Bagamoyo, Morogoro and Dodoma/Manyara.<sup>2</sup> The project will benefit approximately 245,000 residents in the target villages and indirectly benefit an additional 2,400,000 in neighbouring villages. The secondary target group includes the Government, CSOs and the private sector, which support good land governance and inclusive agricultural investment. Across the country, the project will raise awareness of inclusive business development principles and how these businesses can be implemented in high-growth areas such as SAGCOT.
7. The four-year project will have two main components and associated activities.
  - (i) Civil-society monitoring and dialogue on good land governance and inclusive agricultural development:
    - Convene CSO meetings and multi-stakeholder dialogue forums;
    - Develop a national CSO engagement strategy;
    - Research relevant policy and institutional issues;
    - Disseminate information through various media; and
    - Establish a functioning independent monitoring system.
  - (ii) Strengthening land governance through district/village land-use planning, registration and management of shared resources, including grazing areas:
    - Consolidate and expand joint village land-use agreements;
    - Refine an approach and build capacity for joint village land-use planning and securing of rangelands;
    - Register grazing areas and develop community-based rangeland management plans;
    - Map, assess and protect livestock routes; and
    - Share lessons among stakeholders.

### IV. Expected outputs

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<sup>2</sup> These project areas were selected based on their location and proximity to each other, and the presence of relevant projects, such as BASIC, working on these issues. For example, the Dodoma/Manyara cluster contains the villages where phase 1 of SRMP was implemented; there is a need to further develop this work in the cluster and share experiences with stakeholders in other key areas. If Board approval of BASIC is delayed, the second component of the grant focusing on securing rangelands can continue at alternate sites in Morogoro, Dodoma and Manyara. For CSO engagement, the focus would shift to the macro issues of BRN, SACGOT and land for equity, but Bagamoyo will still be a basis for multi-stakeholder engagement and dialogue, and lessons for improving CSO engagement in agriculture public-private-producer partnerships in the United Republic of Tanzania.

8. The project will result in: (i) more secure and inclusive rights to land for pastoralists and agriculturalists; (ii) reduced land-use conflicts; and (iii) a better environment for the sustainable economic growth of both commercial and subsistence farming. It will open up space for non-state actors to participate in inclusive growth and to include people who are often marginalized from these processes. It will also build the capacities of actors responsible for land governance and land-use planning so that effective approaches can be mainstreamed. Strengthened capacities will increase integration among actors in multi-stakeholder land governance. The knowledge generated will be documented and used to: inform policymaking; mainstream proven approaches in the United Republic of Tanzania; and guide similar initiatives in other countries.
9. The outcomes will include:
  - Strengthened multi-stakeholder dialogue;
  - Greater participation of CSOs and community groups (especially marginalized groups) in decisions about land governance and land use;
  - Conflicts over land and resources at the village level tackled and resolved; and
  - Improved use and productivity of land to meet local and national priorities.
10. The outputs will include:
  - A series of district and national civil society and multi-stakeholder dialogues, and media-sharing activities on land governance and inclusive agricultural investment, establishment of an independent monitoring system and development of a national engagement strategy;
  - At least two visits to other initiatives in the country to share experiences and improve land governance and inclusive agricultural investment in the project areas;
  - At least two publications documenting experiences of improving land governance for inclusive agricultural investment in the United Republic of Tanzania;
  - At least two national meetings on joint village land-use planning and its benefits for resolving land-use conflicts to guide scale up;
  - Seven joint village land-use plans (plus individual village land-use plans) for clusters of four to seven villages, with grazing areas certified and management plans developed;
  - A practical manual on participatory rangeland management in Swahili for application in rangeland areas; and
  - A national map of livestock routes, three regional maps of more detailed livestock routes and selected local-level livestock route maps along with a knowledge management system established in the Ministry of Fisheries and Livestock Development for consolidating all livestock route maps and related information.



## V. Implementation arrangements

### A. Implementing organization

11. The ILC secretariat will be the implementing organization and the project will fall under the umbrella of ILC's global programmes. The ILC secretariat will coordinate partners in the United Republic of Tanzania, which will collaborate in managing the project and supporting project implementation.

### B. Project management and implementation period

12. Component 1 will be managed and implemented by a group of CSOs including ILC members and partners; the lead organization will be confirmed before start-up. It is expected that the Agriculture Non-State Actors Forum of Tanzania, the National Networks of Farmers' Groups in Tanzania, Haki Ardhi (Land Rights), the Tanzania Natural Resource Forum and Oxfam will be included in this group. The core group will establish a working group and coordinating committee to provide guidance and inputs into the project.
13. ILRI will work in partnership with the United Republic of Tanzania's Ministry of Livestock and Fisheries Development to implement component 2 through a subcontract. A full-time project manager will be seconded to this ministry by ILRI along with administrative support. The Ministry of Livestock and Fisheries Development will provide a senior staff member to work on the project. Other partners will include the National Land Use Planning Commission, district governments and local CSOs: KINNAPA Development Programme in Dodoma; Parakuiyo Pastoralists Indigenous Community Development Organisation (PAICODEO) in Morogoro; and Foundation HELP in Bagamoyo. ILC's Global Rangelands Initiative will share experiences and lessons learned, and contribute to knowledge management. The Ministry of Livestock and Fisheries Development will convene a national technical working group to provide advice on this component and monitor progress.
14. The ILC secretariat will enter into contracts and memorandums of understanding with all in-country implementing organizations. A steering committee including the main implementing partners will also be established.

### C. Monitoring, evaluation and reporting

15. A baseline survey will be conducted by the ILC secretariat and implementing partners at the start of the project to identify the detailed indicators for monitoring and evaluation based on the project's logical framework. Oversight of monitoring, evaluation and reporting will be provided by the ILC secretariat along with quarterly reports to IFAD.
16. Each in-country implementing organization will develop annual workplans for approval by ILC and the steering committee. Monthly reports from implementing organizations to the ILC secretariat will contribute to ongoing monitoring and evaluation of these workplans, and to the secretariat's reporting to IFAD. The ILC secretariat commits to providing all required capacity-building of in-country implementing organizations.
17. As stipulated in the hosting agreement between IFAD and ILC for the ILC secretariat, IFAD maintains a separate account for all funds received by the ILC secretariat. The hosting agreement also stipulates that the commitments, accounting, disbursements and operation of the ILC account are to be carried out by IFAD, on behalf of ILC, in accordance with the rules and procedures applied by IFAD to its own resources. Disbursements against withdrawal requests from grantees or the ILC secretariat are to be made by IFAD in accordance with normal procedures. Vehicles will be rented to service the project.

18. Financial statements for ILC are prepared annually by IFAD and are subject to IFAD's auditing procedures. Copies of audit reports pertaining to ILC are provided by IFAD to the ILC secretariat and made available, upon request, to ILC members, partners and donors.

## VI. Indicative project costs and financing

19. The total project cost is estimated at US\$3,284,000. Cofinanciers include the ILC secretariat, the Government of the United Republic of Tanzania, ILRI and local communities participating in the project. Several other development partners have also indicated their interest in cofinancing the project.

Table 1  
**Costs by component and financier**  
(United States dollars)

<i>Components</i>	<i>IFAD</i>	<i>ILC</i>	<i>Government</i>	<i>ILRI</i>	<i>Communities</i>	<i>Others</i>	<i>Total</i>
1. Civil-society monitoring and dialogue on good land governance and inclusive agricultural development	200 000	300 000				180 000	680 000
2. Strengthening land governance through district/village land-use planning, registration and management of shared resources, including grazing areas	1 050 000	140 000	370 000	74 000	50,000	920 000	2 604 000
<b>Total</b>	<b>1 250 000</b>	<b>440 000</b>	<b>370 000</b>	<b>74 000</b>	<b>50 000</b>	<b>1 100 000</b>	<b>3 284 000</b>

Table 2  
**Costs by expenditure category and financier**  
(United States dollars)

<i>Expenditure category</i>	<i>IFAD</i>	<i>ILC</i>	<i>Government</i>	<i>ILRI</i>	<i>Communities</i>	<i>Others</i>	<i>Total</i>
Personnel	440 000	40,000	160 000			170 000	810 000
Good, services and inputs	568 000	400 000	210 000		50 000	761 000	1 989 000
Equipment and material	15 000						15 000
Travel	114 000					69,000	183 000
Overhead	113 000			74 000		100 000	287 000
<b>Total</b>	<b>1 250 000</b>	<b>440 000</b>	<b>370 000</b>	<b>74 000</b>	<b>50 000</b>	<b>1 100 000</b>	<b>3 284 000</b>

## Results-based logical framework

Objectives-hierarchy	Objectively verifiable indicators	Means of verification	Assumptions
<p><b>GOAL:</b> To foster inclusive land governance for food security and economic development in the context of competing land demands</p>	<ul style="list-style-type: none"> <li>• Extent to which people-centered land governance provisions in national land law and policy are strengthened and implemented</li> <li>• No. of ILC and non-ILC actors participating in regional initiatives</li> <li>• Extent to which government and relevant actors using project data/inputs</li> </ul>	<ul style="list-style-type: none"> <li>• Government reports</li> <li>• Policy and legal documents</li> <li>• Agricultural development documents</li> <li>• Media reports</li> <li>• ILC member reports</li> </ul>	<ul style="list-style-type: none"> <li>• Land conflicts do not spiral out of manageable control</li> <li>• Land policy and legislation remain supportive</li> <li>• Agricultural investment continues to be a priority area of growth for government</li> </ul>
<p><b>OBJECTIVE 1.</b> Land governance decisions respond to multi-stakeholder dialogue, inclusivity demands, and independent monitoring of agricultural investments</p>	<ul style="list-style-type: none"> <li>• % age of community members surveyed showing satisfaction for land governance decisions related to agricultural investments</li> <li>• %age of other stakeholders showing satisfaction for land governance decisions related to agricultural investments</li> <li>• %age of monitoring systems set up, functioning</li> </ul>	<ul style="list-style-type: none"> <li>• Survey of community members</li> <li>• Survey of other stakeholders</li> <li>• Meeting reports</li> <li>• Government reports</li> <li>• Media reports</li> </ul>	<ul style="list-style-type: none"> <li>• CSOs and government willing to engage and dialogue with each other</li> <li>• Agricultural investment continues to be a priority</li> </ul>
<p><b>OBJECTIVE 2.</b> Government, CSOs and communities' capacity to undertake inclusive village land use planning and grazing land registration is strengthened</p>	<ul style="list-style-type: none"> <li>• %age village land use plans and grazing areas registered and implemented</li> <li>• %age of government, CSOs and communities showing satisfaction for village land use planning and grazing land registration</li> </ul>	<ul style="list-style-type: none"> <li>• Village land use plans and register of grazing areas</li> <li>• Survey of government, CSOs and communities</li> <li>• Government reports</li> </ul>	<ul style="list-style-type: none"> <li>• Investment in livestock continues to be a priority of government and communities</li> <li>• Local conflicts over land use can be resolved</li> </ul>
<p><b>OUTCOMES</b></p> <ol style="list-style-type: none"> <li>1. Multi-stakeholder dialogue strengthened</li> <li>2. Participation of CSOs and community groups (particularly marginalized groups) in decisions over land governance and land use is improved</li> <li>3. Conflicts over land and resources at village level are resolved and reduced</li> <li>4. Use and productivity of land is improved</li> </ol>	<ul style="list-style-type: none"> <li>• %age of stakeholders satisfied with multi-stakeholder dialogues</li> <li>• %age of CSOs and communities satisfied with participation in decisions over land use and governance</li> <li>• %age of resolved and reduced conflicts over land and resources</li> <li>• %age improvement in land use and productivity in terms of benefits for local and national priorities including increased food security and economic development</li> </ul>	<ul style="list-style-type: none"> <li>• Meeting reports</li> <li>• Government reports</li> <li>• Media reports</li> <li>• Survey of government, CSOs and communities</li> <li>• Research reports</li> </ul>	<ul style="list-style-type: none"> <li>• CSOs and other stakeholders willing to engage and dialogue with each other</li> <li>• Conflicts over land use can be resolved</li> <li>• Land has potential for increased productivity</li> </ul>