



Food and Agriculture
Organization of the
United Nations



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Strategic Framework for Integrated Application of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security and African Union Framework & Guidelines on Land Policy in Africa

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**Published by
Food and Agriculture Organization of the United Nations
and
UN Economic Commission for Africa
Rome, 2021**

Required citation:

Food and Agriculture Organization of the United Nations and United Nations Economic Commission for Africa; Strategic Framework for Integrated Application of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security and African Union Framework & Guidelines on Land Policy in Africa. Rome. 2021.
<https://doi.org/10.4060/ca7730en>

ISBN 978-92-5-132204-8 [FAO]

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Preface

The African Union (AU) Declaration on Land Issues and Challenges (the AU Declaration), the Framework and Guidelines on Land Policy in Africa (F&G), and the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT) pursue the same overall objectives, namely: improving the lives of people in Africa by improving governance of land and other natural resources, sustainable development and poverty alleviation.

The AU Declaration, the F&G and the VGGT are complementary and in total coherence in terms of process and implementation with various specific objectives including, but not limited to, respect for human rights; the promotion of equitable access to land; the recognition, protection and respect for customary and informal rights, and the promotion of sustainability, transparency and accountability.

The main difference between the F&G and the VGGT as instruments lies in their specific focus, and their scope and ownership. While the F&G address primarily the need for better and more effective land policies in African countries, stressing in several parts the importance and relevance of land governance for such policies, the VGGT serve as a reference and provide guidance in all areas relevant to improving the governance of tenure of land, fisheries and forests, including the formulation, implementation and monitoring of policies. Governance is a key aspect of the development, implementation and monitoring of land policies.

In terms of scope and ownership, the F&G has been produced by an African-owned process, and have resulted in the AU Declaration on Land, issued by the Heads of States and Governments of the African Union. The F&G is the foundation pillar upon which the AU Declaration on Land Stands. FAO supported and contributed to the process of preparation and elaboration of the F&G.

Comparatively, the VGGT reflect a global consensus among over 130 countries and other stakeholders participating in the negotiations process under the auspices of the Committee on World Food Security (CFS) and the subsequent endorsement through various other statements by intergovernmental and other organizations. Member countries of the African Union played a very important role during the drafting and the negotiation process of the VGGT.

Given the complementarities that exist between the two instruments, there is a need to achieve a coordinated approach to their application to ensure that the objectives they pursue are attained in a coherent, sustainable, efficient and mutually supportive manner. The Strategic Framework for the Integrated Application of VGGT and F&G presented in this document addresses this necessity directly, in recognition of the need to develop and leverage the synergies that exist between the two instruments through strengthened partnerships and cooperation, ensuring that the advancement of responsible governance of tenure in Africa is achieved.

Acknowledgements

We acknowledge the role of the UNECA, ALPC, AUC, FAO Headquarters, UN-Habitat – Global Land Tool Network, and the International Land Coalition in providing advice and guidance during the development of the Strategic Framework for Integrated Application of VGGT and F&G. Special thank you to the Land Tenure Officers at the FAO office in Addis Abba, Ethiopia, Mr Mackay Rigava and Dr Wordsworth Odame Larbi, for their guidance and invaluable inputs towards the completion of the revised Strategic Framework presented in this document.

In addition, we would also like to acknowledge the efforts of a number of AU Member States, including Ethiopia, Malawi, Cameroon and Eswatini, whose contributions also assisted in the development and finalization of the Framework. Lastly, we acknowledge the financial support provided by SDC and EU through the EU Land Governance Programme towards the development of the Strategic Framework for Integrated Application of VGGT and F&G.

Acronyms and Abbreviations

AfDB	Africa Development Bank
ALPC	African Land Policy Centre
APRM	African Peer Review Mechanism
AU	African Union
AUC	African Union Commission
CAADP	Comprehensive African Agricultural development Programme
CEN-SAD	Community of Sahel -Saharan States
CFS	Committee on World Food Security
CoDA	Coalition on Dialogue in Africa
COM	Conference of Ministers of Finance
COMESA	Common Market for Eastern and Southern Africa
CSP	Civil Society Platform
EAC	East African Community
EALA	East African Legislative Assembly
ECA	United Nations Economic Commission for Africa
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community of West African States
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FARA	Forum for Agricultural Research in Africa
FATA	Forum for African Traditional Authorities
FPIC	Free, prior informed consent
F&G	Framework and Guidelines on Land Policy in Africa
GDWGL	Global Donor Working Group on Land
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Agency for International Cooperation)
GLII	Global Land Indicators Initiative
GLTN	Global Land Tool Network
GPs LSLBI	Guiding Principles on Large Scale Land Based Investments

IFAD	International Fund for Agricultural Development
IGAD	Intergovernmental Authority on Development
ILC	International Land Coalition
KMP	Knowledge Management Platform
LPI	Land Policy Initiative
MELA	Monitoring and Evaluation of Land Governance in Africa
NEPAD	New Partnership for Africa's Development
NGO	Non-governmental Organization
NPCA	NEPAD Planning and Coordinating Agency
PSU	Office of Partnerships and UN Collaboration
PAFO	Pan-African Farmers Organization
PAP	Pan-African Parliament
REC	Regional Economic Community
SADC	Southern African Development Community
SDC	Swiss Agency for Development and Cooperation
SDGs	Sustainable Development Goals
SIDA	Swedish International Development Cooperation Agency
SFIA	Strategic Framework for Integrated Application of VGGT and F&G
STC	Specialized Technical Committee of the African Union
UMA	Union du Maghreb arabe
VGGT	Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security

In 2009, the African Union Heads of State and Governments endorsed the African Union Declaration on Land Issues and Challenges in Africa (AU Declaration on Land) acknowledging the centrality of land to sustainable socio-economic growth, development and security of the African continent and the importance of protecting the legitimate land tenure rights of all land users including youth and vulnerable groups such as displaced persons. Specifically, it underscored the need for targeted efforts for strengthening women's land tenure security. Noting the diversity and complexity of the systems under which land and related resources are held, managed and used across Africa, the AU Declaration on Land calls for an appropriate mechanism to drive, implement and track progress of the implementation of the African land agenda. To this end, it explicitly calls for the continental institutions (AUC, ECA and AfDB, Regional Economic Communities (RECs)), and other partners to support Member States in accordance with their respective roles as outlined in the AU Declaration on Land. The Declaration further directs the three continental institutions, under the auspices of the Land Policy Initiative (LPI)¹ to undertake steps towards the establishment of an appropriate institutional framework for the coordination of follow-up activities. In line with this directive, the LPI was mandated to support Member States to review/develop, implement and monitor land policies, including establishing mechanisms for periodic reporting by Member States on progress achieved.

Based on the findings of 5 regional assessment studies and following extensive consultations, the LPI Secretariat developed the Framework and Guidelines on Land Policy in Africa (F&G) which was endorsed in 2009 by AU Heads of States and Government through the AU Declaration on Land as a unique continental framework for strengthening land rights, enhancing productivity and securing livelihoods on the African continent. In 2015, the inaugural AU Specialized Technical Committee (STC) on Agriculture, Rural Development, Water and Environment recommended the establishment of the African Land Policy Centre (ALPC) to institutionalize the continental initiative. The Centre continues to spearhead and implement the African land policy initiative. Like its predecessor, the ALPC has the mandate to provide "leadership, coordination, build partnerships and promote (land) policy advocacy in support of Member States" in line with the F&G.

¹ The Land Policy Initiative was established in 2006 by three Pan African institutions: African Union Commission (AUC), the United Nations Economic Commission for Africa (ECA) and the African Development Bank (AfDB) based on recommendations of the African Union (AU) Member States and other stakeholders. The LPI was to serve as a platform for galvanising efforts of the Member States and other stakeholders to build political and public will towards an agenda to improve land governance in Africa. In this regard, the LPI Secretariat was mandated to lead in developing a framework for policy development and implementation

Meanwhile, in May 2012, the Committee on World Food Security (CFS) endorsed the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT) and mandated the Food and Agriculture Organisation of the United Nations (FAO) to lead its implementation. The VGGT is the first unique comprehensive globally negotiated instrument to promote secure tenure rights and equitable access to land, fisheries, and forests as a means of eradicating hunger and poverty, supporting sustainable development and enhancing the environment.

In the same year, the VGGT were strengthened through endorsement by G20, Rio+20, Francophone Assembly of Parliamentarians and the United Nations General Assembly, which adopted a resolution on agricultural development and food security encouraging countries to give due consideration to the implementation of the VGGT and requesting their speedy dissemination and promotion. The VGGT places tenure firmly in the context of poverty reduction and food and nutrition security; and promotes more inclusive, transparent, and accountable tenure structures and administration.

At the time of VGGT endorsement in 2012, the F&G had already been endorsed by African Union Member States three years earlier. Recognizing the need for synergies in the application of the two instruments, the African Permanent Representatives of the Rome-based UN agencies² called for strengthened partnerships and cooperation in promoting the use of F&G and VGGT in advancing responsible governance of tenure in Africa. In order to determine the parameters for applying the two instruments in Africa, there was a need to come up with a clear framework for facilitating their coherent and integrated application by Member States and stakeholders within the tenure governance landscape at the pan-African and regional levels. The institutional strength and political legitimacy of the African Union land policy process (initiative) led by the ALPC and the strong on-going partnership between this process and the work on governance of tenure led by FAO, became and continues to be a key asset for achieving coherent and integrated application of the VGGT and the F&G to support the implementation of the AU Declaration on Land.

² The United Nations Rome-based agencies consist of the following: the Food and Agriculture Organization of the United Nations (FAO), the International Fund for Agricultural Development (IFAD), and World Food Programme (WFP).

2

African Union Declaration on Land Issues and Challenges

The African Heads of States and Governments, through the AU Declaration on Land, committed to eradicate poverty and raise the living standards through the realization of the centrality of land to sustainable socio-economic growth, development and securing social, economic and cultural livelihoods of African people.

The African Union Member States also recognized the diversity of issues, challenges and threats relating to land and related resources associated with land-based investments including those arising from the global, political and economic environment. Given the marked increase in the number and scale of land-based investments in Africa and the need for a continental response, Member States adopted the Nairobi Action Plan on Large Scale Land Based Investments in Africa in 2011. The commitment guided the development of the Guiding Principles on Large Scale Land-based Investments in Africa, which was subsequently endorsed by the AU Ministers responsible for Agriculture in 2014.

The AU Declaration on Land identified and assigned specific roles to key stakeholders such as continental institutions, RECs, Member States, Civil society, and the private sector in implementation. (See Box 1).

Box 1:

The AU Declaration on Land Issues and Challenges

African Heads of State and Government undertake to:

- Prioritise, initiate, and lead land policy development and implementation
- Support development of an institutional framework for land policy development and implementation
- Allocate adequate budgetary resources for land policy development and implementation and monitoring of progress
- Ensure land laws provide for equitable access to land for all land users especially the vulnerable
- Strengthen the security of land tenure for women.

The AUC, together with ECA, AfDB and RECs are requested to:

- Work towards the establishment of an appropriate institutional framework for the coordination of follow-up activities and mutual learning as they develop and implement land policies in accordance with the Framework and Guidelines.
- Take measures to establish a fund to support follow-up activities to promote land policy development and implementation
- Undertake measures to establish measures for progress tracking and periodic report by member states on progress made.

The RECs were invited to:

- Convene periodic regional platforms for the exchange of experiences, lessons, and dissemination of best practices in land policy development, implementation, and monitoring
- Appropriately capture and address issues of land within their respective common agricultural policy framework.

Member States were urged to:

- Review their land sectors to develop a comprehensive land policy that takes into account their peculiar needs
- Build adequate human, financial, technical capacities to support land policy development and implementation
- Take note of the steps in the Framework and Guidelines on Land Policy in Africa for their land policy development and implementation strategies.

Requested the AUC, ECA and AfDB to:

- Carry out studies on the establishment of appropriate institutional framework to support member states in efforts to review, develop, implement land policies, progress tracking and reporting.
- Establish an African Fund for Land Policy

Rationale for Integrated Application of VGGT and F&G

3.1. Purpose of the Strategic Framework for the Integrated Application of the VGGT and F&G (SFIA)

There is strong recognition by stakeholders within the tenure governance landscape on the need for the development and maintenance of synergies in the application of the two instruments, namely the VGGT and F&G. Establishing such synergies requires stronger partnerships and cooperation aimed at encouraging the use of these two instruments as tools for advancing responsible governance of tenure of land, fisheries and forests in Africa. However, while there are existing areas of cooperation in the landscape, these remain isolated in nature and therefore will not, on their own, lead to complete implementation of both instruments in a manner that is fully aligned, integrated and complementary.

The core reasons that necessitated the development of the SFIA are as follows:

- **Synergies and Complementarities** – clarity on the synergies and complementarities that exist between the VGGT and F&G, which collectively create the basis for the integrated implementation of the two instruments through the implementation of the roadmap it proposes.
- **Avoidance of duplication** – within the context of the synergies and complementarities identified and highlighted, the Strategic Framework ensures that actors operating within the tenure governance space do not duplicate efforts so that successes that are mutually compatible are shared.
- **Enhanced Collaboration** – the Strategic Framework creates a structured roadmap for improved collaboration among the actors and role-players operating in the tenure governance space at all levels on the continent.
- **Resource Usage and Mobilisation** – the Strategic Framework presents a resource mobilisation strategy for the integrated application of the VGGT and F&G that outlines the considerations necessary for resourcing to ensure that implementation takes place in a manner that is efficient and sustainable.

The VGGT principles have been promoted in several African countries by FAO while ALPC has advanced adoption of the complementary principles of the F&G in parallel. In light of this, there is scope for collaboration and cooperation between ALPC and FAO in promoting the integrated and coherent implementation of VGGT and F&G across the continent. The integrated and coherent implementation of both instruments also provides a common knowledge platform and cross-access to technical guides and tools that have been developed by both FAO and ALPC addressing various aspects of responsible governance of tenure of land, fisheries, and forests.

It is for these reasons that this SFIA has been developed. Ultimately, the Strategic Framework will function as an overarching roadmap for the full and integrated application of both instruments by all the relevant stakeholders operating within the tenure governance landscape. In particular, the roadmap will allow for the cascading of the principle of integrated application such that it becomes mainstreamed at all levels, from the continental to the country level.

3.2. Structure of the Strategic Framework

The SFIA proposes a clearly defined and layered approach that will provide the various actors and role-players operating in the tenure governance space with the roadmap with which to progressively drive the joint and coordinated implementation of both instruments. In light of this, the Strategic Framework is structured in the following manner:

- Strategic Goals
- Theory of Change
- Strategic Interventions
- Institutional Framework
- Implementation Roadmap

4

Strategic Goals

This Strategic Framework is underpinned by core strategic goals which are the guiding pillars that shape the path towards the Pan-African integrated application of the VGGT and F&G. The Strategic Goals have been formulated in consideration of aims and aspirations of the VGGT and F&G to ensure that the implementation activities and interventions are consistent and coherent with both instruments.

The Strategic Goals are as follows:

- Strategic Goal 1: Awareness and understanding of the convergence and synergy that exists between VGGT and F&G is enhanced across the continent.
- Strategic Goal 2: Capacity of actors within the tenure governance space is strengthened.
- Strategic Goal 3: Application of VGGT and F&G is promoted at continental, regional and country levels, and
- Strategic Goal 4: Monitoring, evaluation and reporting on integrated application of VGGT and F&G is strengthened.

Each Strategic Goal is accompanied by a Strategic Objective (SO) as well as the corresponding Expected Outcomes (EOs) discussed below.

4.1. Strategic Goal 1: Awareness and understanding of the convergence and synergy that exists between VGGT and F&G is enhanced across the continent

While there is considerable awareness and understanding of the VGGT and F&G as individual instruments, particularly amongst actors directly involved in the application of each, the level of awareness and understanding of the synergies, convergence and complementarities between the two is currently low. One of the primary reasons for this lies in the parallel treatment of the two instruments.

Another issue is the lack of formal and widespread sensitization and communication of the synergies, convergence and complementarities. Unless this is addressed in a strategic and effective manner, the integrated application of both the VGGT and F&G is not likely to be achieved. Awareness is one of the primary foundations for integrated application.

Strategic Goal 1 is facilitated by the following Strategic Objectives:

- SO 1.1: Increased collaboration amongst FAO, ALPC, RECs, and other regional institutions to enhance awareness of the synergies between the VGGT and the F&G.

SO 1.2: Improved understanding among key stakeholders to facilitate integrated implementation of VGGT and F&G.

4.1.1. SO 1.1: Increased collaboration amongst FAO, ALPC, RECs, and other regional institutions in enhancing awareness of the synergies between the VGGT and the F&G

The ALPC, RECs, other regional institutions and FAO are leading entities in the promotion of land governance issues in Africa, and each of these is driven by various strategic frameworks that guide their orientations. Specifically, the FAO and ALPC focus their joint energies on land governance and related issues. Within the framework of its partnership with the ALPC, the FAO dedicated much effort towards mainstreaming the principles of the VGGT and the F&G into the work of pan-African institutions such as the AUC, AfDB and the RECs.

In line with the AU Declaration on Land, RECs are required to convene periodic platforms to facilitate experience sharing, lessons learnt and disseminate best practices on issues of land governance. RECs are also mandated to appropriately capture and address issues of land policies within their respective common agricultural policy framework. To this end, ALPC supported RECs in the implementation of numerous programmes, such as those in the agricultural sector, which deal with issues that are related to land governance. Since the RECs are the most immediate and on-going interface with the various AU Member States at the sub-regional level, it will be important to ensure that there is cohesion and consensus, between the afore-mentioned actors, and these RECs, in disseminating a consistent message insofar as it relates to the synergies between the VGGT and the F&G. This will be further aided by the development of a communication and advocacy strategy. In order to achieve this SO, the following Expected Outcomes have been developed:

- EO 1.1.1: Platforms related to tenure governance hosted by ALPC, FAO, RECs, and other regional institutions incorporate components on the integrated application of VGGT and the F&G.
- EO 1.1.2: Communication and advocacy strategy is developed and disseminated to stakeholders.
- EO 1.1.3: Materials, publications and knowledge products/tools on the integrated application of VGGT and F&G are developed and disseminated by the FAO, ALPC, RECs, and other continental institutions.
- EO 1.1.4: Integrated application of VGGT and F&G is mainstreamed in continental, regional and country-level initiatives.

4.1.2. SO 2: Improved understanding among stakeholders to facilitate integrated application of VGGT and F&G

It will not be enough to merely raise awareness through various regional platforms, who, by their nature tend to address a whole range of issues, even within specific

areas such as land governance. The widespread dissemination of tools, materials and knowledge products will also need to be augmented with interventions that speak to the targeted sensitisation of individuals through knowledge dissemination workshops. These workshops can be hosted at the sub-regional and national levels. In order to ensure that there is a widespread reach, a training of trainers component should also be incorporated in this awareness raising initiative.

The decision-makers at the national level ultimately drive the process of changing approaches towards tenure governance, through the development of policies and the legislative frameworks. In this respect, it will be necessary to ensure that they are also aware of the confluence between the VGGT and F&G, which should ultimately trigger an alignment of orientation at the national level. It is at this level where the ultimate beneficiaries lie. In line with this SO, the following Expected Outcomes have been developed:

- EO 1.2.1: Training materials are developed which are predicated on the SFIA and utilized by stakeholders.
- EO 1.2.2: Stakeholders trained on the VGGT and F&G frameworks at the continental, regional and country levels.
- EO 1.2.3: Policy/ decision-makers and other key stakeholders at the national level are sensitised on the SFIA.

4.2. Strategic Goal 2: Capacity of actors within the tenure governance space is strengthened

The importance of the outcomes that the VGGT and F&G seek to achieve requires that there be sufficient technical skills or knowledge generation and management. It is critical that all the actors and role-players in the tenure governance space have the requisite capacity to carry out the integrated application of the VGGT and F&G. Without such capacity, it will not be possible to achieve integrated and coordinated implementation of these instruments. Therefore, it is imperative that targeted capacity development of the relevant actors and role-players takes place to ensure that the Strategic Framework is not only fully implemented in a cohesive manner but is also cascaded and institutionalized from the RECs down to country level. The SO that will underpin this Strategic Goal is as follows:

4.2.1. SO 2.1: Stakeholder capacity to undertake effective land governance and management enhanced

ALPC and FAO will lead the implementation of the SFIA. It would be important to ensure that both organizations are well capacitated in order to carry out their programmatic interventions from the continental to the regional and ultimately the country level. At the national level, there are a number of EU-funded Land Governance programmes which are currently being supported by the FAO. These serve as strategic entry points to cascade the substance of the integrated application of

VGGT and the F&G and streamline the implementation of tenure governance in a sustainable manner.

The Strategic Framework recognizes the need for better collaboration and coordination of activities of key stakeholders to support capacity development. FAO and ALPC will amalgamate their capacity development interventions to ensure that synergies are fostered in the application of the VGGT and F&G throughout the continent. For instance, FAO will capitalize on its on-going capacity development programmes by integrating the use of existing tools to facilitate use of the VGGT and F&G. The following Expected Outcomes are outlined in this regard:

- EO 2.1.1: Knowledge generation and knowledge management capacities of stakeholders are enhanced.
- EO 2.1.2: Capacity development of key stakeholders strengthened through improved synergy between ALPC and FAO
- EO 2.1.3: ALPC and FAO successfully establish partnerships and coordinate the activities of stakeholders in the tenure governance landscape.
- EO 2.1.4: The institutional capacity of stakeholders at the national, regional and continental levels with regards to implementing the AU land agenda enhanced.

4.3. Strategic Goal 3: Application of VGGT and F&G tools is promoted

Both FAO and ALPC have developed various tools, such as the VGGT Technical Guides, e-learning materials, AU Guiding Principles on Large-scale land-based investments, ALPC training modules etc. to advance responsible tenure governance. Such tools have been designed to educate and inform the intended beneficiaries with the aim of promoting land policy development and implementation. Adopting this Strategic Framework will help ensure integrated application of these tools.

To this end, the key stakeholders would operate through the established channels and structures of the AU. One such channel is to work through the RECs as the building blocks of the AU, another would be to work through the various platforms that have been established to promote governance of tenure, such as the Civil Society Platform (CSP) and Forum for African Traditional Authorities (FATA).

At the country level, the implementation of the Strategic Framework interventions will continue to tenure issues of key stakeholders including the youth, women, disabled, indigenous people, migrants and other vulnerable groups. The following SO is outlined under this Strategic Goal:

4.3.1. SO 3.1: Strategic and programmatic approaches of key stakeholders are aligned with the VGGT and F&G tools

In Africa, the ALPC and FAO remain at the forefront of tenure governance landscape through their development of various strategic instruments and tools, as well as through their support to other actors and stakeholders seeking to make a difference in the same space. The ALPC's predecessor, the African Land Policy Initiative Secretariat, has collaborated with different key stakeholders at various levels over the years. Extensive work has been done with RECs, which are viewed as the building blocks for economic integration and development of the African continent, in developing work plans and joint project documents to incorporate land governance. This has not been fully achieved and the ALPC will continue to collaborate with RECs in this regard.

The ALPC and FAO also work with other actors at different regional and national levels including other regional bodies, non-state actors; traditional leaders; and land users. In addition, partnerships with development partners have led to programmes and other interventions designed to facilitate improvement in the land governance landscape as well. In light of the above, it is critical that the orientations and interests of these actors be aligned with the SFIA, and there is scope for this to take place through the RECs.

Furthermore, the various actors operating in the tenure governance space will also benefit greatly from peer-to-peer exchanges that culminate in lesson learning and experience sharing. The dissemination of best practices between stakeholders will allow for reviews of existing modes of operation and the benchmarking of best practices to ensure better programmatic implementation. The Expected Outcomes under this SO are:

- EO 3.1.1: F&G and VGGT frameworks are mainstreamed into the strategic frameworks and programmes of stakeholders operating in the tenure governance landscape.
- EO 3.1.2: Continental, regional, and country level platforms for facilitating integrated implementation of VGGTs and F&G strengthened

4.4. Strategic Goal 4: Monitoring, Evaluation and Reporting on Integrated Application of VGGT and F&G is strengthened

Monitoring, Evaluation and Reporting systems are vital if the Strategic Framework is to be implemented in the manner envisioned. Monitoring and Evaluation systems allow for the analysis and review, on an ongoing basis, of the state of readiness and/or progress of implementation at the different levels for the integrated application of the VGGT and F&G. Such an examination takes place within a monitoring and evaluation framework, which creates certainty and consistency in terms of important aspects such as what is being monitored/evaluated with respect to the implementation progress of the Strategic Framework, and the mechanisms that

will be employed to achieve this. Similarly, the use of reporting ensures that the relevant information and data on the state of readiness and/or progress of implementation at the different levels is distributed to the relevant actors and authorities for review, with appropriate actions and interventions being undertaken in response to any deviations or issues that may be found.

Within this context, Strategic Goal 4 is underpinned by the following Strategic Objectives:

- i. SO 4.1: Monitoring and evaluation framework is developed with a common set of indicators for the integration and application of the VGGT and F&G.
- ii. SO 4.2: Monitoring and evaluation capacities of the ALPC and other stakeholders are developed in order to accommodate the monitoring of indicators on the integrated application of the VGGT and F&G framework.

4.4.1. SO 4.1: Monitoring and Evaluation of Land Governance in Africa (MELA) framework is reviewed to include indicators of integrated application of VGGT and F&G

The ALPC already undertakes some level of monitoring on land governance-related issues focusing on tracking progress in the implementation of the AU Declaration on Land Issues and Challenges through the Monitoring and Evaluation of Land Governance in Africa (MELA) project. MELA will need to be reviewed so as to include indicators that will assist in mainstreaming the integrated application of the VGGT and F&G in the process of monitoring the tenure governance on the continent. The MELA programme was piloted in 12 African countries including Cote d'Ivoire, Democratic Republic of Congo, Ethiopia, Kenya, Madagascar, Malawi, Niger, Nigeria, Rwanda, Tanzania, Uganda, and Zambia. The MELA will ultimately be scaled-up in order to incorporate a wider reach based on experiences and lessons learnt. Incorporating the VGGTs will lead to the development of an overarching results framework which will encompass a common set of indicators that are in line with those developed under the MELA. The elaboration of the results framework will ensure that there is an organised approach to monitoring land governance implementation under the integrated application of VGGT and F&G. This will prevent the proliferation of multiple M&E frameworks that are difficult to coordinate. As part of the review of MELA, there will be a need to develop baselines and targets for the implementation of the Strategic Framework over a ten-year period. It will thus, be important to ensure the availability of reliable data, which is collected in an efficient manner, taking into account on-going data collection mechanisms that are in use. The system that will be developed will be delivered through a web-based portal, which will reside with the ALPC and will be accessible to key stakeholders in the tenure governance landscape.

This will facilitate data capturing and reporting. The main outputs informing this strategic objective are as follows:

- EO 4.1.1: MELA is reviewed to ensure that indicators under its framework are used to track the integrated application of VGGT and F&G.
- EO 4.1.2: MELA programme is scaled up and used to monitor work regarding the reporting on the integrated application of the VGGT and F&G throughout the continent.
- EO 4.1.3: The Strategic Framework is evaluated and accordingly revised.

4.4.2. SO 4.2: M&E capacities of the ALPC and other stakeholders are developed in order to accommodate the monitoring of indicators on the integrated application of the VGGT and F&G framework

The effective coordination of the monitoring and evaluation of indicators under the MELA at the continental, regional and national levels will require the development of the stakeholder capacities. At the regional levels, the monitoring and evaluation of the strategy will be undertaken through the existing mechanisms of the RECs and other actors active in this space. It will be necessary to strengthen the capacities of these entities through capacity building initiatives. It will also be important to train these actors on the use of the web-based M&E system to be developed, as well as on the input of data to the system, as outlined above. As the Strategic Framework will be implemented over a period of 10 years, a mid-term independent review will be carried out after 5 years and a final review at the end of the strategy. This will allow for recalibration and reorientation of activities, priorities and targets to ensure that the strategic objectives outlined above are implemented effectively. It will be important to develop an oversight committee which will oversee the monitoring of the Strategic Framework which will be reported to on a biannual basis. The following Expected Outcomes have been developed in response to this SO.

- EO 4.2.1: M&E capacities of the ALPC/FAO and other key stakeholders enhanced.
- EO 4.2.2: Oversight Committee on the integrated application of the VGGT and F&G is established and functions effectively.
- EO 4.2.3: Reporting capacities of stakeholders are enhanced and progress on the implementation of the SFIA is reported to the oversight committee on a biannual basis.
- EO 4.2.4: Stakeholders are trained on the use of the web-based M&E system and on uploading data into the system.

5

Theory of Change

The Theory of Change for this strategic plan outlines how the strategic interventions to be adopted will contribute towards achieving the expected outcomes under the strategic objectives outlined above. These strategic objectives when fulfilled will inform the achievement of the strategic goals, which in turn will contribute towards the transformation of the existing status quo in governance of tenure in Africa.

The VGGT and F&G both have the objectives of ensuring that governments across the continent recognise, respect and protect the legitimate tenure rights of people who hold them, in the face of threats, and arbitrary deprivation. The two instruments also seek to ensure that policymakers guarantee that those who have had their rights infringed have recourse to justice, and also actively prevent corruption and violent conflicts arising from tenure disputes. Taking into account the fact that the F&G predates the VGGT, there was a need to find ways to apply the two instruments within the continent, also taking into consideration that many of the challenges that gave rise to the adoption of the AU Declaration on Land (which are related to elevated levels of hunger, poverty, food insecurity and malnutrition), by and large still need to be addressed. This strategic framework aims to enhance the integrated and cohesive application of the F&G and the VGGT on the African continent. In this regard, the Theory of Change for this intervention identifies the Ultimate Objective/Outcome as:

5.1. Improved tenure governance in Africa leading to poverty reduction and enhanced food and nutrition security.

In order for the ultimate objective to be achieved, change has to occur through the realisation of the strategic objectives and their expected outcomes, which in turn inform the strategic goals. This results pathway begins with undertaking key strategic interventions which are geared at achieving the different outcomes levels.

Strategic Goal 1 seeks to bring about an awareness and understanding of VGGT and F&G convergence throughout the continent. The results pathway under this strategic goal begins with a set of strategic interventions which have been identified. The production of training materials and conducting of targeted trainings, along with the production and dissemination of outreach, advocacy and communication materials, are both activities earmarked under SG 1, which seek to achieve the concomitant outcomes of ensuring that information permeates throughout the continent and amongst key actors (both government and non-government) whose work seeks to address issues obtaining in the tenure governance space. Mainstreaming of the VGGT and F&G principles in flagship continental initiatives will result in the intended outcome of having these frameworks inculcated in interventions undertaken by various actors, including development partners at the continental, regional and national levels.

The strategic interventions related to organising and participating in conferences will serve the purposes of ensuring that the outcome of incorporating VGGT and F&G into regional and continental platforms is fulfilled. This will also contribute towards the sensitisation of policy- and decision-makers on the existence of and synergies between the two frameworks. This is important because these actors are the main vectors through which the enabling environment for the tenure governance landscape is ultimately expected to transform. The activities outlined above will be facilitated through the development of a communication and advocacy strategy which is also an expected outcome. It is assumed that once these outcomes have been achieved, they will contribute towards two strategic objectives, namely: i) Increased collaboration amongst stakeholders in enhancing awareness of synergies of the VGGT and F&G; and ii) increased understanding and implementation of programmes in the context of the integrated application of VGGT and F&G framework by stakeholders. Once these objectives are fulfilled, the strategic goal of enhancing the awareness and understanding of VGGT and F&G convergence will have been achieved.

In terms of Strategic Goal 2, it is foreseen that through the preparation, contextualisation, and dissemination of capacity development tools, this will provide the necessary knowledge that is required by RECs and other entities driving the tenure governance agenda to adequately carry out their work. This will be delivered through dispatching land governance experts who will capacitate these actors on the substance of these tools in a targeted manner. It is expected that this will have the intended outcome of strengthening the institutional capacities of stakeholders to implement the African land governance agenda, while ensuring that the knowledge generation and knowledge management capacities of stakeholders are enhanced. The FAO and ALPC will also undertake to organise experience-sharing exchanges, which will allow actors in the tenure governance space to learn from each other and apply this within their own contexts. This will serve the purposes of contributing towards the achievement of the aforementioned outcomes and along with the development of a joint FAO-ALPC partnership strategy, will culminate in the outcomes of fostering synergies with the EU Land Governance Programme, as well as successfully establishing partnerships and coordinating the activities of stakeholders. The fulfilment of these expected outcomes will contribute towards the achievement of SO 2, which is the enhancement of stakeholder capacities to implement land governance programmes throughout the continent. This in turn also seeks to achieve the strategic goal of strengthening the capacity of actors within the tenure governance space.

Strategic Goal 3 seeks to ensure that the integrated application of VGGT and F&G tools is more widespread at a pan African level. Some interventions under this strategic goal are related to activities undertaken under strategic goals 1 and 2. In order to achieve SG 3, two interventions have been identified, namely:

- i) Roll out of the Communication Strategy for integrated application of VGGT and F&G; and
- ii) Organising lessons learning and experience exchanges.

The roll out of the Communications Strategy to be developed as part of SG 1, will allow for the dissemination of information on tenure governance issues within the framework of the VGGT and F&G, culminating in actors being aware of the continent's overall strategic direction in this area, and inculcating this into their own strategic orientations. As such, the first strategic intervention action outlined above, along with the dispatch of land governance experts, will enable the intended beneficiaries to mainstream VGGT and F&G into their strategic frameworks and programmes, which is the first outcome sought under SG 3. The organisation of lessons learning, and experience sharing will contribute towards the achievement of the second outcome which is that actors operating in the tenure governance space engage in lesson learning and experience sharing on the integrated use of the VGGT and F&G. It is foreseen that once these outcomes have been achieved, they will contribute towards the achievement of the objective of aligning the strategic and programmatic approaches of key stakeholders with the VGGT and F&G tools. Once these tools are entrenched within the strategies of key stakeholders, they will serve as the vectors that ensure the permeation and coherent usage of the VGGT and F&G in the day-to-day work of actors in the tenure governance space throughout the continent.

The last strategic goal speaks to the strengthening of the Monitoring, Evaluation and Reporting on the Integrated Application of VGGT and F&G. The first intervention under this SG is to review the MELA and develop a web-based M&E system. The review of the MELA in this regard will have the intended outcome of ensuring that the indicators under its framework are used to track the progress of the integrated application of VGGT and F&G. This will simultaneously be supported by benchmarking studies of existing global M&E frameworks to ensure that the review of the MELA captures best practices that can be used in the African context. The design of the web-based system will facilitate the collection of data by actors who are charged with undertaking the M&E functions under this strategy as part of the MELA and will provide access to key stakeholders who are able to also provide inputs into the system, based on their own M&E processes. These stakeholders will also be supported through capacity building initiatives, focusing on the incorporation of VGGT and F&G principles into their M&E systems. An oversight committee will be established under the stewardship of the FAO and the ALPC. The committee will have the overall function of ensuring that the monitoring of tenure governance under this strategic framework is undertaken accordingly and effectively in line with the revised MELA. The steering committee will also ensure that the SFIA is evaluated and accordingly amended after five years of implementation, which is identified as an expected outcome under SG 4. These results will contribute towards the achievement of two main Strategic Objectives: i) ensuring that the MELA includes indicators for the integrated application of VGGT and F&G and that ii) the M&E capacities of the stakeholders are developed in order to incorporate VGGT and F&G.

It is ultimately expected that through the achievement of the four SGs, tenure governance throughout Africa will improve and that this will contribute towards the reduction of poverty and enhanced food and nutrition security. The results pathway for this Theory of Change is represented diagrammatically in Figure 1 of this Strategic Framework.

5.2. Theory of Change

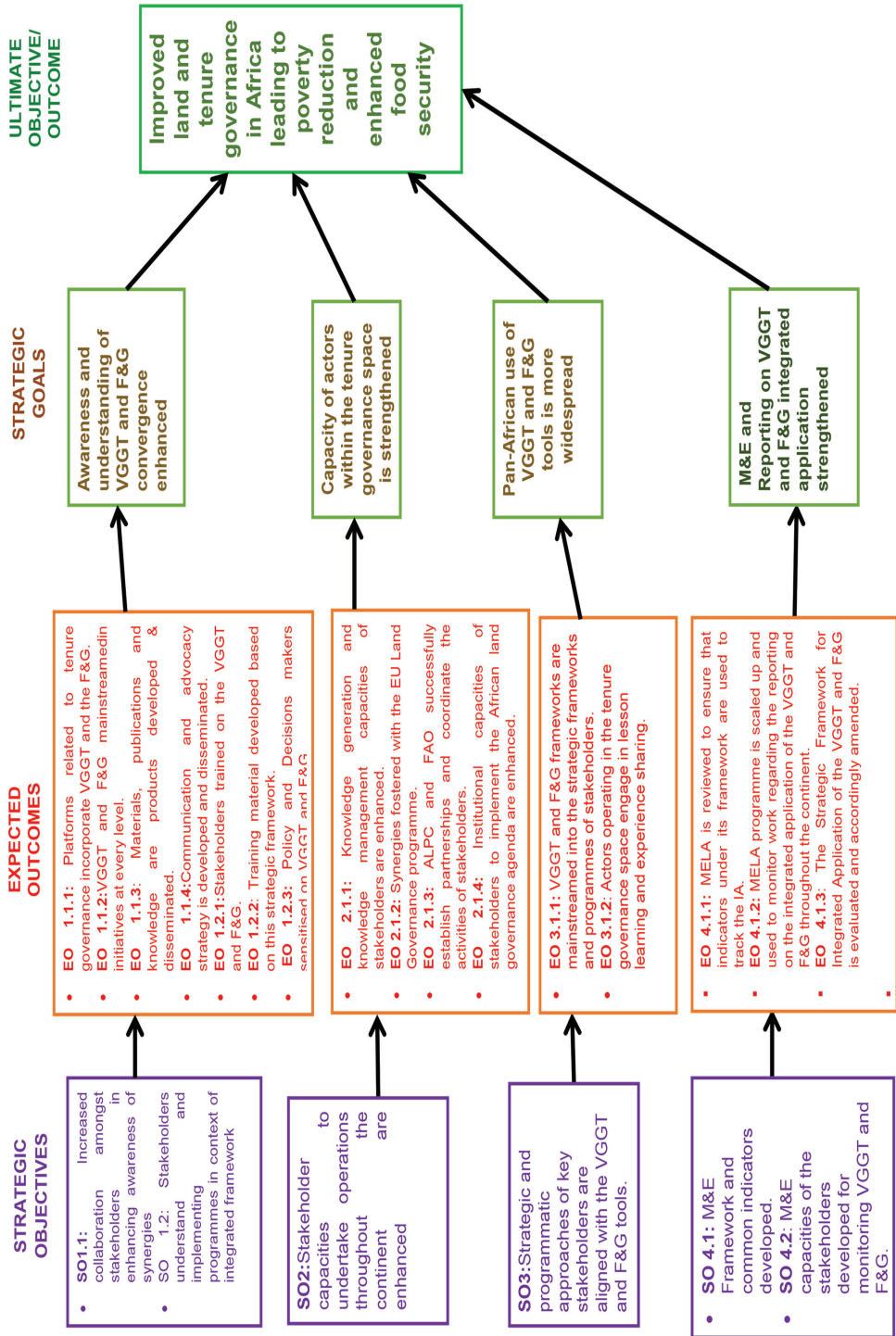


Figure 1

6

Strategic Interventions for Achieving Integrated Application of VGGT and F&G in Africa

This strategic framework aims to enhance the integrated and cohesive application of the F&G and the VGGT at the Pan African level. Piloting of integrated application of VGGT and F&G at country-level in some African countries is currently underway through the EU Land Governance Programme and member states, while other pilots have closed. The systematisation of the knowledge sharing, and aggregation of the lessons learnt amongst the in-country projects (fourteen in total) will inform and feed into the strategy for integrated application of F&G and VGGT at Pan African level.

The integrated application of the VGGT and F&G at Pan-African level will mainstream gender, prioritize strengthening women's land tenure security, and deliver the following strategic interventions through the ALPC strategic and business plan:

- Strategic Interventions 1: Increase awareness of the convergence and synergies between VGGT and F&G;
- Strategic Interventions 2: Support capacity development on the governance of land and other natural resources in Africa.
- Strategic Interventions 3: Communication and advocacy, knowledge generation and dissemination for integrated application of VGGT and F&G
- Strategic Intervention 4: Establishment of monitoring, evaluation and reporting system for integrated application of VGGT and F&G

6.1. Strategic Intervention 1: Increase awareness of the convergence and synergy of the VGGT and F&G and strengthening the integrated application of the VGGT and F&G

Awareness on the convergence and synergy of the VGGT and F&G will capitalize on the ALPC communication, advocacy and outreach, and knowledge generation and dissemination activities, as well as ALPC's strategy of promoting the use of the F&G in mainstreaming land in the programmes of the RECs. The AU Declaration on Land calls upon the RECs to convene periodic regional platforms to facilitate experience sharing, lessons learning and dissemination of best practices, and to capture and address land policy issues within their common agricultural frameworks. The RECs, as the building blocks of the African Union, are therefore the natural effective entry points for promoting the integrated application of VGGT and F&G that will eventually feed into the continental agenda on land.

Most RECs suffer from a lack of internal capacity to support member states in implementing land governance programmes. The ALPC's initiative to deploy land experts to the RECs, if continued in the implementation of their next Strategic and Business Plan, will strengthen the capacity of RECs to mainstream land within their programmes and facilitate the integrated application through raising awareness on the principles and messages and promoting the use of VGGT and F&G. The ALPC and FAO will work in close collaboration with the RECs to promote awareness of the convergence and synergy of VGGT and F&G eventually guiding the development of contextualised advocacy materials tailored for specific needs of target audiences.

The in-country projects in Africa under the Transversal project of the EU Land Governance Programme referenced above are another important entry point for promoting the integrated application of VGGT and F&G at the country level and the contextualisation of tools and materials tailored for various audiences.

Key actions under this Strategic Intervention are as follows:

- Production of outreach, advocacy and communication materials and their dissemination at the continental, regional and national levels using the ALPC Strategic Plan as the primary vehicle for delivery.
- Mainstreaming of the VGGT and F&G in flagship continental initiatives on the strength of the political legitimacy of the ALPC.
- Production of training materials and conducting targeted trainings on land governance using VGGT and F&G and technical guides as key resources.

6.1.1. Production of outreach, advocacy and communication materials and their dissemination at the continental, regional and national levels

As part of the increased awareness of the convergence and synergy of the VGGT and F&G and the enhanced integrated application of both guidelines, outreach, advocacy, and communication materials will be produced based on the already existing technical guides and related documents produced by FAO, ALPC and other partners such as the International Land Coalition (ILC). The production of outreach and advocacy materials will make extensive use of the analysis done by the ILC, in 2014, on how to use the F&G alongside the VGGT. IFAD, GIZ, SIDA, SDC and Irish Aid supported the production of the ILC document entitled "Benchmarks for land governance in Africa". This ILC document is one of the comprehensive awareness raising resource and reference material that bridges the application gap between the F&G and VGGT.

The production of advocacy and communication materials to promote the integrated application of VGGT and F&G will support continental efforts by ALPC, are aligned with its strategic objectives and aimed at (i) Mainstreaming land issues across development efforts in Africa, (ii) Improving communication, advocacy and

outreach to players across the landscape, (iii) Enhancing knowledge generation, collection and dissemination on land issues through various platforms at regional (REC) and continental levels, and (iv) Sponsoring and supporting collection of M&E data, analysis and production of reports on progress in the implementation of the AU Declaration on Land.

Key outreach, advocacy, and communication materials to be produced include various awareness raising materials such as policy briefs, leaflets, technical guides, articles, and video footages presenting synergies between the two instruments. The collaborative efforts of ALPC and FAO will ensure effective advocacy for the cohesive use of VGGT and F&G materials by continental bodies, RECs, and member states in promoting responsible governance of tenure of land, fisheries, and forests.

6.1.2. Mainstreaming of the VGGT and F&G in flagship initiatives

The integrated application of VGGT and F&G will be achieved through promotion of the two guidelines in major events and initiatives at continental, regional and country level. The mainstreaming of VGGT and F&G in flagship initiatives is another key advocacy action that has two orientations:

(1) Organisation and participation in conferences and high-level meetings at global, continental, regional and country levels will provide an opportunity for promoting the coherent and integrated application of VGGT and F&G. Side events will be organised to foster dialogue and exchange on best practices on good land governance and on how policymakers and government officials can make use of the VGGT and F&G to improve the governance of tenure within their jurisdictions.

It is envisaged that the promotion of VGGT and F&G during flagship events, such as the biennial Conference on Land Policy in Africa and annual meetings of the Committee on World Food Security, will create the necessary political will and commitment, and encourage governments to establish effective institutional frameworks for land governance. Establishment of such institutional frameworks will enhance and strengthen the security of tenure, land rights and equitable and equal access to land and other natural and productive resources for all land users including women, indigenous peoples, and other vulnerable groups. This will, among others, have the positive effect of achieving transparency in land-based transactions to stimulate investment in land using F&G in coherence with the VGGT and other relevant tools such as the GPs on LSLBI and VGGT technical guides as reference resources.

This activity will target continental events such as African Union Summits, FATA meetings, Conference of Ministers of Finance (COM), AU Special Technical Committee on Agriculture, Rural Development, Water and Environment (STC), and international events such as: the World Bank Annual Conference on Land and Poverty, CFS Annual meetings, the GLTN and ILC Land Forums, the ALPC biennial Conference on Land Policy in Africa, the NEPAD/CAADP Partnership Platform and RECs Forum on Land Governance among others. At the national level, the initiative will target workshops for raising awareness on the integrated application of VGGT and F&G as the key events for promoting VGGT and F&G synergies.

These events gather an important audience of gender balanced policymakers and other land professionals from government, academia, traditional authorities, civil societies, and farmers' organizations.

(2) Integration of land governance in Africa's development agenda to ensure that land issues are mainstreamed in the strategies and programmes of continental institutions (AUC, ECA, AfDB, NEPAD / NPCA, PAP) and regional bodies such as RECs.

The ALPC, within the Strategic Plan 2012-2016, commenced with the mainstreaming of F&G and VGGT principles into ECA, AUC, AfDB, CAADP, PAP, and RECs strategies, programs and monitoring and evaluation framework and this work is planned to continue within the 2nd Strategic and Business Plan 2019-2023. This activity promotes the strategic objective of the ALPC to "Advocate for the inclusion of land in the development agenda, strategies and programmes of the African tripartite organizations, regional economic communities and the African Member States" and to "Enhance synergies and coordination; and mobilize resources in support of the AU Declaration on Land Issues and Challenges".

6.1.3. Production of training materials and conducting targeted training on land governance.

The activities to promote the integrated application of VGGT and F&G will be achieved through training of targeted audiences involved in the implementation of the AU Declaration on Land at Pan-African, regional and, where possible, at national/country levels. The training modules targeting specific audience will be produced based on various existing materials such as Technical Guides and on practical lessons learned and best practices from African countries under various thematic areas such as pastoralism, large scale land-based investment, women's land tenure security, land information systems, land use planning, land-related conflicts and dispute resolution, and land policy development. A list of relevant Technical Guides is provided at Annex 2. Potential targeted audience include policymakers, traditional leaders, pan-African and regional officials, and government officials, members of civil society, private sector, academia, and media. This activity will capitalize on lessons learnt from the on-going Transversal project which is coordinating 14 in-country projects under the EU Land Governance Programme in Africa.

This activity is in line with ALPC's key intervention areas and is consistent with its strategic objective aimed at assisting land-related institutions/organisations to enhance capacity and skills; raising awareness among policymakers and stakeholders on land policy related commitments, available tools, and key land-related issues and challenges pertaining to land policy development and implementation. FAO and ALPC experts on capacity development will be involved in the preparation and delivery of training modules, including e-learning modules to targeted audience. This activity will also target country-level capacity development through the capitalization meetings organised by the Transversal project. Exchange of knowledge and sharing lessons on best practices in land governance among in-country projects during capitalization meetings are part of knowledge generation and enhancement that will benefit this activity.

6.2. Strategic Intervention 2: Support Capacity Development on Governance of Tenure and Land Policies in Africa

The ALPC seeks to enhance the policy, legal and institutional capacities to support sound land governance institutions at continental, sub-regional and national levels. It is engaged in activities such as providing technical support to the Member States that are developing/reviewing land policies and providing training to in-country experts in collaboration with the Network of Excellence on Land Governance (NELGA) among others. The capacity development ensures that policies are comprehensive and responsive taking into account the socio-cultural, economic, and political context of the countries. In this regard, the ALPC ensures that policy-makers and other stakeholders are equipped with the relevant skills, expertise, information, knowledge, and data to make informed decisions based on available evidence. To be effective, policies developed must be responsive to gender, the needs of vulnerable groups, urbanisation, natural resource management, investment, and the agricultural transformation agenda.

Based on the FAO and ALPC on-going capacity development/enhancement programmes and processes, this intervention will apply the existing VGGT and F&G capacity development tools to respond to the specific tenure governance issues and challenges of different African countries. These tools will include VGGT technical guides and e-learning modules developed by FAO and the AU GPs on LSLBI and other materials produced by ALPC. Capacity development under this intervention will also target in-country projects under the EU Land Governance programme supported by FAO through a Transversal approach.

This intervention supports the ALPC strategic objective aimed at institutional strengthening and capacity development through skill development, enhancing knowledge generation and dissemination. In addition to the continental tools such as the F&G, VGGT tools will be used in the development and review of curricula on land policy and land management in institutions of higher learning; research to fill knowledge gaps and provide evidence to support land policy development and implementation; guiding the provision of technical assistance to Member States and RECs in their efforts to address land-related issues and challenges with a particular focus on strengthening women's land tenure security; developing tools to facilitate fair, transparent, inclusive, meaningful and effective negotiations on large-scale land-based investments; and implementing MELA.

Key actions under this strategic intervention are as follows:

- Preparation including contextualisation of capacity development tools and dissemination
- Experience exchanges including lessons learned and promising practices

6.2.1. Preparation of capacity development tools and dissemination

This action aims to equip policymakers, key stakeholders and practitioners with relevant information required to guide land policy development and implementation and enhance land governance. Currently, the capacity development tools that have been prepared by FAO and ALPC to operationalize the VGGT and F&G consist of a series of detailed technical guides and e-learning courses.

Thematic areas on governance of tenure covered by current FAO Technical Guides and e-learning materials include gender and land; forestry; large scale land-based investment (including agricultural investments); inclusive, effective and meaningful consultations and participation; legal requirements for achieving responsible tenure governance; pastoralism; valuation of tenure rights; spatial planning; registration of tenure rights; safeguarding tenure rights of commons, disputes and conflict resolution; and corruption in land administration.

The AU Declaration on Land urges Member States to “review their land sectors with a view to the development of comprehensive policies which take into consideration their peculiar needs” using the F&G. The integrated application of VGGT and F&G will benefit Member States through the contextualisation of the comprehensive outfit of capacity development tools developed by FAO and ALPC to support land policy development and implementation.

The dissemination of the VGGT and F&G capacity development tools to support integrated application will be through the targeted country, regional, continental, level requests for technical assistance. FAO and ALPC will harmonise capacity development activities to ensure synergies in promoting the cohesive application of VGGT and F&G at pan African level.

6.2.2. Experience exchanges

The African Union Declaration on Land urges RECs to mainstream land governance issues in frameworks, policies, and protocols and to convene periodic regional platforms to facilitate experience sharing, lessons learning and dissemination of knowledge and best practices in land policy formulation, implementation and monitoring based on member states experiences. The ALPC as the institutional framework for implementation of the AU Declaration on Land is mandated to guide the RECs in establishing these platforms.

Since its inception, the LPI/ALPC has organised numerous events to disseminate knowledge, share lessons and best practices and successfully reached key decision-makers such as government officials, Ministers of land, agriculture, finance, planning and economic development, traditional authorities, land commissioners, and land administration officials. For instance, the biennial Conference on Land Policy in Africa inaugurated in 2014 is a continental platform for knowledge dissemination and experience sharing, as well as advocacy on land policy development, implementation, and monitoring. The ALPC is also focusing on establishing several thematic platforms to address specific land policy and governance issues

such as gender, land use planning, land survey and mapping, land registration, and valuation and taxation.

In addition to the events and platforms that have been organised by ALPC, the coherent use of VGGT and F&G is achieved through capitalization meetings organised under the FAO Transversal Project that supports 14 in-country projects under the EU land governance programme.

Capitalization meetings provide an opportunity for exchange of lessons learning and experiences sharing in the mainstreaming of VGGT and F&G in country-level processes. Within the context of the FAO and ALPC partnership, a web-based knowledge management platform (<https://www.africallandpolicy.org/eu-programme/>) has been developed to allow continuous engagement and sharing of experiences by in-country project implementers.

Partners to be involved in lessons learning and exchanges, dialogue and information sharing include civil society organizations, producer organizations, private sector, governments, policymakers, traditional authorities, professionals involved in land governance and the private sector. Participants shall also be drawn from countries that have successfully mainstreamed VGGT in policy, legal and institutional frameworks and those that have used the F&G in land policy formulation and implementation as well as making decisions on LSLBI.

6.3. Strategic Intervention 3: Communication and Advocacy, Knowledge Generation and Dissemination for Integrated Application of VGGT and F&G

The objective of the communication and advocacy strategy is to provide tailored information on the principles of responsible governance of tenure embedded in VGGT and F&G to stakeholders, promote knowledge exchange and experience sharing efforts and engage various actors on land governance landscape. Communication and advocacy are crucial in informing and influencing policymakers, legislators, tenure experts, development partners, private sector, and communities in their decision-making processes on tenure governance issues. The role of communication and advocacy is central to the successful and consolidated implementation of the core principles and elements of the VGGT and F&G and the scale-up of lessons learnt and best practices gained at country and regional levels. The communication strategy promotes awareness raising on the convergence and synergy of VGGT and F&G as well as strengthen their integrated application.

A Communication Strategy for integrated application of VGGT and F&G has been developed taking into account elements of the ALPC communication strategy. This approach ensures that the integrated application of VGGT and F&G is mainstreamed into the communication and advocacy strategies of the ALPC at country and pan-African levels. The Communication Strategy has successfully undertaken a stock-taking exercise of the communication processes, activities and products already existing in FAO and ALPC and other partner organizations. The stock-taking exercise also identifies linkages with other global initiatives and processes such as Global Donor Working Group on Land (GDWGL), EU land groups, CFS, LGAF, ILC, etc. This output supports and fits into the ALPC strategic objective aimed

at improving communication, advocacy, and outreach on land policy development and implementation.

Key action to be undertaken under this strategic intervention includes:

- Roll out of the Communication Strategy for the integrated application of VGGT and F&G.

6.3.1. Roll out of the Communication Strategy for integrated application of VGGT and F&G

The Communication Strategy will be used by FAO and ALPC, and partner institutions as the appropriate modality for promoting the coherent application of VGGT and F&G. The roll out should promote the common messages of VGGT and F&G using existing/contextualised tools and materials developed by FAO and ALPC, and partner institutions tailored to target specific audiences. The rollout of the Communication Strategy will be achieved by employing existing communication methods in both FAO and ALPC.

6.4. Strategic Intervention 4: Monitoring, Evaluation and Reporting on Integrated Application of VGGT and F&G

A component that is critical to the successful implementation and institutionalization of the Strategic Framework is the monitoring, evaluation and reporting that will take place. These are vital for the Strategic Framework as it creates the foundation upon which implementation can take place through the use of tools and mechanisms that will allow for the measurement and appraisal of the progress made in the implementation of the Strategic Framework and its subsequent institutionalization across the continent. Without the structured and continuous use of monitoring, evaluation and reporting that complements and underpins the implementation roadmap detailed within it, the Strategic Framework would be at risk of remaining a conceptual document incapable of driving the strategic objectives it pursues in any tangible way.

6.4.1. Review of the MELA to include indicators for integrated application of VGGT and F&G

An M&E expert will be responsible for reviewing the MELA to ensure that it includes indicators for integrated application of VGGT and F&G, as well as developing an online portal that will host the system. The M&E expert will be guided by the ALPC Background Document on Tracking Progress in Land Policy Formulation and Implementation in Africa that defined the design principles of MELA, the Background Document that provides benchmarks for measuring good national land policies and the MELA Framework itself. The VGGT and F&G principles have been mainstreamed in MELA to ensure that they provide a yardstick for good land governance. Working at country level with statistical agencies, ALPC will collect data that will feed into MELA to aid in tracking the implementation of the AU

Declaration on Land. The ALPC will also scale up the MELA and introduce it to other countries, based on lessons learnt from its implementation in the pilot phases.

The activity will also take into account the CAADP Result Framework and the LGAF process initiated by the World Bank, the current initiative on SDGs and indicators on land tenure and the Global Land Indicators Initiative (GLII) initiated by GLTN (Global Land Indicator Initiative) and other initiatives such as those of IFAD, the CFS open-ended working group on monitoring, the civil society initiatives such as ILC. These initiatives are complementary to MELA and may be a source of data that can feed into MELA at country level. This will involve undertaking benchmarking studies of these existing systems to determine how best they can be employed for the purposes of this strategic framework.

This activity is in line with the proposed ALPC strategy to enhance monitoring and evaluation in support of land policy formulation and implementation.

6.4.2. Reporting

A reporting system will also be implemented in conjunction with the monitoring and evaluation system referenced above. The reporting system will ensure that information and data related to the implementation of the Strategic Framework flows consistently to the relevant monitoring authorities. The type, transmission mechanism, methodology and frequency of the information and data to be collected will be defined at the outset and communicated to the responsible entities in advance to ensure that there is uniformity and certainty for all actors and systematically addresses the gender dimensions.

7

Institutional Framework for Integrated Application of VGGT and F&G

Implementation of the AU Declaration on Land relies upon the political commitment of African Heads of States and Government to promote policy, legal and institutional frameworks that support good land governance; the Consortium of AUC, ECA and AfDB to resource the implementation; and the ALPC, RECs, CSOs and development partners to convene platforms for experiences sharing and lessons learning; participate in land policy processes and track progress in implementation; and support the implementation of the Declaration on Land. The VGGT strongly complements the F&G in the implementation of the AU Declaration on Land.

The ALPC benefits from the strategic guidance of the ALPC Steering Committee, which is chaired by the AU Commission with membership from AUC, ECA, AfDB, RECs (CEN-SAD, COMESA, EAC, ECCAS, ECOWAS, IGAD, SADC, UMA), the Pan African Parliament (PAP), NEPAD Agency (NPCA), the Pan African Farmers Organisation (PAFO) and the Civil Society Platform (CSP). Development partners also participate as observers.

The ALPC continues to spearhead implementation of the AU Declaration on Land in line with the F&G. The integrated application of VGGT and F&G will be operationalized through the cooperation between FAO and ALPC with linkages to RECs and Members States. For ALPC to develop responsive and targeted programmes there is a need for a clear view of land governance challenges throughout the Continent. A comprehensive overview of the status of land policy development at pan-African level was provided through the regional assessments that were conducted by the then LPI during its formative years.

The achievement of integrated and coherent implementation of VGGT and F&G will depend on strong cooperation between FAO and ALPC, which can be fostered through joint planning of land governance events at Pan-African level. FAO will be using its established expertise in developing VGGT technical guides and e-learning materials and global exposure as well as the pool of experts. On the other hand, in addition to the ALPC region specific expertise and broad network of African experts, the political legitimacy of ALPC will be an asset for garnering will and commitment for reforms to ensure that good land governance messages, capacity enhancement tools and materials are disseminated in an effective manner to address Africa's land governance issues and challenges.

The AU Declaration on Land calls upon the Member States to develop the appropriate human, technical and institutional capacities to deliver land policies. The Network of Excellence on Land Governance in Africa (NELGA) will continue to train and retool land experts and significantly contribute to enhancing the human and institutional capacities as a response to the call by the AU Declaration on Land. ALPC will also continue to advocate for allocation of adequate financial resources

towards land governance by the Member States. The principles of F&G and VGGT will be promoted by ALPC and FAO to support the aspirations of the AU Declaration on Land.

The AU Declaration on Land specifically invites RECs to convene periodic regional platforms to facilitate experience sharing, lessons learnt and information dissemination of best practice on land policy formulation, implementation and monitoring as well as address all issues pertaining to land policies within their respective common agricultural policy frameworks. To operationalize the call, there is a need for an effective enabling institutional framework for collaboration with ALPC, the latter establishing working relationships with RECs through agreements on mainstreaming land and support for the establishment of multi-stakeholder platforms.

According to the 2012-2016 Strategic Plan, ALPC commenced mainstreaming land in the programmes of the RECs. The ALPC-IGAD partnership on mainstreaming land is advanced and ALPC continues to forge agreements with the remaining RECS in order to plug the capacity gap that currently exists in mainstreaming land within the programmes of the RECs. The RECs that have concluded such agreements ought to ensure that they develop and implement the necessary resourcing strategy in order to follow through on their commitments. This development will provide an opportunity for mainstreaming F&G and VGGT in the RECs and Member States levels and finally feed into the continental land agenda.

The conclusion of agreements with RECs, recruitment, and secondment of land experts and technical backstopping will continue to enhance the capacity of RECs to deliver on land governance. Among some of the proposed key actions by the Land Experts that will promote the integrated application of F&G and VGGT should be the following:

- Strengthen the working relationship with NEPAD's Planning and Coordination Agency (NPCA) with focus on two thematic areas (agriculture and food security & climate change and natural resources management) and CAADP land and water, and food and nutrition security pillars that aim at increasing agricultural productivity through strengthening and aligning institutions and policies as well as capacity development at national and regional level.
- Identify, assess and develop the capacities of regional and national institutions dealing with land.
- Establish strategies for developing the capacity of national institutions and promote the implementation of good land governance guided by VGGT and F&G principles. The Senior Land Expert will, by so doing, influence the development of F&G-VGGT compliant land policies and legislation at regional and national levels.
- Identify land tenure governance projects within the RECs and working in close collaboration with REC level land-related components and ALPC to influence the mainstreaming of good land governance principles guided by F&G-VG-

GT principles and focusing on entrenching the messages coming from the two Guidelines.

- Identify flagship projects that could benefit from VGGT-F&G interventions and working with ALPC to target these events for awareness raising initiatives.
- Compile the annual calendar of flagship events within the RECs and conveying that to ALPC to support forward planning and possible backstopping activities.
- Contribute to the ALPC knowledge management platform (KMP) by updating the database of the Community of Practice and land projects in Africa. This will ensure that the KMP is up-to-date and hence ALPC's capacity to monitor land governance activities at the continental level. This will assist in the identification of opportunities for ALPC intervention with F&G and VGGT principles where necessary.

7.1. Guiding Principles of application of VGGT and F&G

The aspirations of the AU Declaration are echoed in the general principles of the VGGT: governments should recognize and respect all legitimate tenure rights and the people who hold them; protect legitimate tenure rights against threats and arbitrary loss; promote and facilitate the enjoyment of legitimate tenure rights; provide access to justice when tenure rights are infringed upon; and prevent tenure disputes, violent conflicts and opportunities for corruption. The integrated application of the VGGT and F&G is guided by the shared fundamental application principles (See Box 2).

Box 2: Principles of Application of Voluntary Guidelines on the Responsible Governance of Tenure and the Framework and Guidelines on Land Policy in Africa.

Human dignity	Recognise the inherent dignity and the equal and in- alienable human rights of all individuals.
Non-discrimination	No one should be subjected to discrimination under law and policies as well as in practice.
Equity and justice	Recognise that equality between individuals may require acknowledging differences between individuals and taking positive actions to promote equitable tenure rights for all.
Gender equality	Ensure the equal right of women and men to the enjoyment of all human rights, while acknowledging the difference between women and men and taking specific measures aimed to accelerate de facto equality when necessary.
A holistic and sustain- able approach	Recognise that natural resources and their users are interconnected and adopt an integrated and sustainable approach to their administration
Inclusive, consultation and participation	Engage with and seek the support of those who could be affected by decisions, prior to decisions being taken and respond to their contributions; take into consideration existing power imbalances between different parties and ensure active, free effective, meaningful, and informed participation of individuals and groups in the associated decision-making process.
Rule of law	Adopt a rules-based approach through laws that are widely publicized in applicable languages, applicable to all, equally enforced and independently adjudicated.
Transparency	Clearly define and widely publicize policies, laws, and procedures in applicable languages, and widely publicize decisions in applicable languages and in formats accessible to all.
Accountability	Hold individuals, public agencies, and non-state actors responsible for their actions and decisions according to the principles of the rule of law
Continuous improvement	Improve mechanisms for monitoring and analysis of tenure governance.

7.2. Common Messages of the VGGT and F&G

Deriving from the common and shared principles, the VGGT and F&G are complementary and there are many areas of overlap as well as many policy messages that the two have in common. While the F&G focus on contexts and provide guidance on the land policy processes, the VGGT focus on what should be contained in good land policies.

The coherent and integrated application of F&G and VGGT is hinged upon common principles and messages regarding human rights, equity, non-discrimination,

and gender equity and equality, values of land, sustainability, customary tenure, decentralisation, participation, transparency, redistribution, and large-scale land investments. The ALPC applies these principles in implementing the AU Declaration on Land to achieve objectives of socio-economic development and poverty reduction by supporting Member States in the development and implementation of responsive land policies and laws in line with the F&G in coherence with the VGGT. The VGGT and F&G recognise that the aspirations of the AU Declaration on Land and the desired change in the way land policies and laws are developed and implemented, can only be achieved through meaningful and effective participation of all sectors of society and that government should play an important convening and leading role. The following common messages highlight some of the key areas of VGGT and F&G convergence and synergy.

i. Human dignity and respect for human rights

In line with the principles of VGGT and F&G, African Union Member States have committed to adopting a human rights-based approach to the development of appropriate land policies; and land administration and management systems, including structures and institutions for land rights delivery and land governance. Therefore, the two instruments promote actions by states for ensuring that measures are put in place to realize respect for human rights and call for the domestication of international and regional obligations and commitments on respect for human rights.

ii. Equitable access to land and tenure security for all landholders and users

Land policies and reforms should ensure that rights to use, control and benefit from land, fisheries and forests are equitable and account for all those whose livelihoods depend on such rights. The VGGT make explicit reference to equity and justice with respect to the management of public lands, customary tenure systems, land concentration and redistributive land reforms. The F&G calls for equitable access to land as a fundamental aspiration of the African people and notes that land tenure security for women requires special attention. In line with the AU Declaration on Land, the F&G promote equitable access to land resources among all land users including women, youth, and other landless and vulnerable groups. It also emphasizes the need for inclusive and responsive land policy development.

iii. Non-discrimination in access to land governance systems

The F&G and VGGT recognise that weak governance of tenure is increasingly becoming a source of conflicts emanating from institutionalised discrimination and marginalisation of certain categories of indigenous groups with regard to access to land and other natural resources. The African Charter on Human and Peoples Rights (ACHPR) promotes freedom, equality, justice, and dignity as essential elements of a modern African community which strives to leave no one behind. The Charter strives to protect the rights of indigenous and marginalised communities.

iv. Gender equality in the governance of tenure

Both instruments promote equal rights for women and men, including rights of use, control, and ownership. The VGGT calls for customary land rights systems to provide equitable and secure access to land for women. The F&G underscores the link between gender equality and human dignity, non-discrimination, equity and justice as a fundamental aspiration while the AU Declaration on Land calls for strengthening of security of tenure for women, noting that this requires special attention. For example, the AU Member States have committed to promote and guarantee women's rights and their control over productive resources such as land.

v. Land policies should recognize the different values of land

The VGGT and F&G underscore the need for decision-making on land to take into account not only the market or economic value of land, but also the wider social, cultural, political, spiritual, and environmental significance of land to different land users and stakeholders.

vi. Land policy reforms should promote sustainability

The VGGT and F&G call for land governance systems that take into account sustainable management of natural resources and protection of the environment and integrity of ecosystems, particularly in the context of large-scale land-based investments.

vii. Recognition and protection of customary and informal tenure rights

The VGGT and F&G call for recognition, respect, and protection of non-statutory forms of tenure, including customary and informal systems. The VGGT and F&G further call for recognition of the tenure rights of indigenous people through the principle of free, prior, and informed consent (FPIC) and the need to take into account the value of customary land administration and management institutions.

viii. Decentralization of land governance responsibilities

The VGGT and F&G recognize that decentralization of land governance responsibilities is an effective and efficient way for increasing the accessibility of services, promoting transparency and accountability, and limiting corruption. Decentralization and devolution of land administration and reform also create a conducive environment for meaningful public participation and engagement in decision making on land matters and access to effective disputes resolution.

ix. Decision making on land policy reforms must be based on consultation and participation

The VGGT and F&G consistently call for free, meaningful, and effective consultation and participation of all those whose legitimate tenure rights could be af-

ected by decisions, prior to decisions being taken and particularly encourage the participation of women, girls and indigenous peoples who are often considered insignificant in decision making. They further call for inclusive multi-stakeholder platforms, including civil society and private sector, in land policy development, implementation and monitoring.

x. Land Governance should be transparent and accountable for effectiveness and combat corruption

The VGGT and F&G recognize that institutions dealing with land must be transparent, accountable to stakeholders, make information accessible and that corruption should be kept in check to ensure that land policies, decisions, and their implementation are fair inclusive and effective. The VGGT and F&G make explicit emphasis on the importance of transparency as a strategy for achieving accountability, with respect to fair operation of the market and the management of the large-scale land-based investment.

xi. Redistributive land reforms to be considered a valuable tool

The F&G and VGGT recognize that securing tenure rights, redistributing land, improving access to land resources, and making land services accessible, particularly where levels of rural poverty are high, can significantly contribute towards poverty eradication. Land redistribution as an element of land policy reforms is an important tool for promoting equitable access and secure tenure, especially regarding vulnerable groups such as women and youth, and “indigenous peoples”.

xii. Large scale land-based investments should respect the legitimate tenure rights of existing land users

The VGGT and the F&G recognize that large-scale land-based investments must be sustainable and respect the legitimate tenure rights of land users, including customary and informal rights if they are to benefit all stakeholders. They further provide detailed guidance, through the technical guides (Respecting, Free, Prior and Informed Consent; Safeguarding tenure rights in the context of agricultural investments, Responsible governance of tenure: A technical guide for investors, AU-Guiding Principles on Large- Scale Land-Based Investment), on how to achieve sustainable and responsible large-scale land-based investment that respect the legitimate tenure rights of resident populations and are beneficial to the investors.

xiii. Tracking progress on implementation of land policies

The F&G and VGGT recognise the need to develop effective tracking systems to enable governments track progress in implementation of land policies and inform the decision-making process about re-adjustments and improvements, design of capacity building activities and manage any new issues emerging from implementation of policy reforms in governance of land, fisheries, and forests. Pursuant to the call by the AU Declaration on Land, the African Land Policy Centre developed

a Monitoring and Evaluation of Land Governance in Africa (MELA) to track progress on the implementation of land policies and enable periodic reporting on progress. The VGGT and F&G encourage States to follow an inclusive, participatory, gender-sensitive, cost-effective and sustainable approaches in the monitoring and evaluation of land governance.

7.3. Key Actors and their Roles

The integrated implementation/application of VGGT and F&G will be driven and promoted by several actors on the land governance landscape. Tailored VGGT and F&G messages targeting key actors will be promoted to develop the capacity of the key actors to effectively promote good governance through land policies that are responsive to the peculiar issues and challenges within their jurisdictions.

Actor	Role/Responsibility
Continental Institutions (AUC, ECA and AfDB)	<ul style="list-style-type: none"> ➤ Lead implementation of the AU Declaration on Land using the VGGT and F&G as key reference instruments. ➤ Promote the use of F&G and VGGT as benchmarks for assessment of compliance to the principles of responsible governance of tenure eg. addressing women’s land rights, large-scale land-based investments, development of effective land administration systems, etc.
African Land Policy Centre (ALPC)	<ul style="list-style-type: none"> ➤ The key lead institution providing leadership for the Continental Institutions ➤ ALPC promote the use of F&G and VGGT by Continental Institutions, RECs and the Member States for land policy development and implementation, establishment of multi-stakeholder platforms, mainstreaming of land in programmes of RECs. ➤ Promote the use of the F&G and VGGT in mainstreaming land in the programmes of continental institutions, regional organizations and member states, communication, advocacy and outreach, developing/enhancing skills and capacity of member states, knowledge generation and dissemination. ➤ Cooperate with FAO in joint planning of activities to ensure synergy of actions on land governance within the Africa region.
Food and Agriculture Organization (FAO)	<ul style="list-style-type: none"> ➤ Promote the use of VGGT and F&G at country level within the Africa region, in the areas of awareness raising and advocacy, capacity development and, monitoring and evaluation. ➤ Integrate VGGT and F&G in technical support to member states within the framework of the UNDAF and particularly CPFs. ➤ Engage in joint planning of activities with ALPC to ensure synergies of actions on land governance at the country level within the Africa region.

<p>Steering Committee for the implementation of the Strategic Framework.</p>	<ul style="list-style-type: none"> ➤ The Steering Committee will meet on an annual basis and will have the function of providing guidance on the implementation of the strategy, ensuring that this is carried out in an effective manner. ➤ The Steering Committee will also serve as a platform for discussion amongst key actors and provide opportunities for learning and sharing of experiences and best practices. ➤ Furthermore, it will serve as a platform for creating and enhancing ownership of the strategic framework. In this regard, key actors will consistently make use of the framework as the blueprint for actions that are taken in their individual contexts. ➤ The steering committee will require the FAO/ALPC to provide some secretarial support services, which include convening the Steering Committee; providing communication support; and coordinating the collaboration amongst stakeholders. It should be noted that there will be no permanent structure in the form of a secretariat for the purposes of this strategy.
<p>Government -Policy-makers and Officials</p>	<ul style="list-style-type: none"> ➤ Guided by the AU Declaration on Land, use the F&G and VGGT principles to improve policy, legal and institutional frameworks for achieving good land governance. ➤ Promote the use of F&G and VGGT principles in achieving transparent, equitable, effective, and accountable land administration. ➤ Use the F&G and VGGT principles to develop the required human, and technical capacities to support land policy development and implementation
<p>Parliamentarians/ Policy-makers</p>	<ul style="list-style-type: none"> ➤ Use the F&G and VGGT principles to guide the design and review of land policies and laws. ➤ Adopt and domesticate F&G and VGGT principles for developing policies that are compliant with international best practice
<p>Traditional Authorities</p>	<ul style="list-style-type: none"> ➤ Use F&G and VGGT principles to update/reform customary tenure regimes especially about land rights of women. ➤ Apply F&G and VGGT principles to protect legitimate tenure rights of resident populations against infringements
<p>Civil Society Organisations</p>	<ul style="list-style-type: none"> ➤ Collaborate with the ALPC to raise awareness and promote the coherent application of VGGT and F&G. ➤ Use F&G and VGGT principles to promote inclusive, effective, and meaningful participation of local communities in the implementation of the AU Declaration on Land. ➤ Use the VGGT and F&G tools to establish platforms at national and/or regional levels for dialogue and engagement on land issues.

Media	<ul style="list-style-type: none"> ➤ Promote VGGT and F&G in advocacy, dissemination, and exchange of information on land governance. ➤ Increase public awareness and knowledge of VGGT and F&G as valuable tools to enhance the governance of tenure.
Academics and Researchers	<ul style="list-style-type: none"> ➤ Identify F&G and VGGT compliant practices and provide evidence to guide decision making on land governance ➤ Identify research areas and enhance cross-regional learning through NELGA institutions. ➤ Contribute to building the body of knowledge required to support the implementation of the AU Declaration on Land by promoting VGGT and F&G principles.
Private Sector/ Investors	<ul style="list-style-type: none"> ➤ Use the VGGT and F&G principles to identify the best ways to promote responsible land-based investments. ➤ Use VGGT and F&G principles to respect legitimate tenure rights and human rights of land users, ➤ Use the VGGT and F&G (in conjunction with GPs on LSLBI) to mitigate legal, financial and reputation risk by advancing responsible corporate social responsibility (CSR), ➤ Promote VGGT and F&G (in conjunction with the GPs on LSLBI) compliant measures to ensure investments that do no harm to local communities and promote responsible governance of tenure.

Despite the recognition of the importance of integrated application of the VGGT and F&G by a broad range of stakeholders on the land governance landscape, improving land policies and governance of tenure still remains a highly politically sensitive issue. One of the main risks in achieving integrated application of the VGGT and F&G is that there could be lack of consensus on institutional arrangements. At country and local levels, individual and powerful key stakeholders who benefit from inadequate land policies and weak governance of tenure will be reluctant to apply the VGGT and F&G principles. The strategy is predicated upon an assumption that there is consensus among key role players that the integrated application of VGGT and F&G will provide comprehensive, balanced, useful and practical options to improving land policies and governance of tenure. The proposed interventions will, therefore, focus on strong advocacy and awareness raising on the benefits of improving land policies and governance of tenure among key stakeholders at continental, regional and national levels taking into consideration the interests of all stakeholders.

The successful implementation of the strategy will also depend on strong coordination between key role players, especially those responsible for driving the strategy. Lack of strong coordination could result in a collapse of the strategy or very slow implementation rate. The establishment of a coordination platform for the integrated application of the VGGT and F&G, ensuring cooperation in joint planning of activities focused on promoting the implementation of commitments made in line with the AU Declaration on Land, will be a pre-requisite for successful implementation of this strategy. FAO has been mandated by CFS to lead the implementation of VGGT

and the ALPC is the intuitional framework for leading the implementation of the AU Declaration on Land. There is a high risk of failure if these two lead institutions fail to effectively engage, collaborate and mobilise support and resources towards the use of VGGT and F&G as key instruments in improving land policies in Africa. To further mitigate the risk, a platform for constant engagement should be established to facilitate joint planning of activities and monitoring of implementation.

The implementation of this strategy will depend on the ability of lead institutions, such as ALPC and FAO, to mobilise resources from donors, continental institutions, regional bodies and Member States towards improving land policies and governance of tenure. Emphasis will be placed on encouraging Member States to allocate adequate resources towards the development of comprehensive, responsive and gender-sensitive land policies in line with the VGGT and F&G. In order to facilitate this process, ALPC and FAO working with other stakeholders, should within the framework of this strategy, develop and disseminate relevant and contextualised capacity tools to address various thematic areas of land governance for use by stakeholders.

Finally, close collaboration, joint planning and constant interaction between FAO and ALPC, backed by a robust monitoring and evaluation system, and communication and advocacy strategy will ensure effective coordination of efforts by the other identified key role players towards successful implementation of the Strategic Framework.

8

Resource Mobilisation Strategy

Resource mobilization is a fundamental consideration for the sustainability of the proposed integrated application of VGGT and F&G and the generation of tenure governance results envisioned for the continent that the Strategic Framework aims to facilitate. In spite of this recognition, it is also common cause that competing priorities, whether national, regional or local exist at all levels, which impacts on the availability of crucial resources. Further, across the world, and for the African continent, in particular, resourcing remains a primary challenge that affects many stakeholders operating within the tenure governance landscape at the different levels, particularly given significant changes such as the adoption of austerity measures among countries that were traditionally strong providers of resources in the past.

However, in spite of the challenges that exist, it is indisputable that, without sufficient resources that are consistently available to support efforts to improve governance of tenure at the different levels, the success of the integrated application of the VGGT and F&G would be severely compromised.

Therefore, a Resource Mobilisation Strategy is a necessary tool that provides the partners in the tenure governance space with a clear, systematic, predictable and well-coordinated approach to acquiring the resources for the actions and interventions envisaged in this framework. Flowing from this, resource mobilisation opportunities from partnerships with other organisations with a mutual interest in tenure governance issues should be pursued among development cooperation partners that are operating in several African countries working with, amongst others, research institutions, RECs, Member States and other stakeholders.

The key objectives of the Resource Mobilisation Strategy are the following:

- Review of the process and efficacy of instruments available for cooperation, partnerships, coordination, resource mobilisation and utilisation to drive the integrated application of the VGGT and F&G.
- Reduced volatility in funding allocation to support interventions supporting the Pan-African integrated application of VGGT and F&G including the gender dimensions.
- Allocate sufficient financial and human resources and establish accountability mechanisms, including tracking budget allocation and expenditure to support gender responsive implementation of the Strategic Framework.
- Simplified movement and availability of resources from all partners to facilitate funding of programmes at the REC and Member State levels aimed at mainstreaming tenure governance; and

- **Design and implementation of an Action Plan to mobilise resources for short, medium and long-term programme requirements.**

Once the partners have agreed and finalised a Resource Mobilisation Strategy, the expedited mobilisation of resources for the preparation for, and eventual implementation of the integrated application of the VGGT and F&G can take place over the short, medium and long term horizons in a targeted, coherent and efficient manner, resulting in the envisioned outcome of improved land and tenure governance in Africa, ultimately leading to poverty reduction and enhanced food security.

9

Implementation Roadmap

For more cohesion and synergy in the integrated application of VGGT and F&G, a work plan and action plan will be developed taking into account ALPC and FAO strategic focus areas for promoting the instruments in advancing responsible governance of tenure and in the implementation of land-related projects at continental, regional and country levels. Suggested elements for the development of an implementation road map are provided at Annex 1. The land experts referenced before, if recruited and placed at the RECs, will be responsible for ensuring the mainstreaming of land governance in the programs of the RECs to support the integrated application of the principles of the two guidelines.

The pre-requisite for achieving the action plan on time is the expedited recruitment and deployment of the land experts in all the RECs and in the long-term ensuring that the experts are integrated into the structures of the RECs. Upon recruitment, the land experts will receive orientation and training on the integrated and cohesive application of VGGT and F&G. The training could be facilitated through FAO collaboration with the RECs using existing technical guides and other materials to support the integration of tenure and land issues into their respective programmes. Feedback from the land experts can then be utilised to build a body of knowledge that will contribute to promoting F&G and VGGT integration at continental and regional levels so that VGGT and F&G are fully mainstreamed into continental and regional policy documents and programmes.

Implementation time frame for the Strategic Framework is scheduled for a period of ten years, given the complexity of the task and the need to ensure that the strategic objectives of the Strategic Framework become fully mainstreamed in programmes at continental, regional and country levels.

An indicative implementation plan is outlined below for the first five years of this strategy. The implementation plan will be revised following the evaluation of the strategy at the end of the five-year period.

Activity	2019	2020	2021	2022	2023
SG 1: Awareness and understanding of the convergence and synergy that exists between VGGT and F&G are enhanced across the continent.					
Activity 1.1 Production of training materials and conducting targeted trainings.					
Activity 1.2: Production and dis- semination of outreach, advocacy and communication materials.					
Activity 1.3: Mainstream the SFIA in flag- ship continental initiatives.					
Activity 1.4: Promoting the strategic frame- work through Organisation and participa- tion in conferences.					
Activity 1.5: Development of Communica- tion and Advocacy Strategy.					
SG 2: Capacity of actors within the tenure governance space is strengthened.					
Activity 2.1: Preparation, dis- semination, and contextualisation of capacity develop- ment tools.					
Activity 2.2: Recruitment and deployment of land governance experts to RECs.					
Activity 2.3: Lessons learning and experi- ence exchanges.					
Activity 2.4: Development of joint FAO- ALPC partnership strategy.					
SG 3: Pan-African use of VGGT and F&G tools is more widespread.					
Activity 3.1: Rollout of the Communication Strategy for the integrated application of VGGT and F&G.					
Activity 3.2: Dispatching land governance experts to RECs to support capacity build- ing.					
Activity 3.3: Organise lessons learning and experience exchanges.					
SG 4: Monitoring, Evaluation and Reporting on Integrated Application of VGGT and F&G is strengthened.					
Activity 4.1: Procurement of M&E expert to develop web-based M&E framework and system.					
Activity 4.2: Scale-up of MELA to select countries.					

Activity 4.3: Undertake bench- marking studies of existing global M&E Frameworks.					
Activity 4.4: Undertake capacity building of Stakeholders on M&E of VGGT and F&G.					
Activity 4.5: Establish a steering committee on the integrated application of VGGT and F&G.					

Conclusion

The implementation of the AU Declaration on Land will be enhanced through the integrated and coherent application of F&G and the VGGT as key instruments for achieving comprehensive and responsive land policies. The integrated application of the F&G and VGGT will also enable ALPC and FAO to effectively respond to and support Member States and RECs to meet their commitments to implementing the AU Declaration on Land. The strong collaboration between FAO and ALPC in promoting the integrated application of VGGT and F&G will ensure their contextualised use by the Member States and all stakeholders to improve land policies and governance of tenure.

Annex 1: Elements of Roadmap for Integrated Application of VGGT and F&G

Outcome	Pan-African integrated and cohesive application of Voluntary Guidelines the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT) and the Framework and Guidelines on Land Policy in Africa (F&G).		
Strategic Interventions	Africa Land Policy Centre supporting Strategic objectives	Outputs	Actions
Awareness of the Convergence and synergy of VGGT and F&G increased and their integrated and joint implementation strengthened	Mainstreaming land in the agenda for Africa's development. Improve communication, advocacy, and outreach in support of ALPC activities geared towards the implementation of the AU Declaration on Land Issues and Challenges Enhance knowledge generation and dissemination to raise awareness and build evidence related to land policy formulation/ implementation. Develop and popularize the use of knowledge management tools to facilitate evidence-based land policy making and implementation.	Work plan aligned to ALPC strategic plan	Develop an integrated work plan and Annual Action plan
		Strategy for integrated application of VGGT and F&G	Develop Strategy for integrated application
		Awareness & Advocacy materials (policy briefs, brochures, leaflets, articles, video, presentations.)	Production of awareness and advocacy materials on both guidelines focusing on the themes
		Progress report on joint implementation	Produce progress reports
		Land mainstreamed in AUC, ECA, AfDB, AUDA-NEPAD, CAADP and RECs programs and plans	Mainstreaming VGGT and F&G in programmes of continental institutions and flagship initiatives
		Proceedings of high-level events and workshops	Organise and participate in high-level land events and workshops
		Integrated M&E Framework with common sets of indicators	Develop an integrated M&E Framework with common sets of indicators

Support to capacity development on the governance of tenure and land policies in Africa	Enhance knowledge generation and dissemination to raise awareness and build evidence related to land policy formulation/ implementation. Enhance capacity and skills in support of land policy development and implementation in Africa	Contextualised capacity development tools	Contextualise existing capacity development tools
		Training modules	Produce training modules
		Contextualised e-learning modules	Preparation of contextualized e-learning modules
		Technical Assistance to RECs and Member States	Promote application VGGT and F&G principles
			Dissemination of CD materials
Training on VGGT and F&G application	Prepare and conduct trainings on land governance thematic areas using VGGT and F&G tools		
Communication and advocacy, Knowledge generation and dissemination for integrated application of VGGT and F&G		Integrated communication and advocacy strategy	Develop an integrated communication and advocacy strategy

Annex 2: FAO and LPI/ALPC Technical Guides

Technical Guide	Focus	Source
Governing Land for Women and Men	This guide aims to achieve responsible gender-equitable governance of land tenure. The guide focuses on equity and how land tenure can be governed in ways that address the different needs and priorities of women and men.	FAO
Improving Governance of Forest Tenure	This Practical Guide aims to enhance the use of forests and forest resources; it describes how practical tools can be used to shape better governance of forest tenure. If you are a government policymaker, or other public sector, private sector or civil society stakeholder concerned with forest governance and tenure reform, this guide is written with you primarily in mind.	FAO
Respecting Free, Prior and Informed Consent	The VGGTs state that responsible investments should do no harm, safeguard against the dispossession of legitimate tenure right holders and environmental damage and should respect human rights. This technical guide on Respecting free, prior and informed consent (FPIC) sets out practical actions for government agencies to respect and protect FPIC and for civil society organizations, land users and private investors globally to comply with responsibilities in relation to FPIC, as endorsed by the Guidelines	FAO
Safeguarding Tenure Rights in the Context of Agricultural Investments	This guide has been developed in response to concerns regarding large-scale land acquisitions and the need to increase investment in agriculture. The guide provides technical guidance on how to safeguard tenure rights in the context of agricultural investments, including in land. It aims to provide additional guidance to government authorities engaged in the promotion, approval and monitoring of investments at all stages of the investment cycle.	FAO
Responsible Governance of Tenure and the Law	This Technical Guide addresses the legal value of the VGGT covering the governance of tenure of land, fisheries and forests by explaining the concept of legitimacy and reviewing the different stages of legislative processes, from legal assessment and law-making through implementation of legislation to settlement of disputes.	FAO
Governance of Pastoral Tenure	This Technical Guide provides solutions to secure pastoral governance and tenure without undermining the inherent customary arrangements. The TG also provides solutions on how to deal with the modern challenges on transhumance.	FAO

Governing Tenure Rights to Commons	This technical guide provides strategic guidance and suggested practices for proactively implementing the standards and recommendations of the Guidelines, with the aim of recognizing and protecting tenure rights to commons and community-based governance structures.	FAO
Improving ways to record tenure rights	This guide provides practical advice on how to improve the existing ways to record rights so that the benefits and protections offered by recording systems can be available to all without discrimination.	FAO
Responsible Governance of Tenure: a technical Guide for investors	While aimed at governments, the Guide also focuses on helping investors pursue their projects in ways that respect legitimate tenure rights and human rights.	FAO
Creating a system to record tenure rights and first registration	This guide addresses the recording of tenure rights with a particular focus on creating a new system to record rights and recording rights in a system for the first time.	FAO
Valuing Land Tenure Rights	This Technical Guide covers the issues associated with the identification and valuation of tenure rights for different purposes and provides guidance on how to ensure that valuations are undertaken in a fair, reliable and transparent manner that complies with international norms. It explains why valuations are important, where and when they should be used, and by whom.	FAO
Guiding Principles on Large-Scale Land-Based Investments in Africa	The guiding principles provide guidelines on how to develop land policies that reduce the underlying risks of LSLBI through a variety of approaches, including enhancing the security of land rights, building evidence on LSLBI drawing on best practices, enhancing capacities and facilitating fair and transparent LSLBI deals.	ALPC

The ‘Strategic Framework for Integrated Application of the Framework and Guidelines on Land Policy in Africa (F&G), and the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT)’ (SFIA) provides an articulate mechanism for improving the governance of tenure of land and other natural resources under the umbrella of the African Union (AU) Declaration on Land Issues and Challenges. The VGGT and F&G pursue the same overall objectives of improving livelihoods, sustainable development and poverty alleviation, through responsible governance of land and other natural resources. The two instruments are complementary and carry similar messages that promote: respect for human rights; equitable access to land; the recognition, protection and respect for customary and informal rights, and the sustainability, transparency and accountability of land governance structures. SFIA provides the structure for using the two instruments.



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Confédération suisse
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Swiss Agency for Development
and Cooperation SDC

ISBN 978-92-5-132204-8



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CA7730EN/1/05.21