



# Land Watch Asia

## Issue Brief 3

### IGO Strategies and Programs for Access to Land and Natural Resources in Asia<sup>1</sup>

This paper discusses the country strategies and program frameworks of three intergovernmental agencies, the European Commission (EC), the International Fund for Agricultural Development (IFAD) and the World Bank (WB), as related to land access and rural development in Asia. It focuses on six countries: Bangladesh, Cambodia, India, Indonesia, Nepal and the Philippines.

This study was prepared as a contribution to the Land Watch Asia initiative, and intends to provide a basis for further discussion among intergovernmental agencies, civil society organizations (CSOs) and other actors on the roles and strategies of international organizations in the land policy arena.

The analysis presented is based on a review of 83 strategic and project documents from the three agencies, drawing on publicly available materials. At the level of strategy, the review seeks to identify how the agency documents articulate: (1) key land and resource access challenges; (2) strategic objectives; (3) main action areas; and (4) anticipated outcomes related to land and resource access.

The strategic documents reviewed include Country Strategy Papers (CSPs) by the EC, Country Opportunity and Strategy Papers (COSOPs) by IFAD, and Country Assistance Strategies (CAS) by the WB. In most cases, these country strategies were adopted within the past five years.

At the level of projects or programs, it discusses the objectives and detailed activities that the agencies have proposed to undertake and land-related indicators that the documents identify, and summarizes the program approaches of each agency according to five key

issue areas: (1) equitable access and distribution, (2) land conflict management, (3) gender equity, (4) recognition of customary tenure, and (5) sustainable use and management of natural resources.

These five areas were identified previously by the organizations participating in Land Watch as issues of main concern to organizations involved in national and regional land rights campaigns.

The total number of documents reviewed, by country and agency, are as follows:

Table 1. Summary of Documents Received by Country and Agency

AGENCY	BANGLADESH	CAMBODIA	INDIA	INDONESIA	NEPAL	PHILIPPINES
EC	2	2	3	4	2	4
IFAD	5	4	6	3	4	4
World Bank	8	5	9	7	5	6
<b>TOTAL</b>	<b>15</b>	<b>11</b>	<b>18</b>	<b>14</b>	<b>11</b>	<b>14</b>

It should be noted that, except for the five program evaluations included, all of these documents represent the strategies and proposed activities at the outset of the agencies' work.

This paper has not attempted to compare the findings from this document review with other analyses and studies that have been conducted, but it should be noted that there is growing literature on land administration and land tenure in Asia that includes consideration of the roles and actions of intergovernmental agencies. These include policy studies which agencies themselves undertake as part of project monitoring and knowledge management, as well as independent studies by external researchers.



## IGOs and Access to Land

The agencies' country strategy papers show that land and natural resource access have been identified as a strategic concern in most cases—15 of the 18 country strategies refer to land and resource access among the development challenges faced. In all but one of these cases, an objective related to land access or resource tenure is proposed. Although, the strategic approaches vary across countries and agencies.

In terms of land distribution, there are three project documents that refer to support for the distribution of state lands (IFAD—Bangladesh; WB—Cambodia, Philippines) and others that provide for improvements in land governance to encourage more equitable land access (e.g., EC—Bangladesh, Cambodia).

Some project documents also include steps to increase market-based land access (WB—Bangladesh, Indonesia, Philippines) or to introduce the option of individual titling where land is accessed via forms of group tenure (IFAD—India; WB—Philippines). Access to forest resources and fisheries through common property systems is also discussed in a number of project documents (IFAD—Cambodia, India, Indonesia, Nepal; WB—India).

The strategy documents often identify land disputes as a key issue, and some make links between land access and broader social or political conflict. Activities proposed to address land conflict management are seen less consistently in the project documents. Approaches that are proposed include improving land records and increasing the transparency of land administration (EC—Cambodia; WB—Bangladesh) and supporting community-based conflict management efforts (IFAD—Nepal, Philippines).

Some project frameworks call for not registering land which is under dispute to prevent land conflicts from worsening (WB—Indonesia, Philippines). In one case, support to land dispute resolution is included as part of a broader peace and reconciliation initiative (EC—Bangladesh).

Women's land access is discussed in some of the country strategies, but not consistently addressed in the project documents; where gender equity is included as an objective, details on activities to achieve this are not always given.

A number of project documents recognize customary rights to land and resources, particularly indigenous peoples' territorial rights, and provide for activities to strengthen customary systems. Several IFAD project documents propose activities to support and strengthen the capacity of indigenous peoples' associations, such as land demarcation and land-use planning. Policy dialogue is also included as an element to strengthen the legal framework governing these customary rights (IFAD—Cambodia, India, Indonesia, Philippines).

### Strategic Approaches by IGOs to Land and Natural Resources

1. Improving land governance and increasing the transparency and efficiency of land administration
2. Supporting the distribution of state lands to poor households
3. Encouraging the development of land markets and state-recognized land transactions
4. Making access to forest and fisheries resources more secure through common property approaches
5. Recognizing customary land and territorial rights, particularly of indigenous peoples
6. Reforming policies and laws governing land and resource tenure
7. Improving coordination among relevant government agencies
8. Strengthening the capacity of community-based organizations and NGOs

Other WB project documents propose for customary tenure to be integrated into forest management and, in one case, into state land administration (WB—Indonesia). The EC program document for Bangladesh includes support to indigenous communities for advocacy, legal aid and civic education on land rights. Only for Nepal do the project documents not reflect activities specifically related to customary rights.

In the project documents, activities to support more sustainable land and resource management are the most commonly found component. These include activities focused on use and management of agricultural land, forests, water and irrigation, and fisheries. As noted above, many project documents propose a common property approach to managing resources, as a way of increasing sustainable management (EC—India; IFAD India, Indonesia, Nepal; WB—India, Indonesia).

Improving land governance, through enforcement (EC—Cambodia, Indonesia), participation (EC—Bangladesh; IFAD—Cambodia) and policy coordination (WB—Philippines), is also proposed as a basis for sustainable resource management. IFAD project documents also propose to increase rural livelihood alternatives through microfinance and micro-enterprise as a means of reducing the pressure on natural resources (IFAD—Philippines). In some project documents, the WB proposes private sector involvement in partnerships for resource management (WB—Bangladesh, India, Philippines).

## I. Bangladesh

In framing their country strategies, both the EC and WB provide a "big picture" analysis of poverty and the rural development context. The WB's CAS focuses on governance challenges and obstacles to

development of private markets, particularly agri-business in the rural context, and its relation to poverty.

The EC's CSP also refers to the need for improved governance while also referring to the challenge of social exclusion and improving commitment to human rights, with less emphasis on the investment climate. The EC paper identifies poverty and food insecurity as directly linked to access to natural resources, especially land.

IFAD's COSOP presents a more targeted assessment of the rural sector and rural poverty, emphasizing the need for strengthening capacity and infrastructure (physical, financial and social) for rural entrepreneurship, while noting the challenges for the landless and extreme poor to move into entrepreneurship given their lack of assets.

The EC's Multiyear Indicative Program (MIP) for 2007 to 2010 indicates work on land access through its Good Governance and Human Rights objective. This is one of three focal areas for the EC program, and focuses on strengthening governance institutions, improving public service delivery, and protecting human rights with special attention to minority rights. This work will be undertaken in coordination with other international donors, such as the WB, that are supporting work in the governance and judicial sectors.

The EC program also includes a Food Security and Nutrition objective, which has components to improve targeting of women and extremely poor households for food security programs, via decentralized and participatory local governance, and enhancing the national food security policy framework.

Five of the most recent IFAD loan recommendations and reports were reviewed. The reports cover projects approved during the period 2001 to 2007, so their preparation largely precedes the finalization of the new COSOP in 2006.

The overall goal of these projects is to reduce poverty through improving livelihoods of poor households, particularly smallholder and marginal farmers, and poor women or women-headed households.

The Microfinance for Marginal and Small Farmers (2004) project lists an increase in ownership of land, among other assets, as well as an increase in women owning land among overall performance targets. The main action areas for this project are the establishment of micro-finance groups and services for smallholders and marginal farmers.

The Sunamganj Community-Based Resources Management Project (2001) focuses on increasing access to water bodies for fishing, through a community-based fisheries approach that would provide 20-year community leases. The project also includes a land distribution component, in which *khas* lands would be made available to the poorest households participating in the initiative, with 50% of the distribution targeting women. A total of 500 hectares of land were targeted for phase 1 of the project, and an additional 1,300 hectares were to be made available in phase 2 if project targets were met.

The other three project documents reviewed (loan reports from 2003, 2005 and 2007) do not include direct activities to increase land access or specific mention in their overall performance indicators, beyond general reference to the goal of increasing asset ownership of poor households, particularly women. These projects focus on support to micro-enterprises and rural employment generation, particularly for poor women, and technical and financial support to microfinance.

The six WB project documents reviewed—one Project Information Document (PID) and five Project Appraisal Documents (PADs)—were selected because of their focus on either rural development or other areas linked in the CAS to land access.

The PID for the Water Management Improvement Project (2007) describes a participatory water management approach for flood control and irrigation projects to enhance livelihood opportunities and improve water resource management through community involvement. There is a possibility of involuntary resettlement as a result of this project, in which case compensation based on replacement value of the land would be provided, as per the government's resettlement policy.

The PAD for the Local Governance Support Project (2006), which establishes block grants to union parishads, does not refer specifically to land or resource access, although it is linked to the EC local governance initiative which does refer to using funds to build NRM capacity.

The PAD for the Legal and Judicial Capacity-Building Project (2001) identifies land registration as an obstacle to improving the business environment (similar to the analysis presented in the current CAS), but does not include activities in this area.

## Documents Reviewed—Bangladesh

### European Commission

- Country Strategy Paper (CSP) 2007–2013
- Multiyear Indicative Program 2007–2010

### IFAD

- Country Program Evaluation 2006
- Country Opportunities and Strategy Paper (COSOP) 2006
- Loan Recommendation Enterprise Development and Employment Creation 2007
- Loan Recommendation Microfinance for Marginal and Small Farmers 2004
- Loan Recommendation Microfinance and Technical Support Project 2003

### World Bank

- Country Assistance Strategy (CAS) 2006–2009
- PID Water Management Improvement Project 2007
- PAD Local Governance Support Project 2006
- PAD Investment Promotion and Financing Facility 2006
- PAD Rural Transport Improvement Project 2003
- PAD Legal and Judicial Capacity Building Project 2001
- PAD Second Poverty Alleviation Microfinance Project 2001
- Project Evaluation Agricultural Support and Research 2003

Table 2. Country Strategies of EC, IFAD and WB Related to Access to Land in Bangladesh

Agency	Key Land and Resource Access Challenges	Strategic Objectives	Main Action Areas	Outcomes Related to Land Access or Resource Tenure
EC	<ul style="list-style-type: none"> <li>• With the high degree of landlessness, the rural poor are forced to seek wage labor for income. But poor wages and limited opportunities only mean food insecurity.</li> <li>• Human rights threats to Indigenous Peoples generate tenure insecurity and particularly a failure to implement Chittagong Hill Tracts (CHT) Peace Accords provisions.</li> </ul>	<ul style="list-style-type: none"> <li>• Decentralization and strengthening local government capacity to plan food security interventions, through integrated approach</li> <li>• Provide tools to implement the CHT accords, including land-related provisions</li> </ul>	<ul style="list-style-type: none"> <li>• Education, good governance, Natural Resource Management (NRM) via local governance</li> <li>• Institutional capacity-building for implementation of CHT accords and confidence-building among community groups in CHT area</li> </ul>	<ul style="list-style-type: none"> <li>• Respect for rights of IP communities, including land ownership and comprehensive solution to problems of new settlers and land grabbing</li> </ul>
IFAD	<ul style="list-style-type: none"> <li>• Arable land is decreasing and smallholders have limited access to credit and markets. Extreme poor (20% of households) lack land and other assets needed for other work.</li> <li>• Inadequate management and application of tenure rights leads to over-fishing and depletion of common-pool resources.</li> <li>• Women are disproportionately represented among the poor.</li> </ul>	<ul style="list-style-type: none"> <li>• Increase access by smallholders to markets, credit, and production technologies</li> <li>• Land governance reforms, particularly to public lands, may increase access by poor HHs</li> <li>• Community-based fisheries and related policy reform for access to commons</li> <li>• Encourage more equitable gender relations</li> </ul>	<ul style="list-style-type: none"> <li>• Improve microfinance outreach and products, tailored to smallholders</li> <li>• Infrastructure projects to provide work opportunities for extremely poor, especially women</li> <li>• Community management of fisheries via policy dialogue</li> <li>• Increase role of women in communities, address violence against women</li> </ul>	<ul style="list-style-type: none"> <li>• Number of poor HHs with improved access to common property (land and water)</li> <li>• New regulations established for fishers access to common-pool aquatic resources</li> <li>• Policy reform improves women's property rights</li> <li>• Number of women gaining land and asset ownership</li> </ul>
World Bank	<ul style="list-style-type: none"> <li>• Weak land administration and corruption and lack of transparency constrain rural investment climate.</li> <li>• Land scarcity and power imbalance leads to land grabs by more powerful people.</li> </ul>	<ul style="list-style-type: none"> <li>• Land markets can be provided to encourage private commercial activity, particularly agri-business, to increase rural work opportunities.</li> </ul>	<ul style="list-style-type: none"> <li>• Develop national strategy for land administration</li> <li>• Modernization of land administration and records</li> </ul>	<ul style="list-style-type: none"> <li>• Implementation of strategy to modernize land administration</li> <li>• Regulatory framework for agri-business is improved</li> </ul>

The three other PADs related to rural development—Investment Promotion and Financing Facility (2006), Rural Transport Improvement (2003) and Microfinance II (2001)—do not include activities related to land access.

In summary, please refer to Table 2 regarding the country strategies of EC, IFAD and WB related to access to land in Bangladesh.

## II. Cambodia

Overall, the strategy and program documents show recognition by EC, IFAD and the WB of needs both to increase tenure security, via both private property rights and collective tenure rights of

indigenous communities, and to facilitate distribution of state lands to landless families. They also recognize the increase in conflicts over land and propose actions to address these.

While its country strategy does not provide specific details about actions on land access, the EC's national indicative program (NIP) for 2007–2010 identifies two key areas in which the institution will work: (1) increasing transparency and accessibility of land tenure systems; and (2) increasing access to land and services by landless and land-poor households. The NIP states that the EC will work with the Poverty Reduction Support Operation (PRSO), a multi-donor initiative led by the World Bank, in implementing these land-related actions.

The IFAD loan reports refer to three programs designed before the new country strategy was put in place in December 2007. The two earlier programs—Community-Based Development (2000) and Rural

## Documents Reviewed—Cambodia

### European Commission

- Country Strategy Paper 2007–2013
- Multiyear Indicative Program 2007–2010

### IFAD

- Country Strategic Opportunities Program (COSOP) 2007
- Loan Report and Recommendation: Rural Livelihoods Improvement Project—Kratie, Preah Vihear and Ratanakiri (2007)
- Loan Report and Recommendation: Rural Poverty Reduction Project in Prey Veng and Svay Rieng (2003)
- Loan Report and Recommendation: Community-Based Development (2000)

### World Bank

- Country Assistance Strategy (CAS) 2005–2008
- Project Information Document (PID): First Policy Development Grant (2007)
- Project Information Document: Rural Investment and Local Governance Project—Seila (2003)
- Project Appraisal Document: Land Management and Administration Project (2002)
- Rural Projects Assessment Report (2007)

Poverty Reduction Project in Prey Veng and Svay Rieng (2003)—reflect intentions to target landless households and increase their access to land and role in natural resource management. The program, approved in 2000, included a land titling component.

The most recently approved program, Rural Livelihoods Improvement Project—Kratie, Preah Vihear and Ratanakiri (2007)—proposes to increase the sustainability of agricultural development through adoption of improved and sustainable land management systems, and improving service delivery and capacity for pro-poor policy making in the sector.

Several recent WB project documents indicate a focus on land access and land tenure. In its First Policy Development Grant (2007), there is a land component that will support growth in rural areas through the provision of social land concessions to smallholder farmers. Equitable management of land and increased tenure security are identified as key elements to reducing poverty through agricultural development.

In the appraisal document for the Bank's previous land-related program, the Land Management and Administration Project, or LMAP (2002), there is greater emphasis on the economic functions of land and efficiency of land markets, as compared with the CAS for 2007–2013 and as reflected in the newer PRSO initiative. The LMAP's two main objectives had been: (1) improving land tenure security for urban and rural landowners, and (2) increasing the efficiency of land markets.

The WB's 2007 assessment of its past rural sector projects, however, raises some concerns as to how far Cambodian agencies can

address the challenges posed by the country's poor governance context. Corruption, abuse of power and poor governance are identified as key challenges to improving land access, and particularly community access to forest lands. The provision of economic land concessions within this context is now an additional challenge, particularly as the Bank's assessment notes that 70% of economic concessions are being made in forest lands.

In summary, please refer to Table 3 regarding the country strategies of EC, IFAD and WB related to access to land in Cambodia.

## III. India

The country strategies for IFAD and the WB both refer specifically to links between land access and social exclusion, noting that Dalits (Scheduled Castes), indigenous communities and women all face social marginalization that both contributes to and is perpetuated by their lack of access to land and other resources.

IFAD's strategy refers to the need for land reform in the middle Gangetic plain (Bihar and Uttar Pradesh), and identifies policy reform and implementation as key issues. The WB's strategy focuses on improving the productivity of agricultural lands through more secure land rights.

The EC's country strategy refers to liberalization of the rural sector as a necessary step toward improving rural investment and agricultural production. The current country strategy (2007–2013) focuses primarily on the health and education sectors; however, the previous strategy document (2002–2006) had identified environment and sustainable development as a cross-cutting program area, and some current or recent EC-supported activities focus on access to land and natural resources.

At the level of projects and programming, the EC's development cooperation portfolio includes several current or recent projects related to land access and management. The one most directly focused on increasing access to land and land-based resources is the Haryana Community Forestry project. Initiated in 1999, it targets 3,000 villages and supports the involvement of women, Scheduled Castes and landless households in the management of village common lands.

Two IFAD project documents refer significantly to components related to land access: the loan recommendation and reports for Livelihoods Improvement Project in the Himalayas (2003), focusing on Meghalaya state, and the Orissa Tribal Empowerment and Livelihoods Programme (2002). The Meghalaya project, which seeks to expand livelihood opportunities for marginalized tribal communities, includes a land bank component to support both direct purchases and lease of land.

Table 3. Country Strategies of EC, IFAD and WB Related to Access to Land in Cambodia

Agency	Key Land and Resource Access Challenges	Strategic Objectives	Main Action Areas	Outcomes Related to Land Access or Resource Tenure
EC	<ul style="list-style-type: none"> <li>• Weak land governance contributes to land grabbing and inappropriate land concessions.</li> <li>• Illegal logging and deforestation are rampant.</li> <li>• Improved access to land, water and other inputs are needed to support agricultural development.</li> <li>• Weak coordination among government agencies and donors, hampers NRM and land use planning.</li> </ul>	<ul style="list-style-type: none"> <li>• Support to land tenure activities via World Bank-led PRSO and government's national development plan</li> </ul> <hr/> <ul style="list-style-type: none"> <li>• Improve governance in forest sector and increase legal trade in timber products</li> </ul> <hr/> <ul style="list-style-type: none"> <li>• Increase sustainable development in agricultural sector</li> </ul>	<ul style="list-style-type: none"> <li>• To be discussed in coordination with other donors involved in PRSO</li> </ul> <hr/> <ul style="list-style-type: none"> <li>• Candidate for EC Action Plan for Forest Law Enforcement, Governance and Trade (FLEGT)</li> </ul> <hr/> <ul style="list-style-type: none"> <li>• Support development of SMEs in the agri-business sector, with emphasis on value-chain approach</li> </ul>	<ul style="list-style-type: none"> <li>• Improved governance in areas that affect poverty reduction, growth and aid effectiveness</li> </ul> <hr/> <ul style="list-style-type: none"> <li>• Increase in legal trade of timber trade products</li> </ul> <hr/> <ul style="list-style-type: none"> <li>• Wide product base, stronger links to markets for small-holders</li> </ul>
IFAD	<ul style="list-style-type: none"> <li>• Low agricultural growth and productivity</li> <li>• Weak land tenure security, particularly for women; increasing landlessness and land conflicts</li> </ul> <hr/> <ul style="list-style-type: none"> <li>• Capacity for service delivery support by national-level government agencies is limited.</li> </ul>	<ul style="list-style-type: none"> <li>• Improve rural livelihoods through community empowerment, productivity enhancement and access to key resources</li> </ul> <hr/> <ul style="list-style-type: none"> <li>• Improve rural governance through support to decentralization and deconcentration</li> </ul>	<ul style="list-style-type: none"> <li>• Group formation and capacity-building, for improved access to credit, support services and markets</li> <li>• Intensification and diversification of agricultural production</li> <li>• Improve access to and management of land and common property resources, including support to obtain individual or communal land titles</li> <li>• Gender mainstreaming throughout activities</li> </ul> <hr/> <ul style="list-style-type: none"> <li>• Improve commune-level service provision</li> <li>• Pilot expansion of commune funds</li> <li>• Encourage more women to stand for election to commune council</li> <li>• Capacity-building of commune councils and village institutions</li> </ul>	<ul style="list-style-type: none"> <li>• Draft Policy on Registration and Use Rights of Indigenous Communal Land adopted and the necessary sub-decrees issued and followed.</li> <li>• Partnerships with others to ensure access to land and water, e.g. for social land concessions, land titling and advocacy</li> </ul>
World Bank (country analysis prepared jointly with ADB, DFID and the UN System)	<ul style="list-style-type: none"> <li>• Poverty in Cambodia is largely rural, in part because of lack of equitable access to land, forests and fishing resources, and lack of voice of poor households (HHs) (especially women and ethnic minorities) in decision-making.</li> </ul>	<ul style="list-style-type: none"> <li>• Improve management of land and natural resources to contribute more to sustainable rural growth and poverty reduction</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthen land management via: improved property rights (esp. for vulnerable groups), improved land-use planning, and dispute resolution.</li> <li>• Study on how rights of the poor, including to land, can be better represented in the judicial system</li> </ul>	<ul style="list-style-type: none"> <li>• Increased public access of information on status and use of state lands</li> <li>• Enacted sub-decree on Indigenous Peoples' lands</li> <li>• 75% of cadastral committee cases are resolved within 100 days</li> </ul>

Agency	Key Land and Resource Access Challenges	Strategic Objectives	Main Action Areas	Outcomes Related to Land Access or Resource Tenure
<p>World Bank (country analysis prepared jointly with ADB, DFID and the UN System)</p>	<ul style="list-style-type: none"> <li>Agricultural development is below potential because of low productivity and constrained access to land and markets.</li> <li>Lack of access to and control over land, land titles and credit is a critical gender issue.</li> </ul> <hr/> <ul style="list-style-type: none"> <li>More than 20% of poor HH income is from commons, mainly forests and fisheries. But, illegal logging is prevalent, and there is limited capacity to ensure community control over resources or support community management.</li> </ul>	<ul style="list-style-type: none"> <li>Improve tenure security and access to land, and number of Cambodians who access and own private land through the state tenure system</li> </ul> <hr/> <ul style="list-style-type: none"> <li>Improve management of forests to meet local, national and global needs</li> </ul>	<ul style="list-style-type: none"> <li>Support development of land distribution mechanisms</li> <li>Studies on role of land distribution to smallholders in the context of trade-oriented rural economy</li> <li>Assist government to develop transparent, community-based mechanisms for land distribution via social concessions</li> </ul> <hr/> <ul style="list-style-type: none"> <li>Studies to build consensus around improving forestry governance</li> <li>Stakeholder role in monitoring and enforcement</li> <li>Study on relation of communities to common property resources</li> </ul>	<p>Targets include:</p> <ul style="list-style-type: none"> <li>30% of plots less than 5 hectares are registered</li> <li>100% annual increase in percentage of state lands allocated via social concessions</li> <li>75% of land disputes involving powerful interests (i.e., vertical disputes) are resolved fairly</li> <li>10,000 qualified HHs to receive at least 3 hectares of land, resettlement and production support through community-based mechanisms by 2008</li> </ul> <hr/> <p>Targets include:</p> <ul style="list-style-type: none"> <li>100% annual increase in forest area under benefit-sharing, including community forestry</li> <li>Improved framework for resolving conflicts/disputes ownership</li> </ul>

The Orissa project focuses on community-based watershed management, via a common property approach to strengthening access and management to collective resources. It also links these activities to the establishment of a legal defense fund for indigenous communities and NGOs working with them on land restitution, including the creation of mobile squads to detect cases of land alienation and document enforcement of land restitution. A fund for land surveying is also included among project components.

Other more recently approved IFAD projects include increasing asset ownership, particularly by women, through microfinance and micro-enterprise activities. Land and resource access is included as part of the projects' policy components.

The WB project documents focus on access to forest and watershed resources managed as common property, as well as the impact of natural resource-based development on indigenous communities. The Himachal Pradesh Mid-Himalayan Watershed Development Project (2005) includes support for joint forest management (JFM), under the management of local government units. The project document proposes to develop Tribal Action Plans so that project activities are compatible with indigenous cultures and pastoralist livelihoods.

The Assam Agricultural Competitiveness Project (2004) also includes a common property component, through collective management of aquatic resources and community-based forest resource management. It also links these activities to legal literacy on rights to common water bodies.

The Karnataka Watershed Development Project (2001) also refers to improved common property resource management as a target, and proposes to establish links between forest department offices and village watershed management groups.

The more recent Carbon Financing for Improved Rural Livelihoods Project (2007) outlines private-sector involvement in agro-forestry, through which marginal and small farmers would raise tree species with high carbon removal rates on their lands in exchange for cash. Degraded commons land is included among the afforestation targets of this project.

The First Himachal Pradesh Development Policy Loan Project (2007) proposes developing hydroelectricity in Himachal Pradesh state as a way of creating growth and employment opportunities. Its environmental risk assessment identifies a "medium" level of risk that this form of private investment-led growth would harm the ecosystem and livelihood opportunities of the state's poor and indigenous population.

## Documents Reviewed—India

### European Commission

- Country Strategy Paper (CSP) 2007–2013
- Country Strategy Paper 2002–2006
- EC–India Development Cooperation webpage (November 2007)

### IFAD

- Country Strategy Paper (COSOP) 2005
- Loan Report and Recommendation: Women's Empowerment and Livelihoods Programme in the Mid-Gangetic Plains (2006)
- Loan Report and Recommendation: Post-Tsunami Sustainable Livelihoods Programme for the Coastal Communities of Tamil Nadu (2006)
- Loan Report and Recommendation: Tejaswini Rural Women's Empowerment Program (2005)
- Loan Report and Recommendation: Livelihoods Improvement Project in the Himalayas (2003)
- Loan Report and Recommendation: Orissa Tribal Empowerment and Livelihoods Programme (2002)

### World Bank

- Country Assistance Strategy (CAS) 2005–2008
- Project Information Document (PID): First Himachal Pradesh Development Policy Loan Project (2007)
- Project Appraisal Document (PAD): Strengthening India's Rural Cooperatives (2007)
- PAD: Bihar Rural Livelihoods Project (2007)
- PID: Carbon Financing for Improved Rural Livelihoods Project (2007)
- PAD: Tamil Nadu Irrigated Agriculture Modernization and Water-Bodies Restoration and Management Project (2006)
- PAD: Himachal Pradesh Mid-Himalayan Watershed Development Project (2005)
- PAD: Assam Agricultural Competitiveness Project (2004)
- PAD: Karnataka Watershed Development Project (2001)

The Bihar Rural Livelihoods Project (2007) cites the state's skewed land distribution as a key rural empowerment constraint and notes that poverty is heavily concentrated among the landless or near landless households.

In summary, please refer to Table 4 regarding the country strategies of EC, IFAD and WB related to access to land in India.

## IV. Indonesia

In their strategic documents, all three agencies identify land access and tenure security as a development concern. The EC's country strategy paper (2007–2013) identifies tenure insecurity as arising from competing land claims, particularly between commercial land concessions and customary rights to land and territory, as well as the lack of effective state mechanisms to resolve the conflicts which are generated.

The WB's CAS (2003–2007) notes that poorer households suffer from uncertain property rights and corruption in the land management system. It identifies farming as an important source of rural livelihood, but a limited means of reducing poverty due to small land holdings and low productivity. The Bank's CAS notes the call by civil society movements for agrarian reform and land distribution.

IFAD is now preparing a new country strategy document. IFAD project and evaluation documents report that the previous country strategy, formulated in 1997–1998, identified the need for policy dialogues around land access and indigenous peoples' rights, but

Table 4. Country Strategies of EC, IFAD and WB Related to Access to Land in India

Agency	Key Land and Resource Access Challenges	Strategic Objectives	Main Action Areas
EC	<ul style="list-style-type: none"> <li>• Extending liberalization to agriculture to accelerate growth; lifting restrictions on land consolidation is needed to revive rural investment and increase crop yields closer to international level.</li> </ul>	<ul style="list-style-type: none"> <li>• Support government strategy to achieve MDGs, with focus on health and education. (Current CSP does not have strategic objectives related to land access.)</li> </ul>	—
IFAD	<ul style="list-style-type: none"> <li>• Social exclusion is a key factor in poverty. Almost 85% of Dalits have less than 1 hectare of land, and loss of forest access among Indigenous Peoples is a major challenge. Marginal farmers (less than a hectare) account for 62% of all farms.</li> </ul>	<ul style="list-style-type: none"> <li>• Promote and secure access to resources (including natural resources) by marginalized groups</li> <li>• Support grassroots institutions and capacity-building</li> <li>• Diversification of livelihood opportunities, both on- and off-farm</li> </ul>	<ul style="list-style-type: none"> <li>• Participatory forest and watershed management</li> <li>• Improving livelihoods in the middle Gangetic plain and among coastal communities, through enhanced production systems microfinance and self-help groups (SHGs)</li> </ul>



Agency	Key Land and Resource Access Challenges	Strategic Objectives	Main Action Areas
IFAD	<ul style="list-style-type: none"> <li>• In central Gangetic plain, meaningful land reforms have not occurred, which is the greatest obstacle to development.</li> <li>• Communities need to be allowed greater responsibility over forest management, to support livelihoods.</li> <li>• Land degradation in drylands areas is a challenge—green revolution technology cannot be applied</li> </ul>	—	<ul style="list-style-type: none"> <li>• Focus on women's access to microfinance</li> <li>• Policy dialogue on land reform and particularly women's access to productive resources: tenancy, land ceiling, allocation of surplus land, women's access to degraded forest</li> </ul>
World Bank	<ul style="list-style-type: none"> <li>• Skewed ownership of and access to land, related to social exclusion, weakens links between growth and poverty reduction. Poor have limited ability to shape public programs.</li> <li>• High dependence by poor on forest resources for livelihood; concentration of poverty in rain-fed areas requires better watershed management.</li> <li>• Weak land rights are one factor constraining rural investments. Agricultural subsidies contribute to land and water degradation and discourage agricultural diversification.</li> </ul>	<ul style="list-style-type: none"> <li>• Support empowerment of rural poor via community institutions</li> <li>• Sustainable income-generation, including via natural resource-based livelihood activities</li> <li>• Increase agricultural productivity and diversification</li> <li>• Strengthen women's rights to land-based resources</li> </ul>	<ul style="list-style-type: none"> <li>• Increase community participation, especially by women, in watershed management, social lands and forestry</li> <li>• "Appropriate conferral of rights" to support community-based use and management of forest resources</li> <li>• Improve land rights in at least three states, as part of support to agricultural development</li> </ul>

these were never implemented, in part because of a lack of consensus among government actors for addressing land policy reforms.

The EC's country program for 2007–2010, as outlined in its NIP, focuses largely on education. The Trade and Investment component includes support to the EC Action Plan on Forest Law Enforcement, Governance and Trade (FLEGT), in the form of monitoring and certification activities. The NIP states that the rights of forest-dependent communities will be taken into account in these activities, though it does not specify how. The Law Enforcement and Justice component includes stronger enforcement of laws and regulations related to NRM, particularly illegal logging, among its intended outcomes and proposed indicators.

Under an earlier NIP (2002–2004), sustainable management of natural resources was included as the second priority area. Social community forestry and a small grants facility for good governance, decentralization and NRM were initially included in this NIP, but ultimately were not allocated. Seven small grants to civil society were disbursed through a separate EC program on tropical forests.

There is a land tenure component described in the loan report and recommendation of IFAD's Rural Empowerment in Agricultural

Development in Central Sulawesi Project (2006), in which support would be provided for communities and individuals to register land through formal certification. Activities were planned to take place in 150 villages throughout five districts.

The loan report of an earlier IFAD project, Participatory Integrated Development in Rain-fed Areas or PIDRA (2000), includes a component to support collective watershed management, with a target of 25% of participating villages adopting a form of this approach by the fourth year of the project.

The WB's activity portfolio includes two major land tenure projects, the national Land Management and Policy Development Project or LMPDP (2004) and the Reconstruction of Aceh Land Administration System Project or RALAS (2005).

The LMPDP appraisal document outlines five main activity areas that focus on land policy reform, land titling and information systems, and institutional capacity-building for national and district government institutions. These are intended to address challenges of inadequate pace of land titling and underdeveloped land registration, land conflicts, and fragmented legal and institutional arrangements.

## Documents Reviewed—Indonesia

### European Commission

- Country Strategy Paper (CSP) 2007–2013
- Country Strategy Paper 2002–2006
- National Indicative Program (NIP) 2007–2010
- National Indicative Program 2004–2006

### IFAD

- Loan Recommendation and Approval of Revision: Rural Empowerment in Agricultural Development in Central Sulawesi (2006)
- Loan Report and Recommendation: Participatory Integrated Development in Rain-fed Areas—PIDRA (2000)
- Country Program Evaluation: 2004

### World Bank

- Country Assistance Strategy (CAS) 2003–2007
- CAS Progress Report: 2006
- Indigenous Peoples Plan: Partnerships for Conservation Management of Aketajawe Lolobata National Park, North Maluku (2007)
- Project Appraisal Document (PAD): Integrating Environment and Forest Protection into the Recovery and Future Development of Aceh (2006)
- PAD: Reconstruction of Aceh Land Administration System Project (2005)
- PAD: Land Management and Policy Development Project (2004)
- PAD: Third Kecamatan (Sub-District) Development Project—KDP-3 (2003)

The PAD notes that a number of CSOs have requested the Bank to support redistributive land reform, but without a national consensus on this topic at the time, direct support to land reform was not included. Project actions instead would focus on studying land reform options and supporting the development of a consensus approach.

A mid-term evaluation of the implementation of the Bank's country strategy (2006) notes that the process of issuing land titles was slow and had realized about 10% of its initial target nationally, or approximately 255,000, as of April 2006. This assessment was included under the evaluation of the overall effort to improve the investment climate, rather than the section on service delivery to the poor.

This evaluation also noted technical assistance from the Bank that supported development of legislation on Land Acquisition. Initially, LMPDP intended to support a policy study on land acquisition and compensation, but this did not proceed.

The RALAS project, designed in the wake of the December 2004 tsunami, seeks to bridge state and customary tenure systems through standardizing community mapping and demarcation, and establishing criteria for community-based decisions and dispute resolutions.

As the majority of land parcels affected by the tsunami were not registered (around 80%, according to the project document), RALAS aims both to re-establish rights which were documented via the state

system and to integrate rights which exist customarily, particularly community-recognized occupancy rights. RALAS also proposed to rebuild the land administration system.

Two other recent project documents outline proposed Bank activities in community-based forestry and natural resource management. The Indigenous People's Plan associated with the Partnerships for Conservation Management of Aketajawe Lolobata National Park, North Maluku project (2007), identifies land and resource use by the Tobelo peoples living in and around the park area, and the need to protect their resource access if the national park scheme is to protect their livelihoods adequately. While the Bank's assessment recognizes the existence of customary tenure by Tobelo communities, it also notes that Indonesian policy does not provide adequate state recognition.

The appraisal document for Integrating Environment and Forest Protection into the Recovery and Future Development of Aceh project (2006) includes provisions for community-mapping of forest resources as a basis for joint management, focusing on the Leuser and Ulu Masen forest ecosystems.

In summary, please refer to Table 5 regarding the country strategies of EC, IFAD and World Bank related to access to land in Indonesia.

## V. Nepal

The agencies' strategic documents all broadly recognize the links between social marginalization—particularly through structures of caste, ethnicity and gender—and rural poverty in Nepal. Social exclusion and inequities between rural and urban areas are also identified by all three agencies as a key contributing factor to the armed conflict in the country.

The EC's country strategy for 2002–2006 goes a step further and identifies land tenure and land reform as integral to conflict management, and proposes actions to support land reform as a means of addressing rural poverty as a proximate cause of the conflict. The connection between land tenure, including the prevalence of fragmented plots, and low agricultural productivity is also noted.<sup>2</sup>

IFAD's strategy for land access focuses on increasing access to forest resources through leasehold forestry, in order to balance the need for fuelwood and other resources by forest-dependent households and sustainable management of forest resources. This strategy also adopts targeting approaches to reduce gender, ethnic and caste disparities in access to resources, and particularly to support more secure forest access for women.

The WB's country strategy includes a component for increasing agricultural growth as part of broad-based rural development. This strategy does not specifically include increasing access to land, al-

Table 5. Country Strategies of EC, IFAD and WB Related to Access to Land in Indonesia

Agency	Key Land and Resource Access Challenges	Strategic Objectives	Main Action Areas	Outcomes Related to Land Access or Resource Tenure
EC	<ul style="list-style-type: none"> <li>Limited access to land and natural resources threatens rural communities, particularly isolated and indigenous peoples communities</li> <li>Overlapping concessions are issued by different government agencies; lack of centralized cadastre or government support to resolve competing land claims.</li> <li>Local regulations are largely built on customary law (<i>adat</i>), but not adequately supported by national legislation</li> <li>Military interest in natural resource exploitation</li> </ul>	<ul style="list-style-type: none"> <li>Support pilot actions in sustainable NRM, particularly by NGOs and local communities</li> <li>Strengthen the rights of indigenous peoples</li> <li>Improve governance and law enforcement, including implementation of national human rights plan of action</li> <li>Address conflict prevention throughout activities</li> </ul>	<ul style="list-style-type: none"> <li>FLEGT initiative, to support sustainable forest resource management with emphasis on law enforcement, governance and trade. Diffusion of project impacts into wider policy process</li> <li>Enhanced partnership with civil society, particularly in area of good governance and human rights</li> </ul>	<ul style="list-style-type: none"> <li>Improve institutional and policy conditions that are needed for sustainable use of forest resources</li> </ul>
IFAD (Based on summary of IFAD's previous COSOP, approved in 1998, in the 2004 country program evaluation document. IFAD is developing a new COSOP to set forth country strategy.)	<ul style="list-style-type: none"> <li>Poverty most concentrated in resource-poor areas: drylands, rain-fed areas (both highland and lowland), environmentally degraded and coastal areas.</li> </ul> <hr/> <ul style="list-style-type: none"> <li>Need for greater inclusion of indigenous, voiceless communities, rural young people and the marginalized poor in poverty reduction activities and decision-making.</li> </ul>	<ul style="list-style-type: none"> <li>Strengthen the institutional capacity of the poor as a means of increasing social capital</li> </ul> <hr/> <ul style="list-style-type: none"> <li>Address key development policy issues, including indigenous peoples' rights and land rights</li> <li>Encourage information-sharing and better coordination on these issues</li> </ul>	<ul style="list-style-type: none"> <li>Support to SHGs – group formation and capacity-building</li> </ul> <hr/> <ul style="list-style-type: none"> <li>Policy dialogue with government, more partnerships with other international agencies and civil society</li> </ul>	–
World Bank	<ul style="list-style-type: none"> <li>Income opportunities for poor farmers are constrained by uncertain property rights and corrupt land management. This contributes to expansion into marginal lands and unsustainable NRM practices.</li> <li>Access to justice system by poor households is limited</li> </ul> <hr/> <ul style="list-style-type: none"> <li>Legal and illegal logging both contribute to over-exploitation of forest resources. Forest areas and land-use are often misclassified; institutional reform needed within framework of decentralization and good governance.</li> </ul>	<ul style="list-style-type: none"> <li>Develop national land policy, improving land tenure security, local government capacity in land management, and enhancing the efficiency, transparency and service delivery of land titling and registration.</li> </ul> <hr/> <ul style="list-style-type: none"> <li>Community demand-driven planning to enhance incomes of poor households through participation in decision making</li> </ul>	<ul style="list-style-type: none"> <li>Land Policy dialogue</li> <li>Accelerated land titling</li> </ul> <hr/> <ul style="list-style-type: none"> <li>Microfinance, with emphasis on reaching rural smallholders and emerging farmers organizations</li> </ul>	<ul style="list-style-type: none"> <li>Land rights policies and legislation are reformed, with emphasis on traditional tenure systems</li> <li>2.5 million new titles issued in project-assisted areas</li> </ul> <hr/> <ul style="list-style-type: none"> <li>Participatory forest and land conservation management is established in uplands of Java</li> <li>Long-term leases for forest user groups in project-assisted areas</li> </ul>

Table 5. Country Strategies of EC, IFAD and WB Related to Access to Land in Indonesia (continued from page 11)

Agency	Key Land and Resource Access Challenges	Strategic Objectives	Main Action Areas	Outcomes Related to Land Access or Resource Tenure
World Bank	—	<ul style="list-style-type: none"> <li>Develop platforms for improving governance in the forestry sector</li> </ul>	<ul style="list-style-type: none"> <li>Increase participation of local communities in decision-making on forest resources</li> <li>Community-driven development (CDD) for direct and sustainable co-management of forestry resources in state lands</li> </ul>	—

though land was proposed to be part of a policy study on rural factor markets.

In its 2002–2006 NIP, the EC included support to land reform within its work on strengthening rural development and governance in the mid-western region. In addition to agricultural support activities, the program was to support a study of local pilot efforts to implement legislation on land reform.

The activities in the NIP intended to increase transparency in land tenure and provide information necessary for preparation of a land distribution strategy. They also sought to create openings for landless households, particularly former bonded laborers, to gain state-recognized access to agricultural resources.

As in the 2006 COSOP, IFAD's country project documents from 2001 and 2004 focus on leasehold forestry as the primary means of improving access to land and natural resources by poor households and marginalized groups. The 2004 Leasehold Forestry and Livestock Program has the overall goal of reducing poverty among more than 44,000 households through increased forest and livestock production.

A mid-term evaluation in 2003 of a predecessor IFAD program, the Hills Leasehold Forestry and Forage Development Project, found that leasehold forestry activities succeeded in the environmental restoration of degraded lands, and have contributed to improved access to forest products and livestock ownership among the leasehold groups. There has also been improved access to fuelwood with time savings effects, particularly for women.

The loan report for IFAD's other active program, the Western Uplands Poverty Alleviation Project (2001), describes a similar set of leasehold forestry activities, designed with the objective of increasing the capacity of poor households and disadvantaged groups to mobilize their own resources, including natural resources, gain access to external resources and ensure social justice.

Project documents for the most recent WB programs refer to land access challenges and their links to poverty, but do not specify activities that would target this challenge. The Indigenous Peoples' Plan for the

## Documents Reviewed—Nepal

### EC

- Country Strategy Paper (CSP) 2002–2006
- National Indicative Program (NIP) 2002–2006

### IFAD

- Country Opportunities and Strategy Paper (COSOP) 2006
- Loan Recommendation and Approval of Revision: Leasehold Forestry and Livestock Program (2004)
- Loan Report and Recommendation: Western Uplands Poverty Alleviation Project (2001)
- Interim Evaluation: Hills Leasehold Forestry and Forage Development Project (2003)

### World Bank

- Country Assistance Strategy (CAS) 2003–2007
- Indigenous Peoples Plan: Irrigation and Water Management Project (2007)
- Project Information Document (PID): Poverty Alleviation Fund II (2007)
- PID: Poverty Alleviation Fund II Supplemental (2006)
- Project Appraisal Document (PAD): Poverty Alleviation Fund Project (2004)

Irrigation and Water Management Project (2007) cites landlessness and small sizes of landholdings as a factor that constrains participation of indigenous peoples and Dalits in irrigation projects. It proposes an inclusion strategy which would ensure access to basic support services, including agricultural extension and credit, but does not specify access to land as part of this approach.

A series of Poverty Alleviation Fund projects (2004, 2006, 2007) have sought to improve rural livelihoods by creating employment opportunities, expanding rural infrastructure, and increasing the good governance capacity of local institutions. Project documents for these programs refer to both inequalities in asset ownership and differential returns to assets faced by indigenous peoples and Dalits.

Table 6. Country Strategies of EC, IFAD and WB Related to Access to Land in Nepal

Agency	Key Land and Resource Access Challenges	Strategic Objectives	Main Action Areas	Outcomes Related to Land Access or Resource Tenure
EC	<ul style="list-style-type: none"> <li>• Social discrimination faced by women, Dalits and indigenous peoples</li> <li>• Highly fragmented land ownership</li> <li>• Agriculture expanding onto marginal lands, posing environmental risks</li> <li>• Land use and land tenure policy does not support stronger agricultural performance, and contributes to roots of conflict in rural areas</li> </ul>	<ul style="list-style-type: none"> <li>• Rural poverty reduction in Mid-Western Nepal, with focus on increasing food security and expanding work and income-generating opportunities</li> </ul>	<ul style="list-style-type: none"> <li>• Encourage land tenure reform as means of eliminating root cause of rural conflict</li> <li>• Good governance at local level</li> <li>• Rural access to renewable energy</li> </ul> <hr/> <ul style="list-style-type: none"> <li>• Expand agricultural services to improve productivity</li> </ul>	<ul style="list-style-type: none"> <li>• Obtain a clearer picture of the configuration of land ownership and profiles of land use</li> <li>• Find practical ways to implement land laws at the local level</li> </ul>
IFAD	<ul style="list-style-type: none"> <li>• Social and political tension from gap between rich and poor regions, which underlies conflict</li> <li>• Small, fragmented subsistence farming—average land holding 0.8 ha</li> <li>• 25% landless rate; even most smallholders are not self-sufficient in food production</li> <li>• Increasing demand for forest products and expansion of farming into forest and marginal lands</li> </ul>	<ul style="list-style-type: none"> <li>• Reduce gender, ethnic and class disparities</li> <li>• Increase secure access to common property (forest resources) for the extreme poor</li> </ul> <hr/> <ul style="list-style-type: none"> <li>• Increase economic opportunities</li> <li>• Improve community services and infrastructure</li> </ul>	<ul style="list-style-type: none"> <li>• Pro-poor leasehold forestry</li> <li>• Encourage forest policy that takes more integrated approach to resource management</li> </ul> <hr/> <ul style="list-style-type: none"> <li>• Development of value chains and market systems</li> <li>• Increase access to microfinance and work opportunities in agro-enterprises</li> </ul>	<ul style="list-style-type: none"> <li>• Improved access by women, and disadvantaged castes and ethnic groups, to financial and natural resources</li> <li>• Increased empowerment and inclusion within rural communities</li> <li>• Development of integrated forest policy, and sufficient legal framework for the pro-poor leasehold forest policy</li> </ul>
World Bank	<ul style="list-style-type: none"> <li>• Broad linkages between caste, poverty and human development: most Dalits are disadvantaged; gender disparities are still great</li> </ul>	<ul style="list-style-type: none"> <li>• Increase agricultural growth and broad-based rural development, as part of economic growth strategy</li> </ul>	<ul style="list-style-type: none"> <li>• Help government refocus its agriculture and rural development strategy, especially in factor market policies (including land, credit, labor and water)</li> </ul>	<ul style="list-style-type: none"> <li>• Improved enabling environment for factor and output markets</li> </ul>

None of the project documents lists activities that specifically address land access or landlessness.

In summary, please refer to Table 6 regarding the country strategies of EC, IFAD and WB related to access to land in Nepal.

## VI. Philippines

The EC's CSP, which largely focuses on health services, governance, trade, and the peace process in Mindanao, refers to a need for improving implementation and enforcement of laws governing resource rights, particularly community-based forest management.

While IFAD is now in the process of updating its country strategy, project documents describe the prior strategy as including land tenure reform and land distribution as part of broader asset reform; natural resource management is listed as another strategic priority for IFAD in the country. These project documents also reiterate that IFAD's country approach intends to support the government's poverty reduction strategy for 2004–2010, which includes objectives to improve access to land, credit and technology for farmers and indigenous peoples.

The WB's 2005 country strategy proposes four focus areas: governance, fiscal stability, growth, and social inclusion. In rural areas, the strategy proposes to address challenges such as inadequate support for land acquisition and agricultural services, inefficiencies in and multiple systems for land registration, and tenure insecurity as a barrier to agro-investments in Mindanao. This analysis forms the basis

Table 5. Country Strategies of EC, IFAD and WB Related to Access to Land in Nepal (continued from page 13)

Agency	Key Land and Resource Access Challenges	Strategic Objectives	Main Action Areas	Outcomes Related to Land Access or Resource Tenure
World Bank	<ul style="list-style-type: none"> <li>Recent economic growth has occurred largely in non-agricultural sectors, leaving behind most of rural population</li> </ul>	—	<ul style="list-style-type: none"> <li>Expand use of modern technology, and access to modern inputs and credits</li> <li>Promote diversification and commercialization of crops</li> <li>Include NGOs and private sector in agricultural service delivery system</li> </ul>	<ul style="list-style-type: none"> <li>Increased agricultural productivity and farm incomes</li> </ul>

for the Bank's strategy in land tenure, which includes objectives to support the distribution of 100,000 hectares annually, integrate state institutions involved in land titling, and provide a basis for investment and entrepreneurship in land- and resource-based sectors.

The EC's country program for 2007–2010, as outlined in its MIP, includes support to agrarian reform, secure tenure via ancestral domain and other rural livelihood and environmental activities in Mindanao. The EC's support in these areas is being made through the multi-donor trust fund administered by the WB. The MIP does not discuss these activities or their expected outcomes in much detail; it does list employment creation and improved income-generating opportunities in conflict areas as one of the preliminary indicators that would be used to evaluate the program.

The EC's ongoing projects from the period 2002–2006 include support to agrarian reform communities (ARCs) in Central Mindanao, which supports ARC planning and capacity-building, infrastructure rehabilitation, agricultural production and micro-enterprise development.<sup>3</sup>

Similar actions to support land tenure improvement among indigenous communities, including through ancestral domain certificates and sustainable development planning, were also supported through the Cordillera Highland Agricultural Resource Management Project (now closed). The completion evaluation for this project, published in 2007, reports that it contributed to significant gains in land tenure improvement, both through project activities and through policy dialogue that the work encouraged more broadly. It reports that the Cordillera region is now considered the national leader in implementation of the Indigenous Peoples Rights Act (IPRA).

A more recent IFAD project, the Rural Microenterprise Promotion Programme (2005), focuses less on access to land and more on support to micro-enterprise and microfinance institutions. As described in its statement on environmental impact, one purpose of this program is to support diversification of rural household income, so there is less dependence on agriculture and subsequently less pressure on agrarian resources, particularly on marginal lands.

## Documents Reviewed—Philippines

### European Commission

- Country Strategy Paper 2007–2013
- Country Strategy Paper 2002–2006
- Multi-Annual Indicative Program 2007–2010
- National Indicative Program 2005–2006

### IFAD

- Loan Report and Recommendation: Rural Microenterprise Promotion Programme (2005)
- Loan Report and Recommendation: Northern Mindanao Community Initiatives and Resource Management Project (2001)
- Loan Report and Recommendation: Western Mindanao Community Initiatives Project (1998)
- Completion Evaluation: Cordillera Highland Agriculture Resource Management Project (2007)

### World Bank

- Country Assistance Strategy (CAS) 2005–2009
- CAS Progress Report (2007)
- PAD: National Program Support to Environmental and Natural Resources Management Project (2007)
- PAD: Land Administration and Management II Project (LAMP II–2005)
- PAD: Second Agrarian Reform Communities Development Project (2005)
- PID: Laguna de Bay Community Watershed Rehabilitation Project (2006)

The WB has several active projects which are supporting work on land administration, capacity-building of ARCs and natural resource development. The Land Administration and Management II Project (LAMP II), initiated in 2005, seeks to address inefficiencies in the land administration system that constrain economic development and discourage sustainable land management. Among the key challenges identified in the project appraisal document are threats to smallholder tenure security by land grabs and disputes over land rights, brought about in part because land titles are unaffordable. Lack of coordination among government agencies and an outdated policy and administrative framework are also set forth as key obstacles to land reform.

According to the PAD, the Bank chose not to include communal land titles (CADTs) in the scope of this project, because: (1) it would have increased complexity of an already complex undertaking; and (2) there are conflicting interpretations on guidelines that define ancestral domain areas, without agreement on how to manage disputes arising from multiple claims. However, the project is intended to coordinate with the NCIP, so as not to provide individual land titles in areas claimed by indigenous communities as ancestral territory.

The Bank's National Program to Support Environmental and Natural Resources Management Project (2007) seeks to strengthen the institutional capacity of the state in mainstreaming environmental and natural resource management; improving ecosystem services for both local and global benefit; and increasing participation and inclusion in resource management and decision-making.

Through its Second Agrarian Reform Communities Development Project (2005), the Bank seeks to raise household incomes and the quality of life of people in targeted ARCs by improving their productive assets, rural infrastructure and access to key support services.

The program includes activities to sub-divide collective land titles (Certificate of Land Ownership Awards or CLOAs) into individual titles, on a voluntary basis, and to support investments by farmers in long-term assets (e.g., tree crop development). It also includes support for land surveying and registration expenses.

The PID for the Laguna de Bay Community Watershed Rehabilitation Project (2006) proposes to support resource management through a carbon emissions trading approach.

In summary, please refer to Table 7 regarding the country strategies of EC, IFAD and WB related to access to land in the Philippines.

Table 7. Country Strategies of EC, IFAD and WB Related to Access to Land in the Philippines

Agency	Key Land and Resource Access Challenges	Strategic Objectives	Main Action Areas	Outcomes Related to Land Access or Resource Tenure
EC	<ul style="list-style-type: none"> <li>NRM legal framework is comprehensive, but political will to enforce it is lacking. Mandates and responsibilities are not clearly defined between central and local governments. Communities do not consistently know or understand their rights.</li> <li>Conflict in Mindanao is linked in part to grievances over access to and control over natural resources. Some investments have diminished resources, displaced communities and disrupted indigenous cultures.</li> </ul>	<ul style="list-style-type: none"> <li>Support sustainable development in Mindanao</li> </ul>	<ul style="list-style-type: none"> <li>Rural livelihood activities</li> </ul>	—
IFAD (Based on references in 2001 and 2005 project documents to prior IFAD country strategy; a revised COSOP has been under development since 2005–2006 and is being finalized.)	<ul style="list-style-type: none"> <li>Coastal and upland areas face highest levels of poverty; women, indigenous peoples' communities, uplands farmers and agrarian reform beneficiaries are particularly vulnerable.</li> </ul>	<ul style="list-style-type: none"> <li>Promote asset reform in favor of the landless, land distribution and security of tenure</li> <li>Access to markets and technology</li> <li>Improve natural resource and environmental management</li> </ul>	<ul style="list-style-type: none"> <li>Increase tenure security for indigenous peoples' communities via ancestral domain titling</li> </ul>	<ul style="list-style-type: none"> <li>CADTs issued</li> <li>Increased participation by indigenous peoples in local decision-making</li> </ul>
World Bank	<ul style="list-style-type: none"> <li>Lack of social inclusion is a serious obstacle to development, one that is closely linked to the country's economic and social challenges. The poor are not involved in decision-making processes, thus the ability of the state to take collective decisions and provide public goods and services is impaired</li> </ul>	<ul style="list-style-type: none"> <li>Develop public institutions that work for the common good, focusing on four main areas: governance, fiscal stability, growth, and social inclusion.</li> </ul>	<ul style="list-style-type: none"> <li>Program support to agrarian reform and agricultural services</li> <li>Follow-on loan for land administration; continue existing land and agrarian reform activities</li> </ul>	<ul style="list-style-type: none"> <li>Increased rural productivity</li> <li>Enhanced market orientation of government agricultural support services</li> <li>Streamlined land titling procedures and valuation system</li> </ul>

Table 7. Country Strategies of EC, IFAD and WB Related to Access to Land in the Philippines (continued from page 15)

Agency	Key Land and Resource Access Challenges	Strategic Objectives	Main Action Areas	Outcomes Related to Land Access or Resource Tenure
World Bank	<ul style="list-style-type: none"> <li>Rural poor acutely feel environmental degradation, as the majority live in uplands or coastal areas and relies on natural resources for their sustenance.</li> <li>Inadequate state support to land acquisition and agricultural support services.</li> <li>Multiple and overlapping systems for land registration; slow and inefficient land administration.</li> </ul>	—	<ul style="list-style-type: none"> <li>Program support for Mindanao rural development</li> <li>Continue rural finance support, with focus on SMEs in Mindanao</li> <li>Integrate agencies involved in land titling</li> <li>Achieve sustainable and more productive utilization of natural resources to promote investments and entrepreneurship</li> </ul>	—

## Endnotes

<sup>1</sup> Abridged from the paper prepared for Land Watch Asia by Andrew J. Fuys entitled "Mapping Study: IGO Strategies and Programs for Access to Land and Natural Resources in Asia", 2008. Andrew Fuys was the Asian Policy Officer of the International Land Coalition (ILC) from 2004 to April 2008.

<sup>2</sup> A new EC country strategy document was anticipated for 2007–2013, but was not yet available at the time of this publication.

<sup>3</sup> See <http://www.sds.com.ph/05Projects.asp#e>.

This issue brief is made possible with the support of the International Land Coalition (ILC), MISEREOR, and Action Aid International (AAI). The views and the information provided in this issue brief do not necessarily reflect the views or policies of ILC, MISEREOR, and AAI.



The International Land Coalition is a global alliance of civil society and intergovernmental organizations working together to promote secure and equitable access to and control over land for poor women and men through advocacy, dialogue and capacity building.



As the overseas development agency of the Catholic Church in Germany, MISEREOR works in partnership with all people of goodwill to promote development, fight worldwide poverty, liberate people from injustice, exercise solidarity with the poor and persecuted, and help create "One World".



ActionAid is an international anti-poverty agency whose aim is to fight poverty worldwide. Formed in 1972, it has been helping over 13 million of the world's poorest and most disadvantaged people to fight for their rights to food, shelter, work, education, healthcare and participation in 42 countries worldwide.



Founded in 1979, ANGO is a regional association of 20 national and regional networks of non-government organizations (NGO) in Asia actively engaged in food security, agrarian reform, sustainable agriculture, participatory governance and rural development. ANGO member networks and partners work in 14 Asian countries with an effective reach of some 3,000 NGOs and community-based organizations (CBOs). ANGO actively engages in joint field programs and policy debates with national governments, intergovernmental organizations (IGOs), and international financial institutions (IFIs). ANGO is a founding member of the International Land Coalition (ILC) and coordinator of the Land Watch Asia (LWA) campaign.

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LandWatch Asia (LWA) is a regional campaign to ensure that access to land, agrarian reform and sustainable development for the rural poor are addressed in national and regional development agenda. The campaign involves civil society organizations in six (6) countries—Bangladesh, Cambodia, India, Indonesia, Nepal, and the Philippines. LWA aims to take stock of significant changes in the policy and legal environments; undertake strategic national and regional advocacy activities on access to land; jointly develop approaches and tools; and encourage the sharing of experiences on coalition-building and actions on land rights issues.