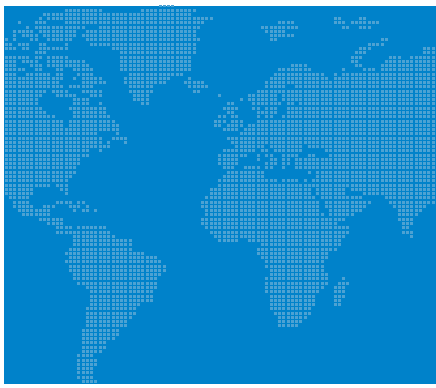
EVALUATION REPORT 2/2018



END-OF-PHASE EVALUATION

GLOBAL LAND TOOL NETWORK (GLTN) – PHASE 2

May 2018

GLTN
GLOBAL LAND TOOL NETWORK

UN HABITAT
FOR A BETTER URBAN FUTURE

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ACRONYMS AND ABBREVIATIONS

ACHR	Asian Coalition for Housing Rights
AfDB	African Development Bank
ANGOC	Asian NGO Coalition for Agrarian Reform and Rural Development
AU	African Union
AUC	African Union Commission
BMZ	Ministry for Economic Cooperation and Development of Germany
CIOT	Council for Land-Use Planning
DFID	Department for International Development
DPGL	Development Partners Group in Land (Kenya)
DRC	Democratic Republic of the Congo
EC	European Commission
ECA	United Nations Economic Commission for Africa
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FIG	International Federation of Surveyors
GAILG	Global Alliance for Improved Land Governance
GDWGL	Global Donor Working Group on Land
GEC	Gender Evaluation Criteria
GIZ	Gesellschaft für Internationale Zusammenarbeit
GLII	Global Land Indicators Initiative
IAB	International Advisory Board
IALTA	International Alliance on Land Tenure and Administration
IFAD	International Fund for Agricultural Development
IHS	Institute for Housing and Urban Development Studies
ILC	International Land Coalition
ITC	Faculty of Geo-Information Science & Earth Observation -Twente University
KCCA	Kampala Capital City Authority
KOPGT	Kalangala Oil Palm Growers' Trust
LIMS	Land Information Management System
LPI	Land Policy Initiative for Africa
MCC	Millennium Challenge Corporation
MELA	Monitoring and Evaluation for Land Governance
MTE	Mid-term evaluation
NLP	National land policy
OECS	Organization of Eastern Caribbean States

PILaR	Participatory and Inclusive Land Readjustment
PRIndex	Global Property Rights Index
PSUP	Participatory Slum Upgrading Programme
RCMRD	Regional Centre for Mapping of Resources for Development
RMIT University	Royal Melbourne Institute of Technology
ROAf	Regional Office for Africa (UN-Habitat)
ROAP	Regional Office for Asia & Pacific (UN-Habitat)
ROAS	Regional Office for Arab States (UN-Habitat)
ROLAC	Regional Office for Latin America and the Caribbean (UN-Habitat)
SADC	Southern African Development Community
SDC	Swiss Agency for Development and Cooperation
SDCP	Smallholder Dairy Commercialization Project
SDG	Sustainable Development Goal
SDI	Slum/Shack Dwellers International
SIDA	Swedish International Development Cooperation Agency
STDM	Social Tenure Domain Model
TSLI-ESA	Land and Natural Resource Tenure Security Learning Initiative for East and Southern Africa
UN-Habitat	United Nations Human Settlements Programme
UNCCD	United Nations Convention to Combat Desertification
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
UNEP	United Nations Environment Programme (UN Environment)
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNHCR	United Nations High Commissioner for Refugees
UNON	United Nations Office in Nairobi
UNOPS	United Nations Office for Project Services
UWI	University of West Indies
VGGTs	Voluntary Guidelines on the Responsible Governance of Tenure of Land Fisheries and Forests in the Context of National Food Security
WB	World Bank
YLRC	Youth and Land Responsiveness Criteria

EXECUTIVE SUMMARY

1. This report presents the findings, lessons and recommendations of the end-of-phase evaluation of the Global Land Tool Network – Phase 2 (GLTN 2). According to the programme´s design, GLTN 2 aimed to improve the ability of international organizations, UN-Habitat staff and targeted national and local governments to improve the tenure security of the urban and rural poor. The GLTN Secretariat was hosted by UN-Habitat and the GLTN's programme was implemented with the participation of various international and national partners. Project performance and impact were assessed according to the criteria of relevance, efficiency, effectiveness and sustainability, with consideration of participation, ownership, financial management and monitoring and evaluation, among others. The evaluation was conducted between January and March 2018 and included interviews with the GLTN Secretariat and international partners, and visits to five pilot countries (Kenya, Uganda, Zambia, the Democratic Republic of the Congo and Nepal). The GLTN´s second phase started in January 2012 and is scheduled to end in June 2018; hence some of the in-country pilot initiatives were still in progress at the time of the evaluation. As a result, results are pending in some cases and may not be fully captured in this report.

2. The general findings of the evaluation indicate that the Global Land Tool Network´s second phase has successfully delivered expected results, in relation to their performance indicators and targets. The GLTN has been effective in shifting the discourse on land governance at global and national levels towards pro-poor and gender-responsive land tools and approaches. Overall, performance was satisfactory in terms of the evaluation criteria of relevance, efficiency, effectiveness, impact and sustainability. The positive assessment takes into account the geographic scale of the various initiatives, the performance of the GLTN Secretariat in managing the programme, and the considerable coordination and administrative efforts that were necessary to work simultaneously at global, regional and national levels. The evaluators have additionally considered the level of GLTN involvement and attribution when assessing effectiveness, impact and sustainability.

3. The GLTN has proved to be relevant to land rights and tenure issues at global and national levels, and in both urban and rural contexts. GLTN tools have been highly relevant for post-conflict and disaster resettlement strategies based on experiences from pilots in Africa, the Middle East and Nepal. The Network addresses a key gap in the implementation of land policies by offering cost-effective and inclusive approaches that lead to tenure security, and by advocating the continuum of land rights and fit-for-purpose land administration concepts in various global platforms, including the New Urban Agenda that was approved at Habitat III. The GLTN 2 has global relevance for the challenges of urbanization and rural-urban migration, inequitable access to land, and the displacement of communities by armed conflict or natural disasters. The tools and concepts that were promoted have influenced national land policies in several countries. The adoption of land tenure indicators for various Sustainable Development Goals – and the momentum that this has generated with international donors and partners - has the potential for global impact.

4. These initiatives were driven by an intelligent implementation strategy that was catalytic and based on facilitation and working through global and national partners, rather than direct implementation. Its design was responsive to the urban governance, legislation and land

objectives of UN-Habitat's Medium-Term Strategic and Institutional Plans for the 2008-13 and 2014-19 periods. The project's relevance was reinforced by its consistency with the Voluntary Guidelines for the Governance of Land Tenure (VGGTs) and regional programmes implemented by the consortium of the African Union, African Development Bank and United Nations Economic Commission for Africa, as well the IFAD-supported TSLI-ESA programme. GLTN relevance was further strengthened by the adoption of Sustainable Development Goals (SDGs) in 2016, several of which address land issues. The GLTN has attracted a growing number of international and national partners that are actively engaged in land issues; this has benefited the Network in terms of visibility, peer guidance and access to partner constituencies.

5. The programme was generally efficient in delivering its planned outputs and outcomes. Budget delivery is high – with a cumulative expenditure rate of 92 per cent six months before its end – but with differences in the efficiency of services provided by UNOPS and UNON. Output delivery was satisfactory; most outputs have been completed, with the exception of in-country pilot initiatives that started late and are still in progress, e.g. Nepal. Programme efficiency was also affected by initially low budget delivery and late receipt of donor funds, the transition of UNON´s financial system to the new UMOJA format, and the delayed disbursement of the final tranche of funds for the pilot country activities. The contracting of UNOPS to service the in-country activities has ensured efficient processing and disbursement. The programme was extended by six months without an increase in the budget and is was expected to fully disburse the remaining funds by June 2018.

6. Effectiveness and impact were satisfactory, with most of the planned outputs and outcomes fully delivered. Preliminary estimates indicate that the combined in-country pilot activities have improved tenure security for more than 200,000 urban and rural households; a portion of these beneficiaries has received or is in the process of receiving certificates of occupancy and other legal documentation that strengthen property rights. Overall effectiveness was enhanced by the inclusion of achievable performance indicators in the programme´s design, and cross-component linkages that enabled synergies between the design and demonstration of land tools and capacity development, advocacy and communications initiatives. The consistent focus on capacity development enabled national partners and target beneficiaries to make efficient use of the GLTN´s support, while creating opportunities for international partners to participate in the provision of technical guidance and training. This raised the relevance and efficiency of the programme´s activities in the pilot countries.

7. As a result, the three expected accomplishments (EAs) that were foreseen under the GLTN´s second phase were met and their targets surpassed:

- A set of land tools and approaches was designed to deliver tenure security at scale, targeting the rural and urban poor. A set of land tools and approaches was developed that addresses the challenges of delivering tenure security at scale, particularly for the urban and rural poor; at the time of the evaluation, 71 international, national and local partners have adopted or shown interest in using them (EA 1).

- Global knowledge and awareness of pro-poor and gender-appropriate land policies, tools and approaches was increased; 47 international and national partners applied GLTN tools and 52 international, national and local partners incorporated land tools and approaches in their plans and programmes (EA 2).

A local resident shows the local government's certification for her residence in Nepal. Photo © UN-Habitat/Jean duPlessis.

- Capacities for implementing pro-poor and gender-appropriate land tools and approaches were strengthened for 31 national land actors, 21 international partners and 7 cities/ municipalities in different regions (EA 3).

8. The pilot demonstration of land tools and approaches in different regions (particularly Africa) was the programme´s most effective aspect in terms of results, visibility and leverage. In particular, the application of the Social Tenure Domain Model (STDM) in association with the participatory mapping and enumeration tools has been cost-effective and led to tangible improvements in tenure security in diverse contexts. The building of local consensus around clear boundaries that are legally recognized and mapped has reduced land disputes significantly. In addition, thousands of urban and rural beneficiaries are in the process of receiving occupancy certificates or other legal documents that will improve their tenure security. The data generated through the STDM and associated tools have enabled land-use planning, leading to the incorporation of informal urban settlements into municipal plans. Likewise, the land mediation tool was successfully piloted in three provinces of the DRC as part of a broader participatory land-use planning initiative.

9. The pilot application of land tools has, in turn, strengthened the capacity and vision of community organizations that have developed working relations with municipal governments and are initiating parallel local development initiatives. At various project sites, the application of land tools led to significant public investments in infrastructure and service improvements. According to the data provided, the combined budgets of the in-country initiatives have leveraged government/donor investments at a ratio of 1:28. Some of the land tools have been adopted by international development agencies, such as IFAD and Habitat for Humanity International.

10. The development of land tools and their demonstration have fed into the programme´s capacity development, advocacy and communications components. Capacity development was implemented at different levels and combined regional workshops on GLTN land tools and concepts with local on-site practical training. Community-based organizations gained experience and confidence through their participation in the programme and several are in the process of promoting new local development initiatives. Although the evaluators were unable to review evaluations of training events, the intermittent feedback provided by participants was consistently positive.

11. A major achievement in global advocacy was the design and incorporation of land tenure indicators for relevant Sustainable Development Goals (SDGs), enabling the monitoring of progress towards their achievement. This has led to partnerships with major donors and development agencies associated with the Global Land Indicators Initiative (GLII), hosted and facilitated by GLTN and the Global Donor Working Group on Land. Likewise, the advocacy of GLTN partners was decisive in GLTN concepts – the continuum of land rights and fit-for-purpose land administration – being included in the New Urban Agenda that was approved at the Habitat III conference.

12. The evaluation findings indicate that the programme´s main objective was achieved through the satisfactory delivery of outputs and outcomes. There were various contributing factors:

    - the design of GLTN 2 benefited from the experience and lessons of its initial phase;

    - the programme´s expected deliverables and performance were viable within the approved timeline and budget;

- the implementation approach articulated vertical and horizontal dynamics: global advocacy, research, technical advice and capacity building were linked to in-country demonstrations of land tools that, in turn, provided evidence-based case studies for dissemination;

- the success in promoting the adoption of tenure security concepts and indicators within global platforms such as the SDGs and New Urban Agenda was, in part, reinforced by their validation on the ground;

- the GLTN Secretariat assumed a facilitative and catalytic role by working through partners and focusing more on technical backstopping and training than direct implementation; this approach enhanced cost-effectiveness and commitment, as observed during the country visits.

13. To a large extent, the evaluation focused on the implementation of land tools in six pilot countries that were selected under the GLTN´s second phase, five of which are in Africa. The lower level of activity in other regions ultimately limited the programme´s global impact. Most in-country demonstrations were based on the STDM tool and participatory enumerations, with lesser use of tools such as the Gender Evaluation Criteria (GEC). This reflected the different stages of land tool development, several of which are still in progress and require field testing before they are validated or disseminated. Likewise, the selection of tools was demand-driven and different tools were selected to address specific issues. These combined factors prevented the GLTN from applying the full "tool box", limiting opportunities to demonstrate the aggregate benefits of combining associated tools according to their logical sequence. As noted, most of the in-country initiatives were focused on specific tools and their potential synergies – for example, following STDM with participatory land-use planning or land valuation and readjustment tools that have yet to be demonstrated. Despite the collective potential of the GLTN´s land tools, only the STDM, participatory mapping/enumeration, Gender Evaluation Criteria (GEC) and land mediation tools appear to have been fully validated under the programme´s second phase.

14. The GLTN is largely driven by international partners that provide peer advice, funding and visibility. Their participation in the programme has been satisfactory. International partners were consulted in the design of the second phase and they participated in its implementation through an International Advisory Board and cluster working groups that supported training activities and provided technical guidance as implementing partners. However, the participation of partners and donors did not extend to programme supervision or oversight, which were entrusted to a UN-Habitat Steering Committee. This has led to internal tensions among partners who feel that the GLTN has outgrown its present institutional arrangements, and that new mechanisms for partner participation within the GLTN´s governance framework is needed to sustain commitment and build ownership. There are also perceived ambiguities in the GLTN´s identity, with blurred distinctions regarding its status as a global network that is accountable to its members and that of a UN-Habitat programme that legally binds the Network to one of its technical branches. This arrangement connects the GLTN Secretariat to the internal corporate dynamics of UN-Habitat and a significant share of staff time is devoted to work streams and parallel initiatives that are not always related to core issues. The GLTN has strengthened UN-Habitat´s global positioning on land issues; by broadening its thematic focus to include the expanding "urban-rural interface", UN-Habitat has attracted new partners and funding that have complemented the agency´s ongoing initiatives in settlements planning and slum upgrading. On the other hand, the GLTN has clearly benefited from

its association with UN-Habitat in terms of global image and access to government levels. This has helped national partners in building collaborative relations with government partners on land issues that are often politically sensitive.

15. These issues are likely to gain momentum as the GLTN continues to develop. The evaluators acknowledge the need to review current institutional arrangements and consider more inclusive options, and to discuss guidelines that improve the internal organization and performance of the clusters. One of the main challenges in this respect is how to secure more consistent commitments from international partners that volunteer their time and (in most cases) work.

16. An ambitious monitoring plan was approved after the second phase´s commencement that incorporated complementary indicators related to programme management, the implementation of in-country pilot initiatives and gender inclusiveness, and new formats for documenting progress towards specific indicators and targets. All outcomes and outputs have been monitored according to their indicators and presented in annual reports that are comprehensive and well-documented. Much of the monitoring information has provided inputs for the GLTN´s training and advocacy initiatives. There are information gaps, however, and several ongoing pilot initiatives have not been evaluated or final reports submitted, nor has there been a benefit-cost analysis that quantifies the cost-effectiveness of land tools (which is admittedly difficult given the influence of different urban and rural contexts on performance). The mid-term evaluation took longer than expected and underwent successive changes of team members; the MTE findings were positive, yet several were questioned by key recipients and donors, which contributed to the delayed disbursement of funds. The end-of-phase evaluation was scheduled approximately one year after the MTE´s conclusion and several months in advance of the programme´s termination. As a result, the GLTN´s overall M&E performance was not optimal.

17. Most GLTN initiatives are likely to be sustained and there are opportunities to replicate land tools on a broader scale. Likewise, the inclusion of land tenure indicators for the SDGs (of which UN-Habitat is a designated custodian) and GLTN´s work with the Global Land Indicators Initiative involve long-term horizons, e.g. strengthening the capacities of national statistical offices, data agencies and the general land community, and developing periodic global status reports on land governance issues. Most of the visited in-country initiatives appear to be sustainable because they have led to the issuance of occupancy certificates and other legal documents that provide tenure security; they have also leveraged public investments in basic services and infrastructure. In most of the pilot countries, land tools were being replicated by national partners at other locations or were planned for replication. As a network, the GLTN is sustainable to the extent that its tools continue to assist the implementation of pro-poor land policies and international partners and donors can sustain their level of commitment.

18. The GLTN´s second phase provides an interesting case study from which various lessons can be derived. The programme has demonstrated satisfactory levels of performance and was able to fully achieve most of its planned outputs and outcomes. A contributing factor was the programme implementation strategy that made effective use of the GLTN´s comparative advantages and of emergent opportunities. In addition, GLTN partnerships have been productive and mutually beneficial; as the GLTN has strived to expand partnerships and funding opportunities, it was also sought by international and national partners to support their own advocacy platforms, projects or research activities. The GLTN´s second phase has strengthened UN-Habitat´s global position on land issues and broadened its thematic and programmatic scope through the consideration of land tenure

issues and their effects on the "urban-rural interface". This has, in turn, attracted new partners and resources, expanded cooperation opportunities and generated extra-budgetary income for the agency.

19. Land tools are the GLTN´s "signature" product and its most valued contribution on a global scale. The Social Tenure Domain Model (STDM) in particular has consistently demonstrated its value as a cost-effective tool that facilitates land surveying and registration through the use of open-source software and accessible technology that can be managed by targeted beneficiaries. There is the potential to combine associated land tools sequentially as a "toolbox" to maximize their collective utility, i.e. following STDM with participatory land-use planning, land valuation/readjustment or GEC. However, various GLTN tools are at different stages of development and several have not been field-tested or validated. The experiences drawn from in-country demonstrations suggest that community participation enhances the effectiveness and impact of land tools but does not necessarily improve timeliness or efficiency. At the global level, the participation of international partners should be extended to the GLTN´s governance framework to sustain their commitment, strengthen ownership and build a shared vision of the Network´s future direction. The evaluation findings confirm that there are opportunities to expand the scale of GLTN activities and impact, justifying continued donor support.

20. This report makes several recommendations discussed in plenary at the partners' meeting in April 2018. The most immediate recommendation is that the GLTN Secretariat ensures that ongoing pilot initiatives are completed and that the development of land tools is concluded so as to offer the full toolbox. This should be followed by the documentation of final results to convey the second phase´s full impact. To achieve this, UN-Habitat and the principal GLTN donors may need to approve "bridge financing" to complete ongoing activities and sustain the Secretariat into the next programme phase. Looking forward, the over-arching goal of the GLTN should focus on contributing to the achievement of the Sustainable Development Goals that address land issues, in a manner that articulates its global advocacy, capacity development and regional/country-based initiatives. The GLTN Secretariat needs to develop a growth management strategy that considers adjustments to current institutional arrangements, to effectively plan and manage the Network´s development over time. In this respect, the evaluation recommends the integration of advisory and steering/oversight functions under a single body, enabling the participation of international partners within the GLTN governance framework, and the selective decentralization of operational and administrative tasks to regional focal points posted at the UN-Habitat regional offices.

21. Based on these findings, the evaluators endorse the proposal for a third GLTN programme phase that would be broader in scale. This will require additional Secretariat staff and budgetary resources, as well as the selective decentralization of operational tasks to UN-Habitat´s regional offices to enhance responsiveness and efficiency. Likewise, adjustments are recommended to the present institutional arrangement to encourage greater inclusiveness in programme oversight and supervision, to sustain the commitment and "ownership" of international partners, and to build a strategic vision to guide the GLTN´s future direction. Donor support for the GLTN should be continued and, to the extent feasible, incremented based on an agreed medium-term strategy and work-plan. The report´s recommendations on these issues provided inputs for broader discussion at the partners meeting in April 2018.

GLTN PHASE 2 PROGRAMME PERFORMANCE RATINGS

EVALUATION CRITERIA	SCORE / RATING	COMMENTS
Strategic Relevance	5 (Highly Satisfactory)	The GLTN addresses a recognized demand for practical and validated methods to implement pro-poor and gender-appropriate land policies. It has demonstrated relevance to the global challenges of accelerated urbanization, rural outmigration, unequal tenure rights and displacement of communities by conflict or disasters.
Efficiency	3 (Partially Satisfactory)	Budget expenditure trends were initially low but improved over time, and full budget delivery is expected by the end of the programme. Some donors' contributions were received later than expected. UNON´s administrative efficiency was temporarily affected by the transition to a new financial management system (Umoja), whereas the financial and administrative services of UNOPS were consistently efficient. Programme monitoring has been systematic, comprehensive and well-documented. However, the mid-term evaluation (MTE) took longer than planned with successive changes to the evaluation team; the discussion of MTE findings by the IAB took time and some findings were questioned by specific donors; the combination of factors led to the delayed release of funds. Some in-country pilot initiatives began at a late stage and several are still in progress. The programme was extended by six months until June 2018 to compensate for these factors. A strength of the Network has been its ability to build partnerships based on mutual benefit. Several partners and donors have supported the dissemination of land tools and use them within their own project portfolio. GLTN management and governance arrangements were efficient and enabled partner participation in providing technical guidance, training and other activities. However, there is a perceived need for greater international partner participation in strategic planning, oversight and decision-making.
Effectiveness	4 (Satisfactory)	GLTN 2 was well managed and cost-effective, in part due to an implementation strategy that was catalytic and driven by partnership rather than direct execution. The programme has been extremely effective in piloting STDM in association with participatory mapping and enumeration tools, improving tenure security for thousands of urban and rural households, strengthening local organizational capacities, and leveraging service/infrastructure improvements and follow-up local development activities. There were synergies linking the main GLTN components, with land tool development and demonstration feeding into capacity development, advocacy and communications. Much of the programme´s impact was generated in Africa, where most pilot countries are located, with less effect in other regions. Several tools are still in the process of development and the full "toolbox" was not available during the second phase. There is considerable potential to implement associated tools based on their logical sequence, demonstrating collective benefits. The inclusion of land tenure indicators for relevant SDGs provides the monitoring framework to measure progress of global goals. The continuum of land rights, fit-for-purpose land administration and pro-poor, gender appropriate land tools are recognized by the New Urban Agenda and are influencing national land policies in several pilot countries.

EVALUATION CRITERIA	SCORE / RATING	COMMENTS
Impact Outlook	4 (Satisfactory)	GLTN 2 achieved its objective and the three expected accomplishments were met and their targets exceeded. Most of the outputs were fully delivered. However, much of the impact outlook was focused on the Africa region where most of the pilot countries are located. This lowered global impact levels. Global advocacy efforts and in-country pilot initiatives have generated results and have a strong potential for up-scaling.
Sustainability	4 (Satisfactory)	Most results generated by the pilot in-country initiatives are sustainable with up-scaling potential. Tenure security improvements with certificates of occupancy and other legal documents are sustainable. Pilot initiatives are being replicated by national partners. The inclusion of land indicators in SDGs and GLTN´s association with the Global Land Indicators Initiative (GLII) will require continued involvement over the medium term. A third programme phase was proposed and will be discussed with donors, UN-Habitat and other partners.
AVERAGE SCORE & RATING	4 SATISFACTORY	GLTN PHASE 2 HAS SUCCESSFULLY DELIVERED ITS EXPECTED RESULTS, WITH OVERALL 23 SATISFACTORY PERFORMANCE.

Rating Scale:

Highly satisfactory	5
Satisfactory	4
Partially Satisfactory	3
Unsatisfactory	2
Highly Unsatisfactory	1

1 INTRODUCTION

1.1 BACKGROUND AND CONTEXT OF THE PROGRAMME TO BE EVALUATED

22. The Global Land Tool Network (GLTN) was established in 2006 and brings together over 70 international institutions to promote secure land and property rights for all, through the development of pro-poor and gender-appropriate land tools. It seeks to implement the "Resolution on sustainable urban development through expanding equitable access to land, housing, basic services and infrastructure" (GC.23-17) passed by the 23rd Governing Council of United Nations Human Settlements Programme in April 2011, the Voluntary Guidelines on the Responsible Governance of Tenure (VGGTs) and regional land agendas such as the Land Policy Initiative, which is a joint programme of the African Union Commission (AUC), the African Development Bank (AfDB) and the Economic Commission for Africa (ECA). The GLTN's goal is to secure access to land and tenure security for all, with an emphasis on the urban and rural poor. Its vision is to provide appropriate land tools, frameworks and approaches that enable the implementation of pro-poor and gender-sensitive land policies and land reforms at scale. The second phase of the GLTN was implemented between January 2012 and June 2018.

23. Since its creation, the Network has continued to get the attention of the main global land actors. It has promoted a paradigm shift from focusing primarily on individual titling for addressing tenure security to a continuum of land rights approach which accommodates and recognizes a plurality of tenure forms. The Network has also worked on the prioritization and development of key land tools, some of which are at an advanced stage of development, while others have been tested and are being used at country level. Through GLTN, a knowledge hub has been developed and support provided to three main regional land policy reform processes (Africa—the Land Policy Initiative, the Caribbean, and Asia) as well as support provided to country level interventions. Development of the strategy supporting the new Phase 3 of GLTN started early in 2017 with the engagement of the International Advisory Board, Steering Committee and partners in the process.

24. The GLTN relates to UN-Habitat's Strategic Plan's focus area 1: urban legislation, land and governance. Its strategic result for city, regional and national authorities is for them to have established systems for improved access to land, adopted enabling legislation, and put in place effective decentralized governance that fosters equitable sustainable urban development, including urban safety. The GLTN relates to the New Urban Agenda through urban and rural linkages with a focus on equal access to land and the Sustainable Development Goals (SDGs) by bringing in the concept of confirmation of land rights and the social, economic and financial dimensions. The GLTN is also working in collaboration with the Global Donor Working Group on Land to elaborate on SDG land indicator 1.4.2 to measure tenancy tenure security.

25. The United Nations Human Settlements Programme (UN-Habitat) is mandated by the United Nations General Assembly to promote socially and environmentally sustainable towns and cities. It is the focal point for all urbanization and human settlement matters in the United Nations system. The agency is to support national and local governments in laying the foundation for sustainable urban development.

26. UN-Habitat envisions well-planned, well-governed and efficient cities and other human settlements, with adequate housing, infrastructure and universal access to employment and basic services, such as water, energy and sanitation. To achieve these goals, derived from the Habitat Agenda of 1996, UN-Habitat has set itself a medium-term strategy approach for each successive six-year period; the Medium-Term Strategic and Institutional Plan (MTSIP) 2008-2013 and the Strategic Plan 2014-2019.

1.2 PURPOSE, OBJECTIVES AND SCOPE OF THE EVALUATION

27. The evaluation assesses the performance and impact of GLTN Phase 2 from January 2012 to the end of 2017, as mandated by GLTN´s donors as well as UN-Habitat´s corporate reporting and accountability requirements. The purpose of the evaluation is to provide donors, partners and UN-Habitat with an independent and forward-looking appraisal of the Network´s operational experience, achievements, challenges and lessons based on its performance and expected accomplishments. In doing so, the evaluation based its assessments on the criteria of relevance, efficiency, effectiveness, impact, sustainability and lessons learned, and applied a set of guiding questions that are listed in the Terms of Reference (Annex 1).

28. The final evaluation of GLTN 2 was guided by the following objectives:

- To assess the achievement of expected accomplishments and performance of GLTN during Phase 2 in supporting partners and countries towards the achievement of sustainable urbanization by improving tenure security of urban and rural poor through land-related policy, frameworks and tools, knowledge and awareness, and strengthening capacity. This will entail the analysis of output delivery, outcome achievement and long- term effects.

- To assess the extent to which the GLTN Phase 2 implementation has created "value-for-money", and if the implementation approach used during the implementation of the GLTN Phase 2 programme has worked well or not.

- To make recommendations based on the findings of the evaluation, on what needs to be done in Phase 3 to effectively implement, promote, develop and monitor the GLTN's support to achieve improved tenure security of the urban and rural poor, and to inform the development of the Phase 3 programme document.

29. Evaluation findings are expected to inform GLTN donors, partners and beneficiaries, and to contribute to the planning of the GLTN´s third phase in terms of prioritizing/programming projects, influencing strategies and identifying opportunities for replication and up-scaling. This will, in turn, assist UN-Habitat to develop and replicate innovative project approaches, generate credible value for targeted beneficiaries and promote further partnership with donors.

30. The evaluation was conducted by two external consultants, Mr. Hugo Navajas and Mr. Frank Byamugisha, between January and April 2018. The first evaluation deliverable was an inception report that outlined the evaluation approach to be used, including the evaluation stages and methodologies that would be applied, target groups, guiding questions and timelines. A kick-start meeting was held with the evaluators and members of the Evaluation Reference Group on 31 January 2018 which provided inputs for the inception report and the planning of evaluation agendas.

2 THE GLTN PROGRAMME IN ITS SECOND PHASE

2.1 GENERAL DESCRIPTION OF THE PROGRAMME

31. The goal of GLTN Phase 2 programme is to ensure that "international organizations, UN-Habitat staff and related land programmes/ projects and targeted national and local governments are better able to improve tenure security of the urban and rural poor". Phase 2 builds on the success of Phase 1 that ended in 2011. Phase 2 of the GLTN emphasizes prioritizing, pilot-testing and rolling out priority land tools and approaches at country level; integrating capacity development and training in tool development processes; implementing capacity development programmes and supporting tool implementation in targeted countries and/ or cities / municipalities; supporting advocacy and knowledge management efforts; and mainstreaming gender equality, youth responsiveness, human rights and grassroots engagement in land work.

32. Phase 2 was designed to achieve three outcomes or expected accomplishments:

- **Expected Accomplishment 1:** Strengthened land-related policy, institutional and technical frameworks, and tools and approaches to address the challenges in delivering security of tenure at scale, particularly for the urban and rural poor.

- **Expected Accomplishment 2:** Improved global knowledge and awareness on land-related policies, tools and approaches that are pro-poor, gender appropriate, effective and sustainable towards securing land and property rights for all.

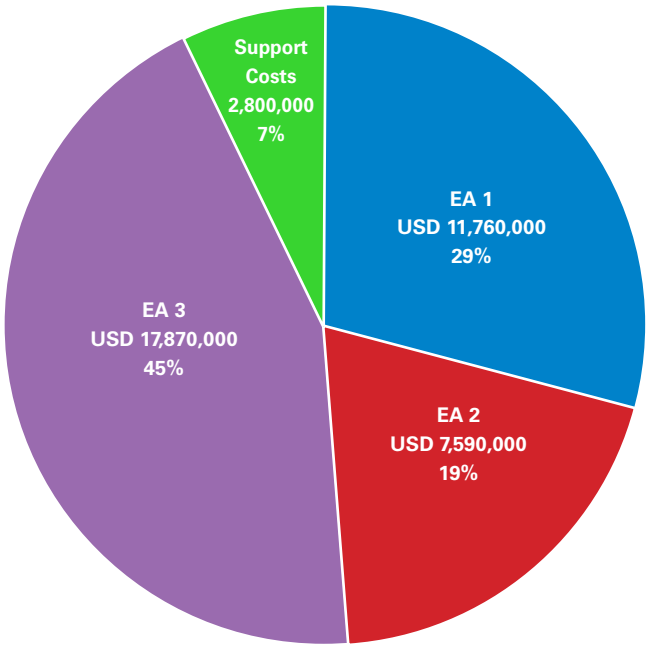
- **Expected Accomplishment 3**: Strengthened capacity of partners, land actors and targeted countries, cities and municipalities to promote and implement appropriate land policies, tools and approaches that are pro-poor, gender appropriate, effective and sustainable.

33. A results framework for the GLTN Phase 2 programme was developed based on these three expected accomplishments. Outputs and activities implemented towards achieving EA 1 included development and testing of tools and approaches; those implemented under EA 2 focused on research and the development and implementation of an advocacy and communication strategy; and EA 3 prioritized the development and implementation of a capacity development strategy and support for tool implementation.

34. Phase 2 covered a period that was characterized by changes in global policy initiatives, such as the end of the Millennium Development Goals, the start of the Sustainable Development Goals and the adoption of the New Urban Agenda. Phase 2 began in January 2012 to run for a period of six years with a six-month extension to June 2018 and an estimated budget of USD 40 million. The budget was secured from five donors: the Government of Norway, Government of the Netherlands, Swedish International Development Cooperation Agency (SIDA), Swiss Development Agency (SDC), the International Fund for Agricultural Development (IFAD); there was also a contribution from UN-Habitat. Annex 1 (ToR) provides an overview of projects implemented under Phase 2. By September 2017, USD 28,850,110 had been received out of an expected total of USD 30,887,360.

35. The approved budget was allocated between the three project components and their expected accomplishments as shown below. Almost half of the budget was earmarked for capacity development and in-country pilot demonstrations of land tools, followed by the design of the tools (receiving 29 per cent of the budget), knowledge management and awareness raising (19 per cent) and support costs (7 per cent) (Figure 1).

Figure 1: GLTN Budget Distribution by Expected Accomplishment



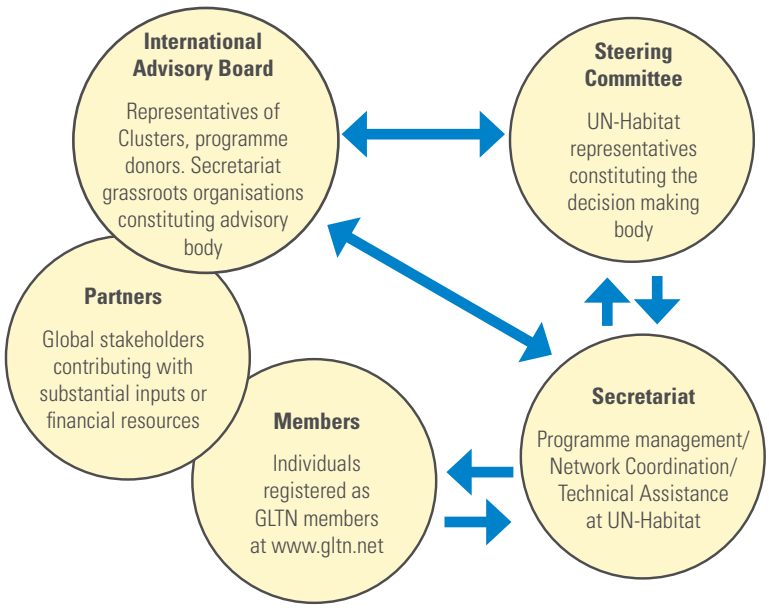
Source: Based on GLTN 2 project document, p. 38

2.2 ORGANIZATIONAL STRUCTURE

36. The GLTN´s organization under the second phase articulated the Secretariat to donors and partners (UN-Habitat in particular as host to the Network) and its membership as illustrated below (Figure 2). The Network is facilitated and coordinated by the GLTN Secretariat, which is housed in the Land and GLTN Unit of the Urban Legislation, Land and Governance Branch of UN-Habitat. The Secretariat is tasked with supporting the planning, implementation, monitoring and knowledge generation of the GLTN programme, as well as management of partnerships and the Network in collaboration with partners, including support at country level.

37. The GLTN International Advisory Board (IAB) is composed of 10 members representing the five clusters (multilateral organizations, bilateral organizations including donors, international professional bodies, international training / research institutions, and rural / urban international civil societies) in which the GLTN partner organizations are organized along with representatives of grassroots organizations and the Secretariat. The IAB has an independent chair or co-chair. IAB members provide mostly strategic and sometimes technical advice on programme planning and implementation. Finally, the Steering Committee is composed of representatives of UN-Habitat and formally serves as the overall decision-making body of GLTN. The Steering Committee approves the annual work programme and budget of GLTN; it also provides strategic guidance to ascertain alignments and compliance with the policy and strategic framework of UN-Habitat and the United Nations in general.

Figure 2: The GLTN Organizational Structure



Source: *GLTN Phase 2 Programme, Mid-Term Review June 2016.*

STDM Training for Community Enumerators in Mungule, Chamuka Chiefdom, Zambia. Photo © UN-Habitat/John Gitau.

3 EVALUATION APPROACH AND METHODOLOGY

3.1 THEORY OF CHANGE

38. As applied to evaluations, "Theory of Change" (TOC) analyses the sequence of desired changes (called "causal" or "impact pathways") to which the project is expected to contribute. It shows the causal linkages between changes at different results levels – i.e. outputs, outcomes, intermediate states, objectives, impact – and identifies the factors that influence those changes. The reconstruction of causal pathways helps to identify the linkages that connect outputs to outcomes, and the "intermediate states" that must be reached to have the intended impact. The TOC also identifies "impact drivers" that move implementation forward and "external assumptions" in project design that affect performance but are outside the project's influence. TOC offers a useful analytical tool both for planning project implementation and for evaluating the implementation approach used.

39. GLTN 2´s stated objective is to ensure that international organizations, UN-Habitat staff, related land programmes and projects, and targeted national and local governments are better able to improve tenure security of the urban and rural poor. The project objective, in turn, leads to the project goal of contributing to poverty reduction and sustainable development by promoting secure land and property rights for all. Results and impacts are measured according to the SMART indicators included in the results framework. Attribution conflicts are avoided in the project´s design, to the extent that the project objective, goal and expected accomplishments (EAs) underscore the GLTN´s catalytic and facilitative role. However, several of the indicators and targets are based on the adoption of land tools, approaches and policies by target groups that include national and local governments and communities that are outside the project´s direct influence.

40. GLTN 2 is supported by a well-designed project document that expands on the experience and achievements of the first phase. Its design reflects an internal consensus on the future direction of the GLTN and has been validated through partner questionnaires and interviews. Draft versions of GLTN 2 were presented to and commented on by the Steering Committee and International Advisory Board, which includes the Network´s main donors. These consultations have contributed to a project design that is simple, straightforward and clearly articulated.

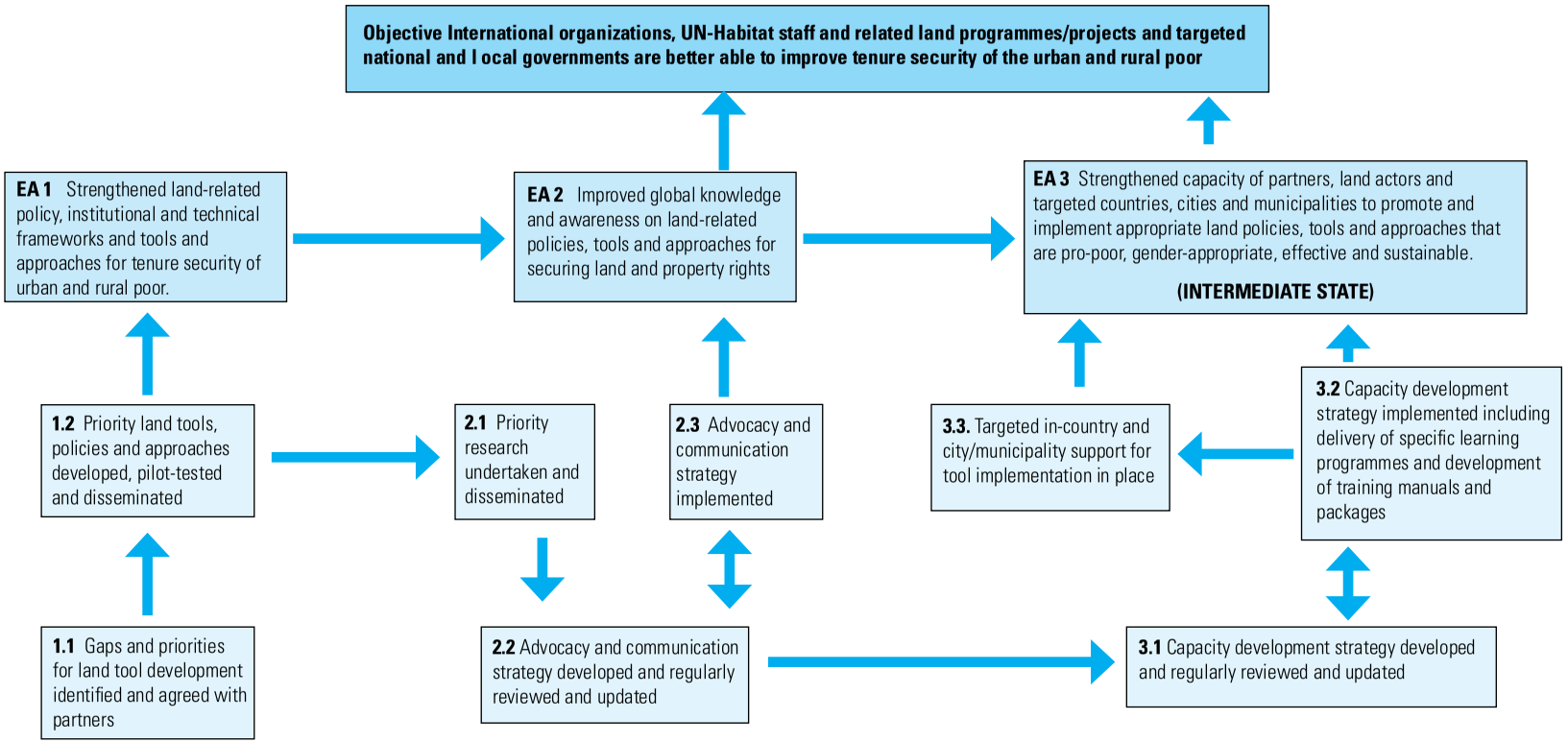
41. The project's logical framework was analysed according to causal pathways or results chains that indicate the extent to which complementary outputs and outcomes are connected sequentially; in several cases, one output or EA provides inputs for the

achievement of another. These pathways are illustrated in Figure 3 below. There are high levels of connectedness between outputs and their respective EAs, and between EAs linked to different components. The high degree of articulation is indicative of good design and underscores the importance of considering the inter-dependency of outputs and outcomes when planning implementation.

42. There is a general progression from the prioritization and design of land tools and approaches (EA 1) to their dissemination and demonstration (EA 2) and incorporation within capacity building and knowledge management initiatives (EAs 2 and 3). Outputs lead to their respective expected accomplishments (equivalent to outcomes or results). Although some project elements appear to overlap (i.e. outputs 3.3 - 3.2, outputs 1.1 - 2.1, activities 1.1.2 - 1.2.1) and might have been streamlined in their design, these overlaps are not significant and would not seem to affect the project´s effectiveness or efficiency.

43. The causal pathways or results chains indicate sequential linkages between the three EAs and their respective outputs. For example, the development, testing and dissemination of priority land tools, policies and approaches (Output 1.2) provides inputs to the design of the advocacy and communications strategy (Outputs 2.1 and 2.2), enabling the implementation of this strategy (Output 2.3) and contributing to improved global knowledge (EA 2). Likewise, the development and periodic updating of the communications and awareness strategy is linked to the design/updating of the capacity development strategy (Output 3.1) that, in turn, leads to the third expected accomplishment, which is the intermediate state that must be reached in order to achieve the project objective and generate the expected impact. The linkages between outputs pertaining to different EAs are underscored by the sequential progression of expected accomplishments. Hence, the design, prioritization and dissemination of land tools, approaches and policies (EA 1) is essential to improve global knowledge and awareness (EA 2), but both EAs must necessarily culminate in strengthened capacities of partners, land actors and targeted countries, cities and municipalities (EA 3) to achieve the project objective.

Figure 3: Causal Pathways and Results Chains Connecting Outputs, Outcomes and the Objective



Based on this analysis, two results chains emerge from the GLTN 2 design:

- There is a logical progression that links the products derived from the outputs under the first expected accomplishment (land-related policy, institutional and technical frameworks and tools and approaches for tenure security) to improved global knowledge and awareness (EA 2), which, in turn, enables the strengthening of capacities to promote and implement land policies, tools and approaches (EA 3, which also represents the intermediate state preceding impact). This results chain indicates an implementation sequence that connects **Output 1.1** (gaps/ priorities for land tool development identified and agreed) **> Output 1.2** (priority land tools, policies and approaches developed, pilot-tested and disseminated) **> Output 2.1** (priority research undertaken and disseminated) **> Outputs 2.2** (advocacy and communication strategy developed and regularly reviewed/updated) and **2.3** (advocacy and communication strategy implemented) **> EA 2** (improved global knowledge and awareness).

- **Outputs 2.2**. and **2.3** additionally feed into the project´s capacity development component, by linking to the pathway that connects **Output 3.1** (capacity development strategy developed and regularly reviewed/ updated) **> Outputs 3.2** (capacity development strategy implemented) and **3.3** (targeted in-country and city/municipality support for tool implementation in place) > **EA 3** and **Intermediate State** (strengthened capacities to promote and implement land policies, tools and approaches) **> Objective** (stakeholders and projects are better able to improve tenure security of urban and rural poor).

45. The TOC analysis suggests that strengthened capacities of partners, land actors and targeted countries, cities and municipalities to implement land policies, tools and approaches is the fundamental outcome that must be reached in order to achieve the project objective. In this regard, EA 3 represents the intermediate state that builds on the results of the other components and directly precedes impact. At a lower level, designing/prioritizing pro-poor land tools and approaches (Outputs 1.1 and 1.2) represent key deliverables that offer essential inputs for the design of both the advocacy and communications (Output 2.2) and capacity development (Output 3.1) strategies. As such, their early delivery is essential to enable the timely implementation of the subsequent outputs under the three project components.

46. The following are impact drivers and external assumptions that are likely to influence GLTN 2 performance and impact:

Impact drivers:

- The inclusion of land tenure and urban improvement issues with the Sustainable Development Goals
- The momentum, partnership network and expectations developed during GLTN Phase 1
- GLTN 2´s strategic positioning with regards to UN-Habitat and the New Urban Agenda

External assumptions:

- Pro-poor and gender-appropriate land tools, policies and approaches can be effectively implemented and impacts generated within the project timeframe
- National and local governments have the capacities and political will to apply land tools, policies and approaches
- Implementing partners have the capacities and resources to adequately demonstrate and transfer land tools, policies and approaches
- GLTN 2 partners and members demonstrate the commitment and ownership that is needed to move project initiatives forward, despite supporting the Network on a voluntary basis, without remuneration.

3.2 EVALUATION APPROACH

47. The final evaluation of GLTN 2 was based on the criteria of relevance, effectiveness, impact outlook, efficiency and sustainability, and is expected to articulate lessons learned and recommendations towards the next phase. These criteria were approached through a series of guiding questions that are drawn from the Terms of Reference[1] (Annex 1). The evaluation approach combined the desk review of project documentation, country visits and Skype interviews with GLTN 2 focal points and representatives of multi/bilateral development organizations, international professional associations, international civil society organizations, research and training institutions, grassroots organizations and NGOs that are partners in the Network (Annexes 2 and 3). The initial desk review and subsequent Skype interviews were followed by country visits to Kenya (where the evaluators met with the GLTN 2 Secretariat, UN-Habitat focal points and some members of the Evaluation Reference Group and members of the Steering Committee), Zambia, Uganda, DRC and Nepal to observe the implementation of land tools and other approaches for land tenure security, and to interview executing partners and target beneficiaries. Both evaluators jointly participated in the Kenya visit and subsequently divided to cover the other countries simultaneously. After the country visits, the evaluators started the analysis and integration of data, followed by the joint formulation of the evaluation report.

[1] An evaluation matrix with guiding evaluation questions and target focus groups are provided in Annex 4.

48. The evaluation approach involved the following stages:

49. **Desk review (January-mid February 2018).** The desk review informed the evaluators of what data was available and where there were gaps, and provided a preliminary overview of design and performance. It also helped to flag component-specific questions to follow up on with different stakeholders. A bibliography is provided in Annex 9. Most of the documentation was uploaded by UN-Habitat via Dropbox. The desk review included the following documents:

- Original GLTN Phase 2 project documents, results framework and implementation plans
- Annual work plans
- Annual monitoring reports
- Publications and articles on the GLTN website
- The 2016 Mid-Term Review
- Donor reports and evaluations
- Strategic plans, such as UN-Habitat's Medium-Term Strategic and Institutional Plan/MTSIP (2008-2013) and Strategic Plan (2014-2019), relevant national development plans and other policy documents (e.g. New Urban Agenda, SDGs, Land Policy Initiative and VGGTs)
- Outreach and communication materials generated under GLTN Phase 2
- Conference reports and minutes of IAB and Steering Committee meetings
- Documented evaluations of training events

50. **Inception interviews (late January 2018):** Early into the desk review, the evaluators held initial online briefings with the GLTN 2 coordinator and members of the Secretariat, UN-Habitat Evaluation Unit and the Evaluation Reference Group. The briefings provided an initial overview of the project's background and stakeholder expectations for the evaluation, as well as discussions leading to a preliminary consensus on the evaluation timelines and methodology.

51. **Elaboration of an inception report (early February 2018):** Based on the desk review and inception interviews, the evaluators prepared an inception report that represented the evaluation´s first deliverable. The IR presented the preliminary findings of the desk review and described how the evaluation would be carried out. The report outlined the evaluation´s methodological approach, timelines and target groups/respondents. Once approved, the inception report became the main reference document for the evaluation.

52. **Skype interviews with project stakeholders (February 2018):** A comprehensive list of GLTN 2 partners and project stakeholders – multi/bilateral development organizations, international professional bodies, research and training institutes, NGOs and international civil society organizations, grassroots organizations – was elaborated in consultation with the GLTN Secretariat. The evaluators scheduled Skype interviews in February, in advance of the country visits, to document their views concerning the Network´s performance, impact and future direction. Skype interviews were also held with UN-Habitat staff and GLTN participants in countries that were not visited, such as Iraq, Afghanistan, Philippines, Colombia and Haiti. The list of people interviewed is attached to this report (Annex 3).

53. **Country visits (mid-February-early March 2018):** The evaluators visited the pilot countries in which GLTN 2 land tools and approaches for urban/rural tenure security were implemented. The GLTN Secretariat organized the agendas for the country visits in consultation with the relevant partners. The following schedule was confirmed:

    - Kenya (19-23 February)
    - Zambia (26 February – 1 March)
    - Uganda (26 February – 2 March)
    - DRC (5 – 8 March)
    - Nepal (5 – 8 March)

54. The evaluators divided the country visits, with the exception of Kenya, to simultaneously interview implementing GLTN partners, national/sub-national stakeholders and beneficiary representatives. The visits provided insight into the relevance, efficiency, effectiveness and lessons drawn from GLTN initiatives at national and sub-national levels, and into the various factors that have affected performance and impact in the field.

55. **Analysis of information and findings, and preparation of draft terminal evaluation report (March-April 2018).** The evaluators analysed the data generated from the desk review, Skype interviews and country visits. They identified tendencies in project performance based on the thematic criteria and guiding questions that were included in the ToR. A draft evaluation report was elaborated following the format and criteria outlined in the ToR. The draft report was reviewed by UN-Habitat's Evaluation Unit, GLTN 2 Secretariat and other partners as determined, and feedback was given for the final version. Evaluation findings were presented and discussed at the GLTN partners' meeting in April 2018, and the final version of the evaluation report circulated for partner feedback and discussion.

3.3 METHODOLOGICAL CONSIDERATIONS

56. The evaluation was expected to address a broad range of activities (advocacy, capacity development, knowledge management and demonstration) that were implemented by the GLTN Secretariat and a diverse group of institutional partners, including bilateral/multilateral organizations, international professional bodies, training and research institutions, international civil society organizations, grassroots associations and NGOs – at global, regional, national and sub-national levels. In-country initiatives were implemented through national partners identified through scoping missions. The various initiatives were implemented in different contexts and addressed different expectations.

57. The ToR was multi-tiered in scope and design. While much of the evaluation's analysis was centred on GLTN 2´s performance and impact vis-à-vis the stated project objective and expected achievements, there was a political dimension that was concerned with GLTN´s strategic positioning in relation to the New Urban Agenda, SDGs and broader international community. This, in turn, related to the comparative advantages and disadvantages of the Network´s association with UN-Habitat and other United Nations agencies, its internal governance structure and organizational framework, and the expectations of its partners and members. Moreover, the evaluation carried an explicit, forward-looking dimension with consideration of emergent opportunities and best practices to be up-scaled during the next phase.

58. Given the quantity and diversity of GLTN 2 initiatives and stakeholders, the evaluators combined (i) a comprehensive desk review of programme documentation; (ii) direct interviews with the GLTN Secretariat, Steering Committee, International Advisory Board and UN-Habitat focal points from the Urban

Legislation, Land and Governance Branch and other entities working with GLTN 2, such as regional offices; (iii) missions to the five countries (Kenya, Uganda, Zambia, DRC and Nepal) that have piloted the implementation of land tools, to observe progress on the ground and interview implementing partners and target groups/beneficiaries; and (iv) Skype interviews with a broad range of partners representing bilateral/multilateral organizations, international professional associations, research and training centres, rural/urban civil society organizations, grassroots organizations and key donors. The evaluators initially proposed the design of an e-survey to reach the broader range of stakeholders and enable the quantification of findings, however, this option was discarded in consultation with the GLTN Secretariat given time constraints and the likelihood of a low response rate based on past experience.

59. The evaluators had to consider attribution issues in their assessments of performance. The GLTN has played a largely catalytic role that is based on advocacy, demonstration and capacity development, which are largely implemented through its international and national partners. The demonstration of new tools and approaches (and their effects within target communities and at government policy levels) were directly affected by national/local contexts, as well as the core institutional capacities of partners and other aspects that were largely outside the Network´s attributions. The in-country pilot implementation of land tools has largely involved national partners and the Network has, in most cases, assumed an indirect and facilitative role. As a result, the evaluators have had to consider the level of GLTN involvement and attribution when assessing effectiveness, impact and sustainability.

3.3.1 Limitations and information gaps

60. The most pressing limitation has been time. The start of the evaluation was delayed by almost a month, and the country visits and direct interviews were postponed until late February. Conversely, the evaluation deadlines were not re-scheduled accordingly and the draft evaluation report was expected at the start of April to present the main findings at the GLTN partners' meeting. As a result, the evaluators have had to process a substantial amount of data in limited time, four months in advance of the programme´s termination and documents. This has had repercussions on the depth and quality of this evaluation, considering that various country initiatives were still in progress and the GLTN 2 Final Report had not been drafted.

61. The GLTN´s second phase built on the momentum of an initial phase that focused most of its activities in Africa. Although the second phase did implement activities in countries from other regions (Nepal, Iraq), the concentration of pilot initiatives in African countries (Kenya, Zambia, Uganda and DRC) carried the risk of introducing a regional bias to the evaluators´ analysis that could weaken the analysis of the programme´s interregional and global dimensions. The evaluators have made an effort to secure Skype interviews with at small sample of GLTN partners and UN-Habitat staff based in countries outside the African region (Iraq, Afghanistan, Philippines, Colombia and Haiti).

62. GLTN 2 is ongoing and will finalize in June 2018. Some of the Network´s initiatives are still under implementation and results are at an incipient stage in many cases. As a result, the ex-post perspective that is essential to reliably assess impact and sustainability was sometimes lacking. Changes in the land sector

often require medium-term horizons that exceed the project period. Support for capacity development, institutional strengthening and policy advice tends to require gestational periods to show effects that are also likely to exceed the project´s duration. Hence, the evaluators were not able to capture the full impact potential of initiatives that were still under implementation, e.g. Nepal.

63. There were information gaps. As noted, the final programme report is essential to convey a comprehensive internal assessment of performance, impact, sustainability and contributing factors, but was not available at the time of the evaluation. Country reports were needed in advance of the evaluators´ missions but only a few were reviewed (aside from brief summaries). In order to reliably assess the impact of capacity development activities, the evaluators needed to review participant evaluations of training courses and other learning events; these were not received and the evaluators have based their assessment on intermittent interviews with national partners who were trained, and anecdotal reviews by participants that were provided by the GLTN Secretariat´s capacity development expert.

64. Although the evaluators were able to interview a representative sample of partners both directly and via Skype, the decision not to pursue an online e-survey restricted the evaluators´ ability to reach the broader GLTN membership. The lack of input from the full range of GLTN partners and members may have weakened the assessment of Network management, partner participation and "ownership", and the quality of services offered to members.

Verifying property boundaries on a map generated after a participatory enumeration exercise in Nepal.
Photo © UN-Habitat/Wondimagen Tesfaye.

4. EVALUATION FINDINGS

4.1 ACHIEVEMENTS

65. The following sections assess the GLTN´s performance, effectiveness and factors that have influenced performance. The principal achievements that emerge from the analysis are the following:

- Approximately 200,000 urban and rural households are estimated to have benefited directly from the project, according to project reports. Preliminary data compiled from the field (Annex 6) indicate that tenure security was strengthened for an estimated 15,690 urban and rural households in five countries, through the pilot application of GLTN tools that have led (or are expected to lead) to the issuance of certificates of occupancy and other legal documents.

- With a combined budget of USD 1,142,870, twelve GLTN in-country pilot initiatives have indirectly leveraged public investments exceeding USD 32.5 million in infrastructure improvements, reconstruction grants and new projects that are estimated to be in excess of USD 32.5 million. This relation indicates a high leverage ratio of 1:28.

- The continuum of land rights and fit-for-purpose land administration concepts influenced the drafting of national land policies in Uganda, DRC, Zambia and Nepal, among other countries.

- The capacity and confidence of local community organizations to interact with government agencies and promote local initiatives were strengthened through their participation in land tools' implementation, such as the STDM and participatory mapping and enumeration.

- An estimated 2,259 people improved their knowledge of pro-poor and gender-responsive land tools and approaches, through the implementation of 101 capacity development initiatives. In total, 40 per cent of the GLTN´s capacity development participants were women.

- Through advocacy and partnerships, land tenure issues are receiving greater recognition in global development forums and platforms. Major achievements in this respect were: (i) the adoption of land-related indicators for seven Sustainable Development Goals (SDGs), providing a global monitoring framework for the collection of comparable data and reporting at scale; three of these indicators (1.4.2 Proportion of total adult population with secure tenure rights to land, 5.a.1 and 5.a.2 Share of women among owners or rights-bearers of agricultural land by type of tenure) were recently elevated to Tier 2 status; (ii) the inclusion of land tenure and the continuum of land rights in the New Urban Agenda that was approved at Habitat III.

- The GLTN´s work has contributed to greater consistency in the use of land tenure concepts, indicators and approaches by international donors, development agencies, research and training institutions, surveyors' associations, civil society organizations, grassroots associations and other land actors. This convergence is reflected in the adoption of global SDG land indicators, the work of the Global Land Indicators Initiative and Global Donor Land Platform, and various regional and bilateral initiatives.

4.2 RELEVANCE (EVALUATION RATING: HIGHLY SATISFACTORY)

66. Land rights matter and are increasingly present in the global development agenda. The evaluators found the GLTN to have fundamental relevance to the global challenges of rapid urbanization, inequitable land distribution and insecure tenure, which have a direct influence on food insecurity and the movement of vulnerable populations towards the urban periphery (in both developing and developed countries) to escape poverty, landlessness, natural disaster and armed conflict.

67. The GLTN aims to improve pro-poor and gender-responsive tenure security in informal urban settlements and rural areas, some of which have faced land conflicts. This goal is important against the current situation in which under 30 per cent of the global population has access to formal land registration, one in seven households live in urban slums, and an equivalent proportion is undernourished and lacks access to clean water. It is estimated that over 60 per cent of Africa´s urban population lives in slums, 30 per cent of Asia´s and 24 per cent or more in Latin America. The GTLN´s relevance to the present juncture is reinforced by future scenarios in which the combined effect of population growth, skewed land distribution and urban expansion (expected to grow by 175 per cent by 2030) will significantly increase the future numbers of rural and urban poor people lacking basic services.[2]

68. In response, land issues are achieving greater inclusion and a higher profile within global frameworks and regional platforms such as the Sustainable Development Goals (SDGs), the Global Land Indicators Initiative (GLII), the New Urban Agenda, Africa´s Land Policy Initiative (LPI) and emerging national policies that are acknowledging the continuum of land rights and fit-for-purpose land administration concepts which are fundamental to the GLTN. Security of tenure, in particular, becomes essential to contain rural-to-urban migration, encourage the resettlement of displaced populations in areas recovering from conflict or natural disaster, and to encourage slum improvements and the extension of basic services by local government.

4.2.1 Consistency with relevant partner strategies

69. Since its inception, the GLTN has addressed a strategic need of its partners and the international community in general: it was created to respond to the lack of operational mechanisms for implementing new land policies that were, in many cases, supported by international donors and development agencies.

70. The GLTN Phase 2 programme is consistent with the relevant development partner strategies. In addition, GLTN supports regional programmes, including the Land Policy Initiative (LPI), whose capacity development programme has been implemented by GLTN as its partner. The GLTN Phase 2 programme also supports country-level activities, including pilot testing and rolling out of land tools, land policy reforms and donor coordination through development partners' groups; it does so in partnership with national governments and donors.

71. Under its second phase, the GLTN offers options to conventional land registration systems whose services lag behind demand, are slow-moving, costly and therefore difficult to sustain. Validating existing/new land tools and approaches through field applications that also generate tangible collective benefits is the fundamental driver of the GLTN´s growth and ability to attract partners based on mutual benefit. While the GLTN actively seeks new partners and funding, it is also sought by donors, development agencies and CSOs to

[2] UN-Habitat and GLTN (2012), Mennen (2015) and FAO (2016)

support their own advocacy platforms, projects or research activities. The connecting of supply and demand has led the GLTN into "win-win" relationships with institutional partners that are mutually beneficial.

72. The VGGTs provide global reference norms of land governance with the goal of promoting food security and sustainable development with improved land access and pro-poor rights. Developing the VGGTs has involved various partners led by FAO, and the guidelines have since been adopted by 47 countries. The globally-comparable land tenure indicators that were developed by the Global Land Indicators Initiative (a multi-stakeholder platform hosted and facilitated by the GLTN), some of which were incorporated into the SDGs, are consistent with the aspirations of the VGGTs. GLTN´s work in this regard is contributing to institutional synergies that promote the harmonization of indicators for monitoring land governance issues globally.

73. Africa´s Land Policy Initiative (LPI), recently renamed the African Land Policy Centre, is a regional initiative of the African Union Commission (AUC), African Development Bank (AfDB) and United Nations Economic Commission for Africa (ECA) for improving land access and governance for regional development. Since it was established in 2006, the LPI has developed into an important mechanism for policy dialogue and the discussion of new proposals. The GLTN and global partners from the research & training cluster have given training and capacity building assistance to implement LPI´s Strategic Plan.

74. The International Fund for Agricultural Development (IFAD) has worked with the GLTN since 2011 through the "Land and Natural Resources Tenure Security Learning Initiative for Eastern and Southern Africa" (TSLI-ESA) that recently completed its second phase. This learning initiative intends to integrate pro-poor approaches to land and natural resource rights from across the region, raise capacities of IFAD staff and partners on land issues, and support selected IFAD projects with GLTN tools for monitoring, gender inclusion, managing irrigation water resources and achieving tenure security.

75. The STDM tool was used to integrate land tenure indicators and provide tenure security in rural and urban areas that are part of the growing "urban/rural interface". Under the TSLI-ESA initiative, the National Irrigation Board in Mwea, Kenya, has implemented participatory mapping and enumerations in the country´s main rice producing district with the assistance of a national GLTN partner (RECONCILE), as have oil palm farmers linked to the IFAD-supported Kalangala Oil Palm Growers Trust (KOPGT) in Uganda. The STDM tool has helped establish clear boundaries, rationalize the allotment of irrigation water resource and agricultural inputs, and reduce land conflict in Kenya´s Mwea area (which produces over 70 per cent of the country´s rice). STDM has also strengthened the land tenure security of oil palm farmers in Uganda´s Kalangala district who had received a significant portion of the KOPGT loan portfolio yet faced eviction. In both cases, there are plans to apply the tool on a broader scale, under the follow-up phases of the Upper Tana Natural Resource Project in Kenya and the Vegetable Oil Development Project (VODP) in Uganda. Through the TSLI-ESA initiative, IFAD has also disseminated land tools to Kenya's Smallholder Dairy Commercialization Project (SDCP), Malawi´s Smallholder Agricultural Production Project (SAPP) and Mozambique´s "Direito do Uso e Aproveitamento da Terra Rurale (RDUAT)".

"GLTN is our natural partner to do the job. They have an ongoing programme in Uganda and they are able to deliver."

Senior official of the Netherlands Embassy in Uganda, on collaboration with GLTN for food security projects.

76. The Government of the Netherlands supports international cooperation for food security in Africa and is the lead donor for GLTN activities at the country level. Land tenure indicators developed by the Network are being used by Netherland´s Food Security Tracking System, and GLTN tools will be applied to bilateral projects in Uganda.[3] Sweden´s International Development Cooperation Agency (SIDA) and the Government of Norway support a wide range of land-related initiatives and have provided funding to the GLTN since its inception; both are represented on the International Advisory Board (IAB). The concepts and approaches promoted by the GLTN have resonated with global civil society and grassroots organizations, such as the International Land Coalition (ILC), Slum Dwellers International (SDI) and Landesa, that articulate a broad range of national partners. Habitat for Humanity International introduced a land campaign through its global programmes that is based on the continuum of land rights and fit-for-purpose land administration concepts. Habitat for Humanity has participated in GLTN training events and uses the STDM tool in projects to ensure tenure security before investing in housing and infrastructure improvements, e.g. Haiti.

"STDM becomes handy because you are able to overlap different variables. We were able to get rich data that can help us to extend services. After ACTogether piloted STDM, KCCA has sent physical planners to STDM training… I think it's a good tool."

A senior official of the Kampala Capital City Authority.

77. The GLTN´s relevance to donor coordination is reflected in the use of land tenure indicators that were developed with its support. Germany´s Ministry for Economic Cooperation and Development (BMZ) is promoting "a range of possible forms of tenure" and refers to the continuum of land rights and GLTN tools in the new guidelines for "Land in German Development Cooperation: Guiding principles, challenges and prospects for the future".[4] Similarly, the Global Donor Working Group on Land supported the inclusion of tenure security indicator 1.4.2 in the SDGs with the view that "the land rights [SDG] indicator must extend beyond ownership – tenure security (or "secure land rights") encompasses more than ownership and should be the term used in the indicator".[5]

78. Core concepts and approaches are reflected in national land policies and development plans of several countries that were part of the second phase. The continuum of land rights and fit-for-purpose land administration have helped in shaping national policies for Kenya, Uganda and Zambia that recognize different forms of land tenure. In Uganda, the GLTN was instrumental in establishing the Land Policy Implementation Secretariat within the Ministry of Lands as a coordinating mechanism that was initially staffed with volunteers and is now a permanent entity funded under the ministry´s budget. The GLTN has enabled the participation of Nepal´s Community Self-Reliance Centre (CSRC), a national NGO that leads the land rights platform, in the formulation of the new land policy in collaboration with the Ministry of Agriculture, Land Reform and Cooperatives. The draft policy addresses the inequities of land access and distribution that triggered a national armed insurgency during most of the past decade. GLTN´s relevance in Nepal is reinforced by the broad land governance and capacity development needs of 751 new municipal governments that were created (and authorities elected) by the 2015 Local Self Governance Act.

"For us it´s been a natural partnership"

GLTN Partner from the Research & Training Cluster.

[3] STDM will be applied in target agricultural zones within Kigezi, Elgon and Kyoga districts.

[4] GLTN 2015 Annual Report.

[5] Policy Brief 11 of September 2015 and GLTN 2015 Annual Report, p. 9.

79. The piloting of STDM in rural villages of Nepal that were devastated by the 2015 earthquake has demonstrated a cheaper and more effective method for registering land occupancy, enabling famers to apply for reconstruction grants with greater expediency. The Survey Office of Dolgha District is currently shifting its database to STDM open source software and will conduct cadastral surveys in several villages using this tool; if successful, there are possibilities that this would replace the current commercial software (often involving incomplete "bootleg" versions) on a national scale. Zambia´s Ministry of Local Government and Housing received GLTN training and technical support for the drafting of the New Urban Policy. STDM and participatory mapping and enumeration have been successfully applied in customary lands (a category that covers most of Zambia´s territory and some of the urban and rural pilot sites in Uganda). Tools such as the STDM, participatory mapping and enumeration, GEC and land mediation feed into land-use planning and are particularly useful in post-conflict and disaster situations, based on pilot experiences in most of the pilot countries. The Gender Evaluation Criteria (GEC) and land mediation tools were successfully piloted in Uganda and the DRC with a reported positive impact on women´s land rights.

80. The continuum of land rights and fit-for-purpose land administration are reflected in the draft revisions made to Uganda´s Registration of Titles Act by the Ministry of Lands and Housing & Urban Development, Makerere University and the Institute of Surveyors of Uganda. Following successful participatory mapping and enumerations with STDM software by ACTogether (a Slum Dwellers International affiliate) in two informal urban settlements, the Kampala Capital City Authority (KCCA) plans to apply these tools in four additional slum areas through a separate programme that will be funded by the European Union.

81. GLTN tools have been highly relevant for post-conflict and disaster resettlement strategies based on pilot experiences in Africa, the Middle East and Nepal. STDM was successfully used to resettle 1,000 displaced Yazidi households in northern Iraq in their ancestral land following 40 years of displacement and persecution. The Iraqi Government´s Council of Ministers is considering a resolution to grant full property rights to Yazidis that would be approved by decree, setting an important milestone in national reconciliation, the resettlement of vulnerable populations and reactivation of their livelihoods. GLTN tools have also been piloted to improve the tenure security of returnee settlements in Darfur, Sudan. As noted, land mediation tools were successfully demonstrated in three eastern provinces of the DRC, in association with STDM, participatory enumerations and land-use planning with support from DFID. In such cases, the combined use of different land tools served to illustrate the comparative advantages of the fit-for-purpose land administration and the continuum of land rights concepts that are central to the GLTN philosophy.

82. The Gender Evaluation Criteria (GEC) tool has been applied by the Uganda Land Alliance, the ILC and Huairou Commission. Interviewed users in Uganda consider the GEC to be a useful tool that has advantages over other gender checklist formats; the GEC has been used to generate baseline data on gender tenure issues, and as a tool to monitor gender inclusiveness on the basis of its indicators. As with other GLTN tools, the GEC requires group participation in its application and has therefore contributed to building local capacities.

4.2.2 Responsiveness to global SDGs, the New Urban Agenda and UN-Habitat´s strategies

83. GLTN´s relevance to global land issues grew significantly before and after proposed land tenure indicators were approved for several Sustainable Development Goals (SDGs), an achievement that involved FAO, the World Bank and the Millennium Challenge Corporation as well.

84. While the SDGs were adopted after GLTN Phase 2 had started, the implementation strategy was re-aligned to enable the adoption of land tenure indicators for specific SDGs (SDGs 1, 2, 5, 11, 14, 15 and 16) to monitor progress towards their achievement. The inclusion of land indicators to measure SDGs, for example 1.4.2 "Proportion of total adult population with secure tenure rights to land" and 5.a.1(b) "Share of women among owners or rights-bearers of agricultural land by type of tenure", enables the monitoring of progress towards global goals with land dimensions that would otherwise have lacked a measurement framework.[6] Indicator 1.4.2 was recently elevated to Tier 2 status by the Inter-Agency Expert Group on SDGs (IAEG-SDGs), approving a global methodology for monitoring tenure security and enabling the collection of comparable data and reporting at scale.

    These indicators are being used by the Global Land Indicators Initiative (GLII), the Global Property Rights Index and ILC dashboard, in addition to several land monitoring initiatives. GLTN partner advocacy influenced the inclusion of tenure security and the continuum of land rights within New Urban Agenda (NUA) that was adopted at Habitat III and recognizes tenure security and housing rights as requirements for sustainable, resilient and efficient cities.

85. The GLTN is relevant to UN-Habitat´s global positioning and partnership network, being considered the agency´s "flagship programme." GLTN 2 has been responsive to UN-Habitat's Medium-Term Strategic and Institutional Plans for the 2008-2013 and 2014-2019 periods, through its relevance to urban legislation, land and governance objectives. However, the Network´s fundamental relevance lies in expanding the agency´s conceptual-operational scope from cities and urban issues to encompass the expanding rural-urban interface and vulnerable rural lands. This has opened new partnership and cooperation opportunities with entities such as IFAD and FAO, and helped in mobilizing resources from IFAD. GLTN´s support has additionally contributed to strengthening UN-Habitat´s position within the United Nations system by the drafting of "General Guidance Note on Land and Conflict" that (once approved) will influence the policies and strategies of United Nations agencies towards land governance and related post-conflict issues.

86. Regarding women and youth, GLTN Phase 2 supports the development and dissemination of land tools focused on them and the country-level programmes promoting them; they are also embedded in its M&E systems which require data to be disaggregated based on age and sex. GLTN Phase 2 also takes into account human rights and emergency response/post disaster situations. Regarding the poor and vulnerable, GLTN Phase 2 has a pro-poor focus both in its strategic approach as well as in the programming of specific partner projects.

[6] Land is included in four of 17 SDGs: ending poverty (goal 1), ensuring food security (goal 2), achieving gender equality and empowering women (goal 5) and restoring sustainable use of terrestrial ecosystems (goal 15). Land also contributes to three additional goals: sustainable cities and communities (goal 11), sustainable use of marine resources (goal 14) and promotion of peaceful and inclusive societies (goal 16).

4.2.3 Relevance of intended outputs and outcomes to the needs of target rural and urban beneficiaries

87. An important indicator of the relevance of GLTN Phase 2 outputs and outcomes to the needs of the intended beneficiaries is the acceptance of the paradigm shift in regard to land rights in two particular areas: a continuum of land rights, which integrates social tenure with legal tenure and flexibility to upgrade along the continuum, and fit-for-purpose land administration that advocates for a spatial framework that meets current needs and is upgradable. These new approaches have received international recognition and have been embraced by rural and urban beneficiaries, especially on rural customary land and in urban informal settlements, respectively, which provide improved tenure security at scale and are affordable by the poor. The international recognition, together with growing demand for scaling up from various countries where they have been pilot-tested, is strong confirmation of the relevance of these outputs of GLTN Phase 2.

88. Another indicator of the relevance of the GLTN Phase 2 outputs and outcomes is the adoption of the pro-poor land approaches and the growing demand of GLTN tools for scaling up in countries where they have been pilot tested and with an increasing number of implementation partners getting involved in their use. A growing number of international partners have adopted the tools and approaches in their own programmes and mobilized funds to implement them. In addition, partners have expressed the need to expand the tools to other regions, necessitating adaptation of the tools. In all these cases, the driving interest is the relevance of the outputs and outcomes to the needs of the rural and urban beneficiaries.

89. The GLTN´s second phase was designed in a manner that has relevance to the interests of both its international and national partners, and of the urban and rural poor who participate in the pilot activities. The project strategy articulates the design of land tools and approaches that are pro-poor and gender sensitive (EA1) to their dissemination and demonstration (EA 2) and are incorporated into capacity building and knowledge management initiatives (EAs 2 and 3). Collectively, they lead to the objective of improving the ability of international organizations, UN-Habitat staff and targeted national/local governments to improve the tenure security of the urban and rural poor. Outputs 3.2 "Capacity development strategy implemented" and 3.3. "Targeted in-country and city/municipality support for tool implementation in place" directly feed into the "strengthened capacity of partners, land actors and targeted countries, cities and municipalities to implement land policies, tools and approaches" (Expected Accomplishment 3) that is necessary to have impact. The in-country demonstration of STDM and other GLTN tools has leveraged certificates of land occupancy that have improved the tenure security of hundreds of urban and rural households, and leveraged investments in infrastructure and services that otherwise might not have been realized (Annex 6).

90. A more in-depth assessment of the GLTN´s performance in achieving planned outcomes and outputs under its second phase is presented under sections 4.3 "Effectiveness" and 4.4 "Impact Outlook" of this report.

4.3 EFFICIENCY (EVALUATION RATING: PARTIALLY SATISFACTORY)

4.3.1 Design and implementation approach

91. The design of GLTN 2 benefited from the experience of the first phase. The implementation strategy and planned deliverables build on the achievements of the first phase and reflect a clear understanding of the Network´s comparative advantages, for example, the ability to work catalytically through diverse partners and emergent opportunities such as extending global advocacy through the New Urban Agenda, SDGs and donor platforms and demonstrating land tools in pilot countries to influence national policy and encourage replication. The results framework of the programme is straightforward and un-cluttered; there is a high degree of correspondence between the three expected achievements, which overlap to some extent in their indicators and targets. Likewise, the three EAs and eight outputs follow a logical progression, with linkages that integrate normative and operational elements. Advocacy, capacity development and policy advice are supported by in-country demonstrations and evidence-based results. Land tools must be tested in at least four countries before they are validated for dissemination. The selection of pilot countries involved a detailed scoping process with missions to identify suitable partners and initiatives. The attention given to pre-implementation planning has taken time, but has probably raised the GLTN´s relevance and efficiency on the ground.[7]

92. The participation of global partners in these initiatives occurs through five clusters that group partners with common interests; their level of involvement is voluntary and usually unremunerated, unless they are contracted to deliver specific services or products.[8] The emphasis on voluntary initiative lowers operational costs, although this arrangement also affects the levels of commitment and pro-activeness. Pilot country initiatives were generally implemented by national partners in a cost-effective manner compared to the cost of contracting international expertise. The role of the GLTN and supporting global partners has focused more on training and technical guidance rather than on direct involvement. Examples include the participation of GLTN partners in the development of the responsible land administration curriculum that is being taught at six universities and research institutions, the volunteer support given by the International Surveyors Federation (FIG) for STDM training in pilot countries, and the collaboration of Kadaster (Netherlands) in Nepal.

93. The implementation of country pilot initiatives has been efficient and cost-effective for the most part. Figures for 2017 expenditure indicate that the highest budget delivery rate (94 per cent) corresponded to the IFAD/Netherlands contribution that funds country pilot initiatives for the demonstration of land tools. In several cases, the successful application of GLTN land tools, e.g. STDM, has indirectly leveraged investments in services and infrastructure that are far superior to the cost of the pilot activity (Annex 6).

[7] By design, country selection involves a five-step process encompassing (i) assessment of the national context, (ii) meeting key stakeholders, (iii) preparation of a country implementation plan, (iv) implementation and monitoring of the agreed strategy, and (v) feedback and evaluation. Although few country initiatives have reached the final stage due to a delayed start and/or pending deliverables, i.e. final issuance of certificates of title or occupancy, the efficiency of the approach is reflected in the selection of committed national partners, and generally efficient pilot implementation processes in the countries visited. In the case of Nepal, the initial GLTN scoping mission was able to simultaneously identify both the implementing partner and the target communities.

[8] There are currently five clusters that articulate partners from 1) multilateral and bilateral organizations, 2) international professional bodies, 3) international training and research institutions, 4) international rural and urban civil society organizations, and 5) grassroots organizations. Each cluster has a nominated member who serves on the International Advisory Board, with the GLTN Secretariat and a representative of the main donors.

94. GLTN´s implementation strategy was highly catalytic, facilitating the involvement of global partners and national partners in the design and demonstration of land tools with national partners. Implementation arrangements have been more efficient at the country level, where the GLTN has contracted national partners and focused its own efforts on technical guidance and capacity building rather than direct implementation. This has lowered the overhead costs that are associated with starting new projects or stationing international staff. The use of GLTN tools to support ongoing programmes and mandates of national and local partners is likely to have shortened the inception phase for activating these initiatives as well. The association with UN-Habitat has generated in-kind support that includes funding for three positions within the Secretariat and in countries with agency representation, access to working space, communications and the United Nations corporate image.

95. These findings indicate that the GLTN´s catalytic approach enhanced the cost-effectiveness and sustainability of country-based activities. There were cases in which GLTN pilot activities failed to take off or deliver the expected results; these were often influenced by external factors – time constraints and delivery pressures on the part of the government or donor (Afghanistan), poor timing vis-à-vis political cycles (Colombia), lack of policy resonance (Haiti) and inconsistent donor support (St. Vincent and Grenadines, St. Lucia) - rather than internal inefficiencies. Other country-based initiatives were vulnerable to political instability and difficult operating environments as in the case of DRC. In several countries (Afghanistan, Haiti) these initial experiences have been followed by alternative projects that were approved and are currently being implemented.

"I liked their approach because they were able to draw from a global body of expertise and partners and apply it to a unique context."

Former Director of UN-Habitat´s Regional Office for Arab States (ROAS).

4.3.2 Efficiency of implemented activities

96. Various activities implemented under the programme were efficient in design and/or delivery, including the following:

- Development of land tools done mainly by researchers, academics and practitioners whose overhead costs are paid by their home institutions, leaving GLTN to pay mainly the operating costs (e.g. fit-for-purpose land administration; continuum of land rights; participatory enumeration; and STDM);
- Improving global knowledge and awareness through publications, advocacy materials, conferences and websites, many of which are sponsored by GLTN partners;
- Capacity development, through training of trainers of partners (donors and recipient country implementers) to pilot-test and rollout tools, with the bulk of funding undertaken by partners;
- Organizing international workshops, conferences, training events and other GLTN-related activities back-to-back to save travel, time and operating costs as well-articulated by a global interview: "Basically, resources were optimized to bring participation of GLTN partners in the region for the workshop on Land Administration and Management, organized back-to-back with the 6th Asia-Pacific Forum (APUF), and hence side events were likewise organized bringing the participants to the APUF";
- Use of volunteer residents to undertake community mobilization and participatory enumeration for STDM in rural customary lands and in most urban informal settlements, thereby saving the GLTN

money that would otherwise have paid them salaries. The justification for voluntary work was well-articulated by Chief Chamuka and his senior clan head in Zambia: "When people are doing work to benefit them and their communities, they should not be paid; on the contrary, they should be required to pay for the project benefits they are going to receive. We cannot let our people be paid for work on a project that is going to benefit them". For these Zambian rural project volunteers, the project gives them bicycle transport, gum boots and food for breakfast only.

97. The most efficient activities were associated with the implementation of land tools, in particular the STDM tool in the pilot countries. This is reflected in high delivery rates and cost-effectiveness of results in terms of project costs and the leveraging of service and infrastructure improvements. The demonstration of cheaper and effective land tools has motivated national agencies to consider their adoption. STDM training is being offered by Makerere University and the National Surveyors Institute in Uganda. The Survey Department of Nepal´s Ministry of Lands may convert to open source software once pilot applications are completed in Dolakha district.

98. STDM has demonstrated its efficiency as a tool that is able to expedite the recognition of land and property rights that lie across the continuum, using open source software and accessible technologies (hand-held GPS devices and smartphones with mobile applications) that can be managed by local stakeholders. It is significantly cheaper than commercial software that requires periodic renewals and does not require precision survey instruments. As noted by a senior official of Uganda´s Directorate of Housing of the Ministry of Lands, Housing and Urban Development: "…the steps for registering title are supposed to take two weeks but can take up to a year. STDM provides a simple tool for capturing coordinates, and even slum-dwellers can use it." The model requires the participation of target beneficiaries in mapping/enumeration activities and the validation of data, which has the benefit of directly informing stakeholders and building local organizational capacities. This has considerably reduced land disputes in sensitive, post-conflict regions such as northern Uganda´s Pader district, where conflicts in pilot villages declined by up to 80 per cent.

99. The overlaying of spatial and quantitative data provides a basis for land-use planning and has led to the approval of the land-use plans for urban slums in Nairobi (Kenya), and Kampala and Mbale (Uganda), and their incorporation into the municipal physical plan, in turn, leading to the extension of basic services and infrastructure (e.g. roads, water and sanitation points). STDM has also facilitated the return of displaced Yazidi communities in northern Iraq to their ancestral villages after more than 40 years. It has helped to expedite the processing of village applications and cadastral plans that are required for post-earthquake reconstruction grants from Nepal´s National Reconstruction Authority (NRA). Implementers and beneficiaries agree that the most time-demanding aspect of the tool is organizing the community to effectively participate and use the results; data processing and mapping is generally done within two weeks depending on scale. With open source software, the main costs are associated with the procurement of satellite images which are usable numerous times for other purposes as well, hand-held GPS devices, and the provision of daily refreshments to local volunteers.

100. Another efficient tool that was tested in pilot countries is the Gender Evaluation Criteria (GEC), a checklist of questions on gender-tenure relations that also requires group involvement and has a high learning value. This tool can be used to generate pre-implementation baseline data with indicators, and as a monitoring tool for measuring gender inclusiveness at different stages. On the other hand, the Participatory Land Readjustment tool has not been applied to the extent of the STDM tool, nor does it appear to have the same level

of demand or acceptance; UN-Habitat staff who were involved in its piloting in Colombia considered the tool to be excessively costly and complex in its current format (although similar observations can be applied to other land readjustment in general).

101. Advocacy and giving support to different platforms involve time-consuming processes that often fail to generate impact or tangible returns in the short term. However, they have global relevance and the potential for impact well beyond the scale of the actual activity, and have strengthened GLTN´s (and UN-Habitat´s) global positioning on urban and rural land issues. These may be more indicative of cost-effectiveness than efficiency in terms of budget or timelines. The GLTN has successfully driven the approval of land tenure indicators for Sustainable Development Goals (SDGs) that have a land dimension. The inclusion of land tenure indicators is an important achievement that enables monitoring global progress towards SDGs that are land-related and other land governance issues linked to other land governance frameworks. GLTN´s advocacy and technical contributions also served to catalyse a broader process that was supported by the GDWGL, United Nations agencies including FAO, UN Women, UNECA, UNEP, UNCCD, the World Bank and the Millennium Challenge Corporation (MCC) among others. Network members have advocated the inclusion of the continuum of land rights and fit-for-purpose land administration concepts within the New Urban Agenda that emerged from the Habitat III conference.

102. The training events implemented under the capacity building strategy were comparatively brief and easy to deliver, and were delivered by GLTN Secretariat technical staff and global partners associated with the research and training cluster. On a broader scale, capacity development has involved practical, hands-on participation in boundary mapping, identification and surveying exercises, and in managing databases. Beneficiaries have included survey departments, civil society organizations and the residents of the targeted urban slums and rural villages. In such cases, the training and on-site demonstrations often led to improved tenure security and access to local government services. The work at this level was generally highly efficient in terms of cost effectiveness as noted in Section 4.4. The STDM and participatory enumerations provide an inexpensive option to register vulnerable populations.[9] It also builds community relations with local government, indirectly attracts public investment in local services and infrastructure, and encourages parallel development activities initiatives as observed in Mbale, Uganda and Mashimoni settlement in Nairobi, Kenya.

103. The views of participants on the relevance and quality of training are positive for the most part. At a field level, some of the interviewed farmers considered the community awareness and organizational stages to be too long and time-demanding. This process could last several months and was best received by rural communities after the harvest and during the fallow season, when farming demands were lower. The training events seem to have been managed efficiently and there are positive testimonials, although the evaluators did not interview trainees as a focus group. Some organizations subsidized training allowances for participants, as with Rocaire in Uganda, lowering workshop costs. There were delays in holding some events in Eastern DRC due to logistical difficulties.

104. An important setback to efficiency has been the delay of country pilot initiatives that were initially planned to be implemented over a two-year period. This delay is due to a combination of internal and external variables, such as an over-extended MTE process and the delayed disbursement of donor funds, slow country scoping and pilot activation processes, national elections, turnover of government authorities

[9] The costs of demonstrating the STDM tool in pilot countries and numbers of beneficiary households are presented under Annex 6.

and changing policy frameworks, including a number of in-country pilot initiatives which began late – Nepal and the Philippines – and are striving to deliver expected results within a shortened timeframe. Although the recent decision to extend the programme until June 2018 may help some of the late-starting pilot initiatives to complete activities, this does not compensate for the reduction of implementation timelines by up to 50 per cent in some cases (e.g. Nepal) and is likely to lower their effectiveness.

4.3.3 Efficiency of institutional arrangements

105. As a network, the GLTN is driven by its global partners and UN-Habitat, both financially and in its normative-operational work. To a large extent, this represents a mutually beneficial relationship; most of the interviewed partners feel that the current organizational framework offers opportunities to broaden partnerships and participate in implementation of programme activities. Some donors, such as IFAD and the Netherlands, have used GLTN tools and indicators for the benefit of their own projects.[10] The global partners have also benefited the GLTN Secretariat by facilitating access to a range of affiliated NGOs, grassroots and civil society organizations at national and local levels. Initial contact with PAMOJA Trust and RECONCILE in Kenya, and ACTogether and UCOBAC in Uganda resulted from their association with global entities such as the International Land Coalition, Slum Dwellers International and the Urban Land Coalition among others. National partners in Uganda and Kenya became aware of the GLTN at the World Bank Land and Poverty Conference in 2016 and at Habitat III.

106. UN-Habitat´s hosting of the GLTN has brought benefits of expanding its mandate and global positioning on land issues, meeting new partners and raising funds from new sources. The GLTN is often referred to as UN-Habitat´s "flagship programme" and is clearly an important programme and funding niche for the agency, in particular its Urban Legislation, Land and Governance Branch. The institutional arrangements raise efficiency issues that relate to governance and decision-making, the roles of UN-Habitat and the global partners, the importance of building a shared vision on GLTN's future direction and growth management. Some of these were flagged by the 2016 Mid-Term Review and continue to be relevant as the GLTN moves towards a new phase of consolidation. Strategic management and oversight functions are given to a Steering Committee that is entirely made up of UN-Habitat staff. The donors and global partners are given an advisory role with less influence on programme planning and decisions, although several interact with the Secretariat to varying degrees. While this arrangement is intended to encourage more GLTN communication with other branches and units, the Steering Committee is not considered to have played an active role towards the programme but has supported the reports and work plans prepared by the Secretariat.

107. A related issue is the GLTN´s position within UN-Habitat. There are the global image and access benefits from being attached to a United Nations agency. The Urban Legislation, Land and Governance Branch provides office space and clearly has common interests with the GLTN. UN-Habitat´s Youth Unit supported the design of the Youth and Land Responsiveness Criteria (YLRC) tool through consultations with partner youth organizations, and the Global Urban Observatory is one of the stakeholders engaged in data collection for the SDGs. The UN-Habitat Gender Unit has a direct interest in GLTN´s support for gender-sensitive tenure rights in post-conflict countries that have traditionally discouraged registration and inheritance of land by women.

[10] These include the IFAD-funded "Land and Natural Resources Tenure Security Learning Initiative for Eastern and Southern Africa – Phase 2" (TSLI-ESA) and the use of land tenure monitoring indicators and tools (in Uganda) by the Netherland´s Food Security Programme.

108. However, the general perception is that GLTN "gives more than it receives" to the other branches and units that (logically) are busy with their own agendas, coping with declining budgets, and have little field presence. There are not many concrete opportunities for cooperation (at least for activities implemented at the country level) and some have been neglected. For example, the Government of Iran had, at one point, expressed interest in implementing participatory land readjustment (with PILaR) on a broad scale and disseminating the experience; however, the UN-Habitat programme officer in charge of Iran did not understand the tool and "…nothing emerged from that opportunity", according to an interviewed GLTN manager.

109. The cumulative effort of providing technical advice on request, attending meetings, reviewing documents and writing position papers absorbs a considerable share of Secretariat time (according to some, up to between 30 and 40 per cent) without corresponding returns in the new programme opportunities or collaboration on the ground. As the Land Unit of the Urban Governance, Land and Legislation Branch, the GLTN is part of a larger corporate dynamic that has benefits as well as obligations that are often unrelated to the programme´s management and implementation. The combined workload is assumed by the GLTN Secretariat, which is competent technically but is short on staff and pressured to deliver results. Under these conditions, multi-tasking and outsourcing become necessary to respond to issues simultaneously as they arise; while this may help to sustain momentum, it is not conducive to efficiency.

110. Global donors, development agencies, research and academic institutions, civil society organizations and "grassroots" movements that are active in land rights platforms sit on the GLTN´s International Advisory Board (IAB). The IAB has an advisory function but lacks oversight, planning and decision-making roles (although some partners do this informally). Based on the feedback received, a more balanced governance structure that tends towards a cross-section of partners, perhaps on a rotational basis, would be better placed to assume these functions as the GLTN expands.

111. However, achieving that balance will require greater input by global partners on programme and budget decisions to sustain their commitment and sense of ownership. The IAB members have not yet had the frequency or depth of interaction needed to build consensus around a common strategic vision; there are also different views among partners who would like to conserve the GLTN´s original focus of land tools development, advocacy and capacity building, and those seeking a more operational and catalytic role at the country level to have a tangible impact on tenure security.[11]

112. The organizing of thematic clusters of partners in 2015 was an important development in the GLTN´s institutional evolution and the starting point for multi-partner collaboration. The clusters were intended to create "comfort zones" for members to learn to work together based on common interest and continuity. Each of the five clusters developed a work plan based on the initiative of its members. There have been cases in which clusters and individual members have supported GLTN activities on the ground. Different partners have contributed to the development of GLTN land tools and the design of a capacity building strategy (Expected Achievement 3), others have conducted research on gender aspects of land tenure or training for surveyors.

[11] The lack of a strategic vision and need to build one was evidenced at the GLTN partners' meeting in 2015, according to some of the partners who were present at the event. .

"The Secretariat is seemingly overwhelmed with paper work and deadlines."

"They [the Secretariat] are slow in organizing activities and getting them started but are effective once they get going."

"GLTN is far too much managed from the perspective of UN-Habitat; GLTN partners are insufficiently committed and/or asked to assist the GLTN Secretariat to work for them. The IAB should have that role but the (s)election process of its members needs to be revisited… [GLTN should] leave UN-Habitat; merge with ILC, Global Alliance for Improved Land Governance (GAILG) and become a legal entity."

"[The] GLTN Secretariat is now far too much a donor; should be a moderator/ facilitator/convener for tool development…can assist as a broker in organizing capacity development and strengthening effectiveness of partner organizations."

Quotes from interviews with international partners serving on the International Advisory Board /IAB).

113. Although clusters receive GLTN funds to implement activities, there are different partner levels of group initiative depending on the levels of partner involvement. This has sometimes affected momentum, as happened with the multi-partner work that was planned around the 2016 United Nations Global Report on Women that did not take off and was contracted to consultants. The design of the GLTN capacity development strategy by the training and research cluster faced similar challenges. There were economic considerations as well: many of the partners are established entities of global reputation that are expensive to contract, either institutionally or individually. To an extent, partner participation has been driven by voluntarism. Expectations need to be adjusted when partners participate on a voluntary, ad honorem basis, and their commitment levels are understandably inconsistent or difficult to sustain. Several interviewed participants felt that the clusters need clearer direction and more structured internal guidelines in order to become more functional.

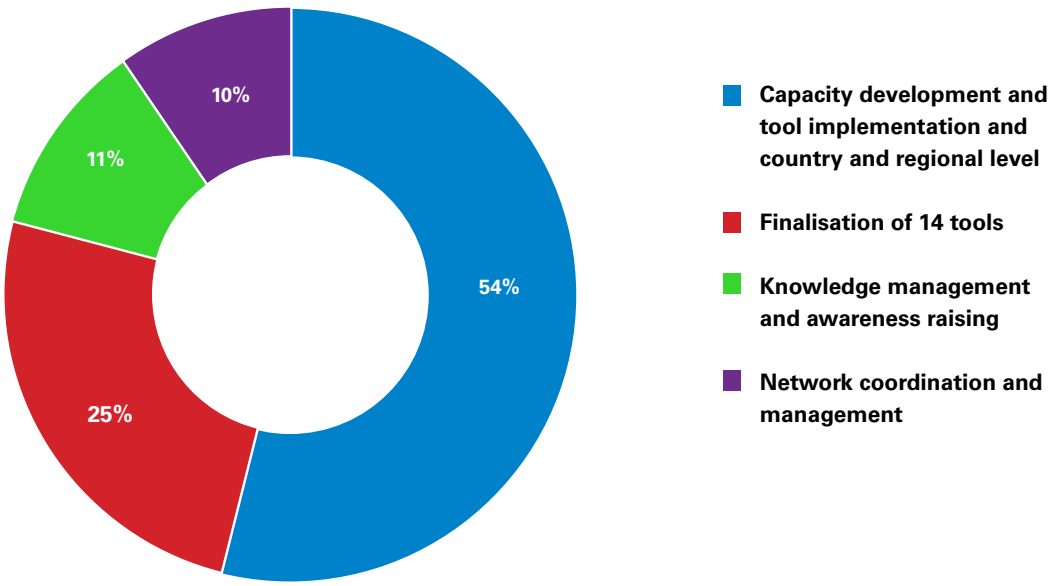
114. This situation has influenced the global partners' perception that GLTN initiatives are hard to organize and get started but then gradually become effective, in contrast to the prevailing national partners' perception of responsiveness and efficiency. Indeed, the Secretariat's responsiveness to national partners and country-based initiatives has been recognized by interviewed partners and UN-Habitat staff, including the IAB chairperson, senior staff of the Netherlands Embassy in Uganda, UN-Habitat´s Regional Director for Arab States, and the UN-Habitat country directors for Nepal and Iraq, in addition to government and national organizations involved in actual implementation. The Secretariat´s responsiveness is supported by a strong commitment and willingness to offer advice; the GLTN coordinator and technical staff are currently designing a regional project proposal for UN-Habitat´s Regional Office for Arab States (ROAS) to expand pilot initiatives addressing land and conflict, women´s access to land and capacity building, with the participation of UNDP and UNHCR.

4.3.4 Efficiency of financial management arrangements

115. Budget allocations indicate an efficient use of donor resources. Approximately 80 per cent of donor funding for the GLTN´s second phase is in the form of "basket funds" that provide greater flexibility and facilitate adaptive management. For example, almost half of the 2015 annual budget (USD 4,066,112) was implemented through cooperation agreements with 26 partners. The largest portion of GLTN expenditure in 2015 corresponded to capacity building (54 per cent) followed by the finalization of land tools (25 per cent), whereas a significantly smaller portion of the budget (10 per cent) was earmarked for network coordination (Figure 4).

116. As described earlier, almost half of the approved GLTN budget was earmarked for capacity development and in-country pilot demonstrations of land tools, followed by the design of the tools (receiving 29 per cent of the budget), knowledge management and awareness raising (19 per cent), and support costs (7 per cent). This statement of priorities from a financial perspective remained consistent throughout the project, as reflected in the 2015 budget allocations that followed the same order and allocated an even higher share of the budget to capacity development and in-country activities under the third expected accomplishment.

FIGURE 4: GLTN 2: 2015 Budget Distribution by Project Component



Source: Project document and 2015 Annual Report (GLTN)

117 Budget delivery, the relation of planned to actual expenditure, is another important indicator of financial management and implementation efficiency. The evaluation findings are positive in this regard as over 90 per cent of the aggregate programmed budget for the 2013-2017 period was spent. Unspent balances were re-programmed to subsequent years through annual budget revisions. However, there were marked differences in expenditure trends between the so-called "basket funds" that carried greater flexibility and were generally used to pay salaries, and earmarked contributions that were used to fund in-country activities.

118. By end of December 2017, GLTN 2 had spent 97 per cent of its programmed basket funds and 63 per cent of programme earmarked funds. In terms of overall expenditure, GLTN had spent USD 29,347,573 against a total allocated budget of USD 32,451,587, with a cumulative delivery rate of 90.4 per cent.

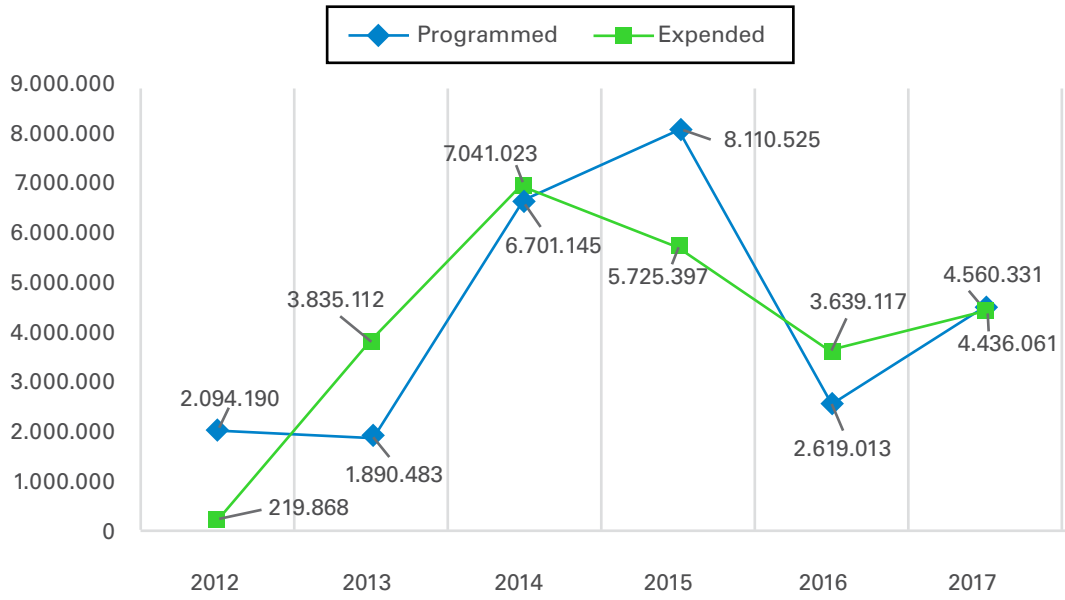
Training of community enumerators in the use of GPS devices, as a part of the IFAD-funded TSLI-ESA Initiative in Bomet County, Kenya. Photo © UN-Habitat/Brenda Achungo.

119. Expenditures against the "basket" portion were initially low due to the programme´s slow activation and initial receipt of donor funds in late 2012 (Figure 5). Budget delivery improved significantly in 2013, reaching a delivery rate of 200 per cent as receipts from the 2012 unspent balances were carried forward to the following year. The upwards trend continued into 2014 with the arrival of Netherlands/IFAD funding that enabled the commencement of in-country pilot demonstrations (with 95 per cent delivery). At this point, UNOPS was contracted as a service provider to manage the work in different countries that was funded by the Netherlands/ IFAD contribution. There was a subsequent decline in budget delivery in 2015, in part because the second tranche of funds was raised to USD 8.1 million, of which USD 7.1 million was contributed by the Government of the Netherlands to compensate for the late release of the first tranche the year before. The programme was unable to spend this amount in one year and the annual delivery rate declined. Lower delivery was also triggered by administrative delays and rotating "blackouts" of service from the transition to the new UMOJA financial management system. Expenditures continued on a downward curve in 2016 (as did programmed funds), in part influenced by one donor´s decision to postpone the disbursement of the final tranche of funds until the conclusion of the mid-term evaluation. However, the MTE took a long time and there were successive changes to the composition of the evaluation team, and the findings were discussed by the IAB after some time, contributing to the delayed the release of funds until early 2018.

120. Delivery rates for "earmarked" funds were consistent between 2013-2016, with gradual increases in planned and actual expenditure (Figure 6). The situation changed as of 2017, with actual expenditures increasing but falling below programmed levels, which had jumped significantly with the receipt of an additional contribution. Hence, the 2017 programmed budget of USD 3.6 million exceeded the programme´s spending capacity for that year.

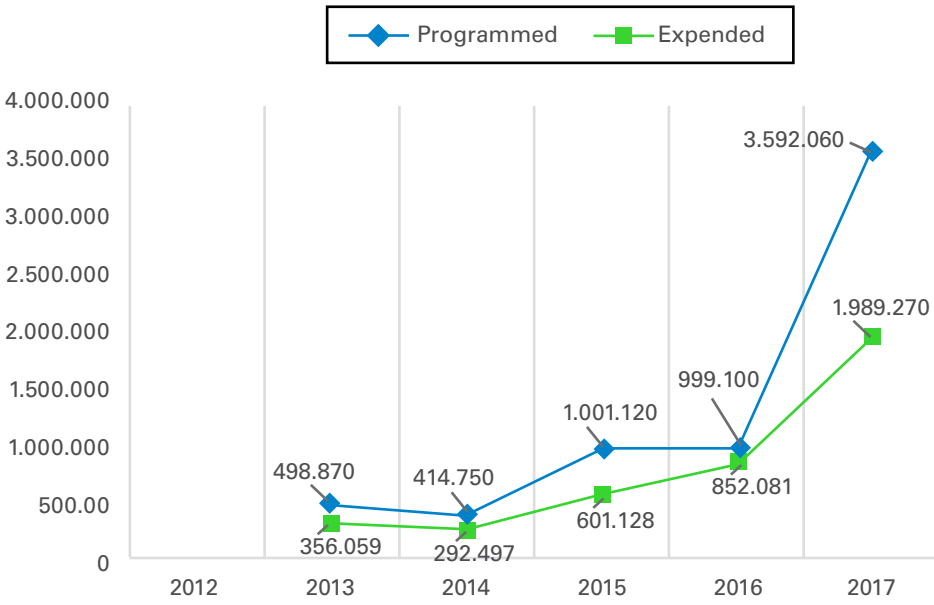
121. The delivery variances also reflected, in part, on the performance of the administrative-financial service providers. The earmarked portion of the budget was managed for the most part by UNON, which services a wide range of activities for the Nairobi-based United Nations agencies. As a result, the processing of contracts and payments often require longer periods – four to five weeks on average, sometimes up to two months – and were accompanied by service "blackouts" during UNON´s transition to the present Umoja system. On the other hand, UNOPS has the benefit of a regional and country office network, which is an important advantage for servicing dispersed country pilot initiatives. It has generally been more efficient as a service provider, for example requiring one week to process consultant contracts. The ability of UNOPS to efficiently support the Netherlands/ IFAD grant has been instrumental in moving in-country pilot activities forward.

FIGURE 5: Planned vs. Actual Annual Expenditure 2012 - 2017: Basket Funds (USD)



Source: Based on data provided by GLTN Secretariat

FIGURE 6: Planned vs. Actual Annual Expenditure 2013 - 2017: Earmarked Funds (USD)



Source: Based on data provided by GLTN Secretariat

4.3.5 Cost-effectiveness

122. The cost-effectiveness of applying the different land tools that were adopted or developed by the GLTN cannot be systematized, or would require a broader study, because the costs of applying them cannot be standardized. While there are immediate savings to be obtained by using open source software and mobilizing local volunteers with hand-held GPS devices, the tool´s application and ultimate cost is determined by the context, including the scale of measurement, community preparedness and trust, climatic factors, etc. Likewise, their social impacts in terms of community organization, reduced land conflict and affirmation of human rights in the case of Iraq´s Yazidi communities are not easily measured. The Gender Evaluation Criteria (GEC) is a checklist of questions that are discussed in a group setting and serves to understand the baseline gender-tenure situation and monitor gender inclusiveness as different processes advance. The evaluators did not visit sites at which other GLTN tools had been implemented, and some land tools are still in the process of final design. As a result, most of the findings are based on pilot STDM experiences as opposed to the "toolbox".

123. Aside from generating tenure security at relatively low per-capita costs (compared to conventional methods that use commercial software and precision devices), there are several cases in which STDM and other tools have leveraged investments in services and infrastructure that otherwise would not have happened or would have taken much longer to materialize in the GLTN´s absence.[12] The following examples are based on preliminary estimations but they illustrate the cost-effectiveness of various land tools and the use of open source software with participatory mapping and enumeration:

- The pilot application of STDM with participatory mapping and enumeration in three villages of eastern Nepal´s Dolakha district has enabled the mapping of 650 households and public spaces and is expected to leverage more than USD 1 million in post-earthquake land and housing reconstruction grants from the government; the required documentation has been completed and applications submitted. The GLTN implemented the STDM pilots at a cost of USD 55,000.

- With a budget of USD 200,000 the GLTN implemented the STDM tool for the UCBC Masiani and ROAF Goma projects in eastern DRC, benefiting 2,094 households. GLTN activities have indirectly leveraged additional financing of USD 3 million from CAFI and USD 12 million from DFID. GLTN has received part of the funding (USD 800,000 from DFID and USD 2 million from CAFI for the development of a national land policy.

- Participatory mapping and enumeration activities in Mashimoni and Kwa Bulo settlements in Mombasa county, Kenya, (both of which are part of the Muungano Wa Wanavijiji slum dwellers movement) have led to the issuance of certificates of occupancy that establish tenure rights. Similar work with the Mashimoni slum in Nairobi has benefited 1,754 households; Mashimoni residents are currently negotiating a community title with the municipal government as the population density is too high at this stage to enable issuing of certificates of occupancy. The GLTN support has leveraged infrastructure and service improvements for Mashimoni that include a resource data centre funded by SIDA, the paving of 800 metres of feeder road, a sewer line and water points with funding by

[12] Based on preliminary figures that were collected by the GLTN Secretariat for this evaluation (Annex 6). .

the Kenya Informal Settlement Improvement Programme (KISIP) which is supported by the World Bank. The GLTN invested USD 175,070 in this initiative during its three phases.

- GLTN allocated USD 55,000 to assist IFAD projects in Kenya through the TSLI-ESA project. Part of the budget was used to conduct participatory mapping and register the boundaries of approximately 1,500 rice farmers in out grower blocks of Ndekia in Mwea district and 1,020 smallholder dairy farmers in Bomet county. The exercise has enabled the establishment of land information management databases on the STDM platform for both the Mwea Irrigation Scheme under the Upper Tana Natural Resource Management Project and the Smallholder Dairy Commercialization Project in Bomet. These activities have contributed to more efficient irrigation management through the reduction of land boundaries, water and other communally shared resources conflicts, the issuance of irrigation water user certificates in Mwea, and rationalized water usage and input applications based on actual area. The STDM pilot exercise identified approximately 1,000 hectares of unregistered irrigated land that have been since incorporated by the National Irrigation Board, generating additional annual revenues of USD 30,000 that can be reinvested in canal maintenance. An additional USD 10,000 were leveraged from the National Irrigation Board for flood control and canal improvements. The experience has led to the creation of a LIMS Data Centre, greater rapport between farmers and irrigation authorities, and the formulation of a cropping programme informing the county irrigation plan that replicates this process on a broader scale.
- For a cost of USD 180,000, 124 informal urban settlements in Uganda have been profiled and mapped using STDM, benefiting 181,604 residents. The information derived from STDM participatory mapping and enumeration in targeted urban slums of Kampala and Mbale in Uganda has led to their incorporation into the municipal planning and budgeting frameworks. Since beginning in 2011, this process has helped to leverage an important scale of public investments in basic urban services and infrastructure. These include: a piece of land secured by Tororo Municipality for a community centre; a small built-up market; a public sanitation unit and a water point; an upgraded access road to an informal community; eight upgraded roads with improved street lightning; one community road; five public toilets; two drainage channels; a public sanitation facility with a community hall and a water source; and three sanitation units constructed by other projects (cost not known). One of the settlements visited by the evaluators (Bufumbo in Mbale) has created savings circles that allow residents to pay for their children´s school fees, grow fruit and vegetables for sale, and start income-generating activities.
- The piloting of GLTN tools for 1,000 households in Iraq´s Sinuni Municipality was budgeted at USD 75,000 and has leveraged USD 1.9 million in government and donor contributions to the project and parallel components, such as housing rehabilitation.

124. There are other examples of cost-effective implementation, such as the use of volunteers placed by the FIG (International Surveyors Federation) to assist national surveying departments that receive GLTN collaboration.

The Land Policy Implementation Secretariat in Uganda´s Ministry of Lands was initially staffed by GLTN volunteers, of whom several were recruited as staff. There were occasional savings in the cost of training events when client organizations (e.g. Rocaire in Uganda) offered to pay daily subsistence allowances for their participants.

125. GLTN plays an important advocacy role under the programme´s second outcome. The Secretariat participates in numerous work streams, many of which are United Nations-related and linked to regional or global platforms that have different agendas and interests. The time and resources invested to achieve the inclusion of land tenure indicators within the SDGs is a critically important development that has potential impact on a global scale. Similar appreciations can be made of the GLTN´s interactions with the Global Land Indicators Initiative and the Global Donor Land Platform, and the contribution of its members in highlighting land tenure security within the SDGs and the New Urban Agenda.

"The network is overly ambitious. We should be much more specifically focused."

A partner representative serving on the IAB.

126. GLTN advocacy efforts go well beyond the SDGs or New Urban Agenda. The Secretariat has steered various global processes, including: land and post-conflict work at the United Nations system-wide level involving 22 agencies; negotiation and inclusion of fit-for-purpose land administration in the United Nations Statistics Beijing Declaration on Sustainable Development with Geospatial Information; promotion and adoption of land and women agenda by UN Women; and the promotion/adoption of land and youth agendas by a number of land actors. The GLTN has also supported government-led partner platforms in the DRC, Uganda and Kenya.

127. Global advocacy and communications are essential to achieve the expected outcomes of the GLTN´s second phase, and the results achieved in relation to the SDGs and NUA have the potential to influence global impacts. However, several partners question the cost-effectiveness of the scale of GLTN staff time and resources devoted to the various advocacy initiatives, discussion groups and platforms. Given limited staff and competing work demands, this may detract attention from the more immediate implementation and delivery needs validating the full range of tools that has been developed, ensuring adequate coordination and oversight of country pilot initiatives.

4.4 EFFECTIVENESS (EVALUATION RATING: SATISFACTORY)

4.4.1 Achievement of outcomes and changes brought to beneficiaries

128. GLTN 2´s objective was to improve the ability of international organizations, UN-Habitat staff and related land programmes and projects, and targeted national and local governments to improve tenure security for urban and rural poor. This would be achieved through three expected accomplishments that were the expected programme outcomes and are analysed in the following pages.

129. According to the cumulative data provided by the GLTN´s 2017 Annual Report, the performance target for this expected accomplishment was exceeded and more than doubled in terms of partners interested in, promoting or using land tools that were developed and adopted by the GLTN. The evaluators are not in position to verify the numbers but have no reason to doubt that the dissemination of tools across an expanding partnership base has led to greater interest and adoption.

130. The three outputs that lead to this outcome provided for the analysis of needs and priorities with partners, and the design and pilot testing of land tools that would then be disseminated in connection to the advocacy and capacity development strategies under the second and third EAs. The availability of land tools and policy approaches to tenure security that support pro-poor and gender-responsive policies are GLTN 2´s most visible and appreciated contribution. Some of the tools, in particular the Social Tenure Domain Model (STDM), have demonstrated their cost-effectiveness and led to tangible benefits that strengthen urban and rural tenure rights while raising the capacities of national and community-based organizations. They are well placed to assist with the implementation of progressive land policies on a global scale with greater participation and efficiency than conventional methods.[15]

Outcome	Indicators	Baseline (2012)	Target	Status
EXPECTED ACCOMPLISHMENT 1 Strengthened land-related policy, institutional and technical frameworks and tools and approaches to address the challenges in delivering security of tenure at scale, particularly for the urban and rural poor.	**Number of partners** including local/ national governments, showing interest in and/or adopting GLTN pro-poor and gender-appropriate land tools and approaches..	**8** (out of 50 GLTN partners)	**32** (8 partners in the baseline + 24 new partners)	**71** 40 international, 12 national and 19 local partners show interest and adopt GLTN tools (i.e. involved in tools development and/or requesting support) **Evaluation Performance Rating: Satisfactory**

Source: GLTN Annual Report 2017 (zero draft)

[15] There are precedents. Rwanda was able to register properties on a national scale using the STDM and related participatory mapping and enumeration tools.

131. The continuum of land rights and fit-for-purpose land administration are core enabling concepts that are at the centre of the GLTN narrative and articulate the various tools that were developed. Both concepts are relevant and have had policy resonance in pilot countries that lack the staff and resources to complete the survey and registration of urban and rural properties on a national scale with conventional methods.

132. The continuum of land rights has been recognized by the different global and regional platforms that are described in this report. National awareness is more location-specific. There is now greater recognition of land tenure access and land rights – at least in the pilot countries of Africa and a few others - and their influence on poverty, gender inclusion and urbanization (including the expanding "urban-rural interface"). GLTN-promoted concepts have influenced the inclusion of land tenure security in the New Urban Agenda that was adopted at Habitat III, and the use of land indicators for the Sustainable Development Goals, for which GLTN provided the monitoring framework needed to measure their progress. The process of designing and lobbying for SDG land indicators has built UN-Habitat´s collaboration with the World Bank (both are designated custodians for SDG indicator 1.4.2), FAO, UN Women, UNCCD as agencies responsible for land governance monitoring in the SDGs, IFAD, the Millennium Challenge Corporation, USAID and other supporting agencies. The GLTN´s conceptual frameworks and indicators have contributed to harmonizing those used by others: the Voluntary Guidelines on the Responsible Governance of Tenure (VGGTs), the Global Land Indicators Initiative (GLII) and Donor Platform, the Global Property Rights Index (PRI), AU – MELA, the Netherlands Food Security data base, and regional initiatives such the Land and Natural Resources Tenure Security Learning Initiative for Eastern and Southern Africa (TSLI-ESA) and associated IFAD projects, and the Africa Land Policy Initiative (LPI).

133. The continuum of land rights and fit-for-purpose land administration concepts have influenced land policies in several countries of the African region (Uganda, Zambia and Kenya, also Rwanda outside of the GLTN framework). They are also reflected in proposed new land policies that are currently under consideration in Nepal and Iraq. In the case of Zambia and the DRC, the implementation of land tools at local levels is driving the national land policy and legal reform agenda.

With a combined GLTN budget of USD 1.142 million, twelve in-country pilot demonstration initiatives have directly strengthened the tenure security of more than 18,000 urban and rural households, and leveraged investments in community services, infrastructure improvements and other support in excess of US$ 32 million.

Source: "GLTN Tools Implementation at Country Level: Estimated Costs and Number of Beneficiaries" (GLTN Secretariat, March 2018)

134. The use of participatory enumeration and STDM, land mediation and land-use planning tools in the eastern region of the DRC is driving the national land reform process and they are being used as inputs to developing municipal and provincial land information systems (LIS), and transparent improved land administration systems (Masisi, Beni and Goma). These tools are also building blocks to developing a land information management system (LIMS) and are used for land registration and the management of revenue in Kenya´s Turkana county, with plans to scale up in six more counties and link to the national LIMS. They have also been inputs to map and record grazing resources, secure irrigation rights and improved monitoring in IFAD´s natural resource management projects in Kenya. In Zambia, the implementation of land tools in rural customary lands has brought about pronounced change the tenure security of the direct beneficiaries, while also fundamentally changing national land policy and the legal framework for customary

land tenure and registration. Zambia´s draft national land policy (NLP) is currently in the process of being validated, and explicitly incorporates fit-for-purpose land administration and continuum of land rights approaches. The draft NLP and draft bills and regulations for its implementation have already incorporated major policy reforms, such as the reversibility of land conversion from customary to statutory tenure; recognition and documentation of customary land rights as a land tenure category of equal weight with statutory tenure; and the legal recognition of procedures introduced by GLTN 2 to issue certificates of customary land occupancy, under the Land, Deeds and Title Registration Acts. Policy compatibility in these countries is reinforced by need, especially in post-disaster or post-conflict situations, and evidence-based case studies that are convincing and understood by different land actors.

135. Impact must be viewed against the size and scale of the various interventions. The GLTN-implemented pilot initiatives and, in most countries, work has taken place on a relatively small scale at the community level; significant up-scaling is needed to achieve broader societal impact.

    The aggregated effect has not been global and the uptake of GLTN concepts and tools has mainly happened in Africa where five of six pilot countries are located; there has been less impact in other regions, in particular Latin America and the Caribbean, where several pilot initiatives have had difficulties advancing.

136. Land tools are the GLTN´s signature product and most recognized global contribution. Under the second phase, 18 tools were developed for land access and tenure security, land administration and information, land-based financing, land management and planning, and policy and implementation. Some of the tools are cross-cutting and look at gender- and youth-related aspects of tenure. While each tool has its own purpose, the GLTN Secretariat´s intention has been to promote an integrated "toolbox" that maximizes synergies and sequence. This has been difficult to achieve under the present phase because the tools are at a different stage of development or require adjustments. Another contributing factor is the disproportionate use of STDM associated with participatory mapping and enumeration in comparison to other tools, which is also a reflection of demand and the perceived utility of different tools.

137. The STDM and participatory mapping/enumeration are the most developed land tools and have demonstrated their cost-effectiveness in diverse urban and rural contexts. The comparative advantages include cost savings from the availability of open source software that is free, and the use of accessible GPS and mobile technology that can be used by target beneficiaries. STDM software is part of a broader package that combines participatory mapping, enumeration, data processing, the socialization of findings and activism. This has enabled thousands of beneficiaries to access certificates of ownership and occupancy (in urban and rural areas that combine privately-owned, public and customary land holdings) and, in other cases, legally recognized certificates of affiliation to producer organizations and irrigation associations. In most cases, STDM has strengthened local tenure security and measurably reduced land conflicts. The database permits overlaying spatial data with socio-economic information for land-use planning purposes. This has helped to incorporate informal urban settlements into municipal cadastres and physical plans, which has led to public service and infrastructure improvements in Kenya, Uganda, the DRC and Nepal among other countries.

138. According to internal estimates, the combined implementation of the GLTN activities reached 19,499 urban and 204,462 rural households. With a total budget of USD 1,142,870, twelve GLTN pilot demonstrations have indirectly leveraged public investments worth USD 32.5 million in service and infrastructure improvements, reconstruction grants and

new projects, but the figure is actually higher as some public investments could not be quantified for this report.[16] The use of the STDM tool in post-conflict and disaster situations - even at a pilot level - has, in some cases, led to significant outcomes enabling the re-settlement of 1,000 ethnic Yazidi households after generations of displacement and persecution; and facilitating access of Nepalese villages devastated by the 2015 earthquake to government reconstruction grants. The participatory dynamics of several GLTN tools strengthens the capacity and confidence of local community organizations to interact with local government and expands the range of local initiatives, as was noted in urban slums of Mbale, Uganda, and customary lands in Zambia´s Chamuka chiefdom.

139. Four country pilot initiatives that were considered by the evaluators did not advance or achieve results. These were the demonstration of participatory land re-adjustment with the PILaR tool in urban slum neighbourhoods of Medellín, Colombia; the larger-scale application of STDM to establish boundaries and register settlements damaged by Haiti´s earthquake; the surveying of 1.2 million urban properties in 12 cities of Afghanistan; and pilot activities in the Caribbean islands of St. Lucia and St. Vincent and Grenadines. To a large extent, these initiatives failed to move forward for reasons that were external to GLTN. In Medellín, the inconsistent commitment of the mayor and proximity of elections caused a shift in priorities and the funds were used for slum upgrading instead. STDM was not used in Afghanistan after much deliberation due to time and delivery pressures on the part of the government and main donor. In Haiti, the UN-Habitat focal points were unable to coordinate a proposed large-scale STDM demonstration project with the national Council for Land-Use Planning (CIOT) and other government stakeholders, and the project was discontinued. Pilot STDM demonstrations in St. Vincent and St. Lucia were terminated when the donor withdrew for unrelated reasons. In Afghanistan and Haiti, these projects have since been replaced by newer GLTN initiatives that are smaller and implemented through non-governmental partners, combined with the provision of technical advice at policy levels. These follow-up initiatives indicated good adaptive management on the part of the programme.

140. Most of the country initiatives that were visited are focused on the application of the STDM tool with participatory mapping, enumerations and data management. The evaluators have had comparatively little exposure to other GLTN tools that were tested in the field. Others are at different stages of development; several are still being developed and have not been tested (Annex 5).

141. As noted by the 2017 Annual Report, the most advanced tools that have been validated at the country level are:

- Continuum of land rights
- Participatory enumeration for tenure security
- Social Tenure Domain Model (STDM)
- Gender Evaluation Criteria (GEC)
- Regulatory framework for non-state actors (policy guidelines)
- Pro-poor land policy development (policy guidelines)
- Land sector coordination (policy guidelines)
- Transparency in land administration
- Land-based financing
- Land property and housing rights in the Muslim world

142. The tools that are less developed and require pilot testing before they can be validated and disseminated are the customary tenure, land record systems for the poor; costing & financing of land administration services;

[16] These are approximate figures that were provided by the GLTN Secretariat, based on data collected in the field.

innovative land and property taxation; valuation of unregistered lands & properties; city-wide slum upgrading; and the land & disaster guidelines.[17] The PILaR land readjustment tool is considered to be expensive and was difficult to implement in Latin America, weakening its potential scale of application. The land mediation tool was piloted in three eastern provinces of the DRC, but further applications may be needed in other countries prior to validation. Of particular interest is the valuation of unregistered lands & properties tool, which aims to expand the calculation of market value to consider social variables; this is an innovative endeavour that requires further consultation with valuation experts and surveyors, followed by field tests.

143. The evaluators found that the Social Tenure Domain Model (STDM) tool is highly effective in pilot demonstrations, and that the tenure security it contributes to has indirectly leveraged investments in basic service and infrastructure improvements.[18] This is perhaps followed by the Gender Evaluation Criteria (GEC) tool in terms of user utility and appreciation. Likewise, the continuum of land rights and fit-for-purpose land administration concepts have influenced national land policy and attitudes in several countries.

144. Although most in-country demonstrations were centred on one tool, there are potential opportunities to implement associated tools sequentially in a manner that approximates the "toolbox". For example, the securing of boundaries and occupancy rights through STDM may create the need for land-use planning, land readjustment or land valuation. The GEC tool is cross-cutting thematically and can be applied at different stages. However, GLTN land tools are at different stages of development and validation, and several have yet to be tested on the ground; this is an immediate need that should be expedited with greater regional diversity, for example by expanding activities in the Arab States region to address post-conflict needs.

Outcome	Indicators	Baseline (2012)	Target	Status
EXPECTED ACCOMPLISHMENT 2: Improved global knowledge and awareness on land-related policies, tools and approaches that are pro-poor, gender-appropriate, effective and sustainable towards securing land and property rights for all.	**Number of partners** including local/ national governments, showing interest in and/or adopting GLTN pro-poor and gender-appropriate land tools and approaches.	**12** (out of 50 GLTN partners)	**36** (12 partners in the baseline + 24 new partners)	**47** 37 international and 10 national partners are adopting and promoting GLTN tools (involved in knowle dge management and advocacy on tools; and donors supporting the programme)
	Number and existence of pro-poor and gender-appropriate land tools and approaches in the plans, strategies and operations of partners and target groups.	**12** (out of 50 GLTN partners)	**36** (12 partners in the baseline + 24 new partners	**52** 35 international, 7 national and 10 local partners include GLTN tools (development and/or implementation) in their plans **Evaluation Performance Rating: Satisfactory**

[17] This is based on the present status of tool development as presented in the GLTN 2017 Annual Report (Annex 3).

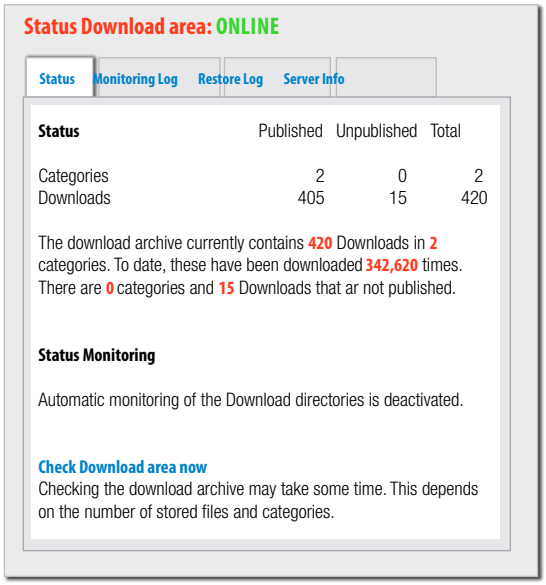
[18] As described in Section 4.1.5 "Cost Effectiveness".

145. The second outcome focused on the design and implementation of an advocacy and communications strategy that aimed to raise global awareness and knowledge of land tenure issues. Both performance targets – the number of partners involved in knowledge management and advocacy, and the number of pro-poor and gender-appropriate land tools present in the strategies and operations of partners and target groups – were surpassed.

146. Outputs were delivered in a satisfactory manner. As of December 2017, the GLTN had documented 31 good practices, disseminated 65 publications, implemented 97 communications and advocacy-related activities, organized 6 discussion forums, and maintained three websites that were visited over 12.5 million times (Annex 8).[19] Although trends in terms of "hits" or downloads were not tracked over time, the main GLTN website had registered 342,620 downloads at the time of this evaluation.

147. There were considerable advocacy and communication efforts under the second phase. The Network participated in 22 workstreams associated with different initiatives, and elevated the recognition of land rights and tenure within global/regional platforms such as the Voluntary Guidelines on Responsible Governance of Tenure (VGGTs), Sustainable Development Goals, the Global Land Indicators Initiative, the New Urban Agenda, Africa´s Land Policy Initiative, and emergent national land policies implicitly endorse the continuum of land rights and fit-for-purpose land administration concepts that are central to GLTN´s philosophy.

148. The activities implemented under this component have clearly contributed to global knowledge and awareness. The most visible impact is the design and incorporation of land-based indicators for seven Sustainable



GLTN Web Page: Download

Development Goals ((SDGs 1, 2, 5, 11, 14, 15 and 16). Indicators such as 1.4.2 "Proportion of total adult population with secure tenure rights to land" (elevated to Tier 2 status) and 5.a.1(b) "Share of women among owners or rights-bearers of agricultural land by type of tenure" enable the monitoring of progress towards the achievement of SDGs with land facets that otherwise would have lacked a measurement framework. The adoption of these indicators on a global scale also encourages greater convergence between partners to the extent that GLII indicators are used by the VGGTs, Global Land Indicators Initiative, Global Property Rights Index, Africa's Land Policy Initiative (through MELA) and the Netherland´s Food Security Programme, among others. The GLTN's work on the SDG indicators has contributed to UN-Habitat´s designation as custodian of indicator 1.4.2 (with the World Bank).[20] The advocacy efforts of international partners at the Habitat III Conference directly led to the inclusion of land security and property rights among the priorities of the New Urban Agenda (NUA).

[19] These are: www.gltn.net, www.stdm.gltn.net and www.arabstates.gltn.net.

[20] In addition, the Global Donor Working Group on Land has established the "friends of custodians" committee to support the World Bank and UN-Habitat in reclassifying tenure security indicator 1.4.2 to Tier 1 status.

"We commit ourselves to promoting, at the appropriate level of government, including subnational and local government, increased security of tenure for all, recognizing the plurality of tenure types, and to developing fit-for-purpose and age-, gender- and environment-responsive solutions within the continuum of land and property rights, with particular attention to security of land tenure for women as key to their empowerment, including through effective administrative systems."

"...We note, in this context, the valuable contributions of, inter alia, the World Urban Campaign, the General Assembly of Partners for Habitat III and the Global Land Tool Network."

New Urban Agenda, paras. 34 and 128.

149. There are indications of awareness and uptake of GLTN tools by international development agencies, civil society organizations and national governments. As noted, concepts and approaches promoted by the GLTN have resonated with global civil society organizations such as the International Land Coalition (ILC), Slum Dwellers International (SDI) and Landesa, all of which, in turn, provide access to their affiliated members. Habitat for Humanity International started a land campaign influenced by the continuum of land rights and fit-for-purpose land administration; it also uses STDM as a tool to improve tenure security before investing in housing and infrastructure projects. The Gender Evaluation Criteria (GEC) tool is used by the ILC and Huairou Commission for projects and training of trainers, and was considered to be useful by the interviewed users.

150. The Netherlands Government uses GLTN-developed land tenure indicators in its global food security tracking system and is applying the STDM tool to food security projects in Uganda. Germany´s Ministry for Economic Cooperation and Development (BMZ) is promoting "a range of possible forms of tenure" and refers to the continuum of land rights and GLTN tools in new guidelines for "Land in German Development Cooperation: Guiding Principles, Challenges and Prospects for the Future".[21] Similarly, the Global Donor Working Group on Land supports the view that "the land rights (SDG) indicator must extend beyond ownership - tenure security (or "secure land rights") encompasses more than ownership and should be the term used in the indicator".[22]

151. GLTN advocacy, communications and evidence-based case studies have influenced current and proposed land policies in Uganda, Kenya, Zambia, Nepal and Iraq. However, there is also a need to adjust tools and policy regulations, for example, survey acts in Uganda, Kenya and Zambia do not recognize optional technologies to enable application on a wider scale. There has been more influence on land policy in Africa than the other regions, such as in Latin America where the Network had lower presence and impact. There is good potential for expanding the use of land tools in the Arab States region around post-conflict resettlement and gender rights. An important step in this direction was the recent Arab Land Conference held in Dubai that was attended by land ministers of various governments, organized by the GLTN, World Bank, Dubai Land Department, League of Arab States and Arab Union of Surveyors. While it is premature to look for results from the conference, it may open new opportunities if followed up on and improve conditions for expanded GLTN work in the region through national partners.

[21] GLTN 2015 Annual Report.

[22] Policy brief 11 September 2015 and GLTN 2015 Annual Report, p. 9.

Outcome	Indicators	Baseline (2012)	Target	Status
EXPECTED ACCOMPLISHMENT 3 Strengthened capacity of partners, land actors and targeted countries, cities and municipalities to promote and implement appropriate land policies, tools and approaches that are pro-poor, gender-appropriate, effective and sustainable.	**Number of partners** land actors and targeted countries and cities/ municipalities promoting and implementing pro-poor and gender-appropriate policies, tools and approaches to deliver tenure security.	**10** (out of 50 GLTN partners)	**30** (10 in the baseline + 20 new partners.)	**59** 31 national land actors, 21 international partners, 7 cities/municipalities are promoting and implementing GLTN tools. **Evaluation Performance Rating: Satisfactory**

152. Capacity building and learning at various levels are central to the GLTN approach and, not surprisingly, received the largest budget allocation, in combination with tool implementation (54 per cent). Different learning modalities – workshops, applied research, exchanges, learning-by-doing –were used at both the pilot demonstration sites and training venues that brought participants of different countries together. As a result, the programmed target for this outcome was again reached and surpassed. Although bringing participants to workshops has not necessarily brought actual capacity improvements, it has raised awareness and allowed access to a critical mass of international, national and local stakeholders. The content of the training courses benefited from the implementation of other components, in particular, advances in the design of some tools and experiences drawn from their field testing in pilot countries. The in-country pilot demonstrations of land tools have additionally raised the capacity of the target groups. However, the global impact can be questioned because the larger share of regional and in-country training was conducted in Africa, where awareness and capacities are likely to be higher than in other regions.

153. The GLTN 2 capacity development approach is methodical and comprehensive, building on the 2012 Capacity Development Strategy that proposed the integration of capacity development across all programme activities, including land tool development and testing. This was followed by the "Learning for Land Tool Development and Implementation: A Good Practice Guide" (2014) that offers guidelines for training workshops and other learning activities, with case studies that are based on successful GLTN and partner training experiences. The 2014 strategy guided the planning and delivery of capacity development support under the second phase.

154. According to the information provided, there were difficulties in organizing international partners to lead the formulation of the GLTN capacity development strategy, and an external consultant was eventually hired to prepare the first draft. Some partners viewed the capacity development strategy as too general and lacking in focus. The evaluators do not find this to be an overriding concern to the extent the strategy leads to practical training on specific tools, which has been the case. The main constraint has been the lack of follow-up with trainees and their institutions to assess the application of new skills and identify further capacity development needs.

155. Numerous new capacity development materials were developed during the second phase for various land tools. These materials are also relevant to the GLTN´s advocacy and communications initiatives. The following selection of training manuals and implementation guides are illustrative of the range of capacity development materials that were produced:

    - Learning for Land Tool Development and Implementation. A Good Practice Guide (available at https://gltn.net/home/2017/02/20/a-good-practice-guide-learning-for-land-tool-development-and-implementation/).

    - Tools to Support Transparency in Land Administration: A Toolkit (available at: http://gltn.net/home/2016/03/29/training-package-toolkit-tools-to-support-transparency-in-land-administration/).

    - Tools to Support Transparency in Land Administration: A Trainers' Guide (available at: https://gltn.net/home/download/training-package-trainers-guide-tools-to-support-transparency-in-land-administration-2013/).

    - Leveraging Land: Land-based Finance for Local Governments - A Reader (available at: https://gltn.net/home/download/leveraging-land-land-based-finance-for-local-governments-a-reader/).

    - Leveraging Land: Land-based Finance for Local Governments. A Trainer's Guide (available at: https://unhabitat.org/books/leveraging-land-land-based-finance-for-local-governments-a-trainers-guide/.

    - Guide to Land Mediation. Based on the Experience in the Eastern Democratic Republic of the Congo (available at: https://gltn.net/home/2013/11/08/guide-to-land-mediation/)

    - Sourcebook for Operationalization of Global Land Indicators (available at: https://gltn.net/home/2017/09/06/sourcebook-for-operationalisation-of-global-land-indicators/).

    - How to do a Root Cause Analysis of Land and Conflict for Peace Building (available at: https://gltn.net/home/2017/12/04/how-to-do-a-root-cause-analysis-of-land-and-conflict-for-peace-building/).

    - The Social Tenure Domain – STDM 1.7 User Manual (available at: https://www.stdm.gltn.net/docs/1_7/#t=preface.htm).

    - Tenure Responsive Land-Use Planning e-learning course (available via http://www.gltn.net/gltnelearn/mod/scorm/view.php?id=10/).

    - Gender Evaluation Criteria e-learning course (available via http://www.gltn.net/gltnelearn/course/view.php?id=2).

    - A six-module Knowledge Platform to Support a Responsible Land Administration Curriculum (forthcoming).

156. The evaluators did not have the opportunity to attend training events, aside from the introductory sessions of a recent land conference in Nepal, and have not had the chance to see workshop evaluations. Most of the findings are therefore based on the review of GLTN documents and interviews with the capacity development expert and research and training partners, and anecdotal references by national partners who had participated in training events. The latter provided consistently positive feedback on the quality and relevance of the training; this perception is supported by cases in which institutions subsidized the costs of their participants or sent a larger group, e.g. ROCAIRE in Uganda.

157. According to the most recent documents, the GLTN has implemented 101 "learning events" with regional and national partners. These events were attended by 92 institutions and 2,259 participants, of which approximately 40 per cent were women (Annex 7). Thirty-four partners participated in these events, including several international partners from the GLTN research & training cluster.

"…this workshop was so fantastic because it enabled our colleagues from other countries to learn from us. Even the arrangement was so good this time and it's my humble prayer this kind of arrangement continues. I want to promise you that (we) are committed to support this STDM process in Uganda and even outside Uganda."

"Thank you very much for sharing these excellent reading materials. Your training event during WUF9 has awakened again my interest in land matters. I will have to do a lot of reading on land value capture …Your training event was my single biggest take home value from WUF9 without any doubt!"

Statements from training participants

158. The capacity development support provided to regional programmes generated "economies of scale" and was cost-effective in reaching a broad range of projects, institutions and land actors (particularly in Africa). One of the earliest regional initiatives under the second phase was the implementation of a capacity development component for the Land Policy Initiative (LPI), jointly funded by the African Union, UNECA and the AfDB. This has helped LPI in shaping a consistent approach to the development of land policy capacities on a continental scale. According to interviewed international partners from the research & training cluster, the training materials on transparency and land administration have had particular resonance with the LPI´s capacity building programme.

159. Another important regional initiative was GLTN´s assistance to the Land and Natural Resource Tenure Security Learning Initiative for East and Southern Africa (TSLI-ESA), funded by the International Fund for Agricultural Development (IFAD). The GLTN has trained project staff and local beneficiaries in STDM, land-use and participatory monitoring tools, combining workshop events with on-site practical training. Tools have been extended to IFAD-funded projects and farmers' groups in Uganda, Kenya, Malawi and Mozambique. A parallel IFAD initiative is Strengthening Capacity for Assessing the Impact of Tenure Security Measures on IFAD-supported and other projects within the SDG framework. These cooperation arrangements are mutually beneficial to both sides: GLTN captures donor funding and extends its reach geographically, and IFAD can mainstream validated land tools across its regional portfolio, improving the technical and monitoring capabilities of project staff.

160. Other regional capacity building initiatives that are considered to have had an impact include the successive training of thousands of land valuation professionals on STDM in Nigeria through the International Federation of Surveyors (FIG), and the work done in the Arab States region by the Arab Union of Surveyors, University of East London, and Urban Training and Studies Institute. This initiative has led to training events on land, property and

housing rights in Kuwait (2012), Egypt (2013) and Jordan (2014); and a global competition on good practices for tenure security in the Muslim World (2013-2014). The recent Arab Land Conference in Dubai is likely to raise the demand for training on the continuum of land rights, fit-for-purpose land administration, STDM and other tools if follow-up is given. However, the translation of GLTN materials into Arabic has lagged and needs to be given greater attention as Network activities continue to develop in the region.

161. Part of the challenge is spreading the message among United Nations agencies and other partners of the system to encourage consistent responses to land issues. Land and conflict were mainstreamed at a regional event on land tools and approaches that was given to UN-Habitat personnel and partners from Arab States in 2017. Two high-level learning events on land and conflict were also held in the DRC the same year for United Nations agencies and national GLTN partners. Although not a training document in the strict sense, the anticipated publication of a United Nations "General Guidance Note on Land and Conflict", a UN-Habitat document that was drafted with GLTN input, will provide strategic orientation to United Nations agencies engaged in land governance and post-conflict activities.

162. On-site training was conducted in the pilot countries for the application of land tools. This has been a determining factor in the effective demonstrations that are described in this report. The 2017 Annual Report states that 13 countries have implemented GLTN tools at different scales since the start of the second phase, with all cases receiving training. The same report mentions that 281 land actors from 43 countries are better prepared to address tenure security as a result of the GLTN´s capacity development activities.[23]

4.4.2 Partner participation and ownership

163. GLTN's second phase benefited from the participation of partners at different levels and stages of the programme cycle. There were consultations and questionnaires. Several partners who reviewed concept notes and project drafts are members of the International Advisory Board (IAB). The second phase´s formulation benefited from the experience of the starting phase. As a result, the final design was validated by the international partners. The Network has also benefited from the continuity of institutional partners and some individuals who have been present from the beginning and are among the GLTN´s founders. There is a manifest sense of ownership of the Network by partners and people who have been involved over the years. The quality of the advice and inputs provided by development agencies, research and training institutions, civil society organizations and professional associations among others is enriched both by their direct involvement of the issues being addressed, as well as hindsight and memory from their extended relation with GLTN.

164. Partner participation was captured through several channels:

- The International Advisory Board (IAB) consisting of representatives from the main partner groups and donors.

- Five working clusters that group partners by organizational category. There are presently clusters of multilateral and bilateral organizations, international professional bodies, international training and research institutions, international rural civil society organizations, and international urban civil society organizations. In addition to the cluster representatives, a representative from grassroots organizations also sits on the IAB.

[23] A list of learning events that were held during the 2016-17 period is annexed to this report.

- Plenary partners meetings were held every two years with the participation of the GLTN Secretariat to review performance, support forward planning, and renew IAB and cluster representatives.

- There has been direct partner collaboration and convening of expert groups for different events and advocacy initiatives, both globally as with the GLII and SDGs, and in pilot countries with the testing of land tools.

165. The International Advisory Board has an important role in GLTN´s strategic direction and technical content. The IAB comes together at the biannual partners' meetings and has met according to need. In 2015 there were five meetings. It does not have supervisory or decision-making functions, but IAB members informally assume oversight functions that are assigned to a steering committee that is exclusively made up of UN-Habitat staff and has not had a substantive role. The clusters were created to help partners to collaborate around common platforms and interests, and to generate synergies and greater constancy in their relationships. These clusters are supposed to provide "comfort zones" (the term used by an ex-staff member of the GLTN Secretariat) for partners as they learn to work together in groups. The clusters address one of the main growth challenges the GLTN faces: sustaining partner commitment and participation as it expands activities towards the country level and grows in membership.

166. The participation of international partners is organized and managed in a democratic manner. Each cluster has a nominated member who serves on the International Advisory Board, which also includes the GLTN Secretariat and a representative of the donors. Every two years, the partners convene at a partners' meeting and elect a cluster leader to represent them on the IAB. At the last meeting, clusters discussed their priorities and developed a two-year work plan. The implementation of work plans is co-funded by the GLTN budget and by partner contributions (financial and in-kind). The partners meetings are highly inclusive in themselves, and the meeting in 2015 brought together 51 international and 25 national organizations to assess the GLTN 2´s performance, share their own experiences and discuss future directions.

167. As noted, the GLTN´s institutional arrangements have offered mutual benefits both for the Network and for its partners. As the GLTN actively seeks new partnerships and funding, it is also sought by donors, development agencies and CSOs to support advocacy platforms and projects, and to provide training. The cases where supply and demand connect have led to mutually beneficial and productive relationships with partners such as ITC and IFAD among others.

168. However, there are expressed concerns regarding the future role of the international partners within the GLTN´s governance arrangements and how this interfaces with the Network´s attachment to UN-Habitat. There is ample opportunity for partner participation in the provision of technical advice and implementation of the various initiatives, and both the IAB and clusters were created for this purpose, but this does not extend to GLTN´s management and programme decisions. These perceptions touch on deeper ownership issues that were flagged by the mid-term evaluation and are still relevant.

169. Several partners expressed a desire for greater inclusiveness in the GLTN´s oversight and governance. The fundamental argument is that international partners fund, advise, provide access and give credibility to the GLTN, but are limited to an advisory role, while the oversight and supervisory functions are officially assigned to UN-Habitat as host institution. This points to ambiguities of identity and ownership that are consequences of the GLTN´s growth and evolving partner expectations. As a network, the GLTN is expected to respond to its constituency but is legally attached to UN-Habitat and is actually a unit of the Urban Legislation, Land and Governance Branch.

Several partners feel left out of management decisions that have a bearing on the Network´s performance and quality, for example approving work plans or having a voice in recruitment and budget revisions. This attitude underscores differing expectations among GLTN participants and (in some cases) is reinforced by the perceived passivity of the current Steering Committee and the juxtaposition of UN-Habitat´s own corporate expectations. This is understandable given that UN Environment provides funding for several GLTN Secretariat positions as well as office space and access to its knowledge and service networks. The GLTN Secretariat participates in various United Nations work streams, liaises with units, contributes to technical papers and attracts donor funds that provide extra-budgetary income for UN-Habitat´s operations. However, the time devoted to these activities is not insignificant and may distract attention from core operational and normative work.

170. These concerns suggest the need to discuss governance-partnership arrangements at the partners' meeting and adjust the extent they are agreed on. GLTN partners, the Secretariat and UN-Habitat should use the opportunity to explore options that improve on inclusiveness and balance ownership, to avoid the risk of discouraging partner commitment over time.

171. Critical ownership or participation issues were not raised by national partners at the country level. This is to the credit of the GLTN country implementation strategy and, in particular, the pre-implementation scoping and planning that is conducted in each pilot country. The catalytic approach on which GLTN´s strategy is based encourages national ownership. Land tool demonstrations and capacity building are implemented by national actors with local participation. Relevance is another contributing factor and many of the pilot demonstrations support broader partner mandates and ongoing initiatives. The GLTN tools are participatory on their own and directly involve target groups in mapping and enumeration, monitoring, data management and group discussions that improve local organization and create conditions for infrastructure and service improvements.

4.4.3 Adaptive management

172. Unlike Phase 1, which focused on tools development and dissemination at global level, GLTN Phase 2 introduced a focus on pilot testing and the implementation of tools at country level. The management of GLTN had to learn quickly how to deal with country level challenges. The GLTN Secretariat, in particular, had to acquire personnel with experience in managing country level programme operations, including monitoring and evaluation and managing challenges and risks. Based on the interviews with global partners, and given how well GLTN Phase 2 has performed, the GLTN Secretariat has adjusted quite well. According to the 2017 Annual Report and based on the experience with implementation of GLTN 2, both the GLTN Secretariat and the IAB were engaged in preparation of GLTN Strategy 2018-2030, which is being finalized, and preparation for transitioning from GLTN 2 to GLTN 3.

173. Adaptive management has been needed to cope with externalities when working in different country or institutional contexts that inevitably have an effect on implementation. This has been used in challenging operating environments such as the DRC or some Latin American countries, and working in post-conflict areas. In countries where land tool pilots did not advance (Haiti, Colombia, Afghanistan) the local UN-Habitat representatives and the GLTN have proposed new projects that are perhaps more viable and involve non-governmental partners, such as Habitat for Humanity, and have offered technical advice for the formulation of new policies (Haiti, Afghanistan, the DRC). At a more managerial level, the Secretariat has extended the implementation of the GLTN´s second phase by six months without an increase in budget.

4.4.4 Monitoring and evaluation

174. The GLTN´s design has given attention to monitoring and evaluation, both for oversight and to document good practices for its dissemination and capacity building activities. A full-time M&E expert was recruited by the GLTN Secretariat and the monitoring strategy described in the programme document was updated and expanded in 2015. The new strategy provides a conceptual overview of M&E approaches, incorporates a Theory of Change analysis and illustrated GLTN "change model", and adds new indicators for monitoring Network performance, the in-country piloting of land tools, and gender impact. The following complementary indicators were introduced:

- **Objective Indicator 1:** (for GLTN target countries / cities and municipalities only) Percentage of women and men with legally recognized documentation or evidence of secure rights to land.
- **Objective Indicator 2:** (for GLTN target countries / cities and municipalities only) Percentage of women and men who perceive that their rights to land are protected against dispossession or eviction.
- **Output Indicator 1.1.3:** Number of partners involved in the development, piloting and testing the tools.
- **Output Indicator 1.1.4:** Number of substantive documents on tools, policies and approaches published and disseminated.
- **Output Indicator 2.2.4:** Number of advocacy and communication materials published.
- **Output Indicator 2.2.5:** Number of websites launched and maintained.
- **Output Indicator 2.2.6:** Number of times the GLTN website was accessed.
- **Output Indicator 2.2.7:** Number of web-based discussion forums held.
- **Output Indicator 2.2.8:** Number of events and forums organized or attended.

175. The new strategy has also instructions for detailed indicator datasheets for outcomes and outputs that are supposed to be prepared in advance of the annual reports. The format for the datasheets seems somewhat complex and time-consuming, and the evaluators have not seen the actual sheets; instead, summary country briefs were provided electronically that adequately summarize the main activities.

176. Programme progress has been monitored and reported every year in annual reports that describe output delivery and progress towards expected accomplishments, highlighting the main achievements for the year, and include assessments of programme management, network management and coordination, and lessons learned. The annual reports are comprehensive, detailed and convey a significant volume of data. This suggests consistent monitoring or communications with partners and countries by a well-informed Secretariat. Given the quantity of information that is documented, the summarizing of main achievements under a separate section is helpful and improves the report´s accessibility to the casual reader. Although the distinction between objective monitoring (if this is possible) and promotional narrative is blurred at times, the reports have an annexed results framework matrix that tracks progress towards outputs and outcomes according to the original and added indicators. Country datasheets with summaries of activities conducted under GLTN 2 were disseminated, also making use of monitoring data.

177. An area of weakness has been evaluating and monitoring the impact of land tools at national and local levels. Timing has clearly been a constraint in monitoring impacts that are likely to materialize after the completion of pilot initiatives. However, there is a need to analyse the effects of GLTN interventions in greater depth from an ex-post perspective, for example by measuring changes realized by beneficiaries compared to non-beneficiaries in the same area of the project, as well as measuring changes before and after the project.

178. The evaluation process was less systematic and efficient. The mid-term evaluation was affected by internal problems and successive turnovers of evaluation team members. According to respondents, there were "too many drivers", with different people drafting different sections of the report at different stages. The report was finished almost six months after the initial deadline and, while conveying sound analysis and positive findings, did not meet the expectations of the GLTN Secretariat and several partners (including the main donor). A subsequent evaluation was deemed necessary and this end-of-phase evaluation was moved forward to present the findings at the partners' meeting in April 2018.

179. Scheduling of the final evaluation only one year after the MTE and four months before the programme´s end date is understandable in terms of the importance of presenting the findings at the partners' meeting that will discuss a proposed third phase that aims to "consolidate" the GLTN at global level. However, the early scheduling of the final evaluation also limits its effectiveness. The desk review and country visits took place four months before the project´s scheduled end and several initiatives are still in progress. The final evaluation report is being drafted and submitted several months before the GLTN´s final report (an essential input for these evaluations) becomes available. This weakens the ex-post perspective that is important in assessing final results and sustainability. At present, the evaluators cannot confirm the impact in cases where the issuing of certificates for tenure security or the approval of reconstruction grants for post-disaster relief is still pending and not expected for several months.

180. Monitoring and evaluation performance combined effective and less effective practices. In general, monitoring and reporting has been satisfactory in the amount of information and documentation generated. The evaluators have reviewed country briefs that summarize GLTN activities, although final reports or evaluations for specific country initiatives were not encountered. There was an extended mid-term evaluation that had to cope with internal changes to the team, while the end-of-phase evaluation was prematurely scheduled a little over a year after the MTE and four months before the end of programme activities.

4.4.5 Cross-cutting issues

181. Cross-cutting issues in terms of women, youth, human rights and climate change were integrated into the GLTN´s design. They received adequate attention during the implementation period, as reflected in the Gender-Evaluation Criteria (GEC) and Youth Responsive Criteria (YRC) tools that were implemented at country level in Uganda and the DRC, and the 2012 international youth workshop that was held in Morocco. The GLTN Secretariat worked with UN-Habitat´s Youth Unit in developing a youth strategy, and younger residents have played a lead role in mapping land boundaries with portable GPSs and smartphones equipped with mobile surveying software. Support was also provided to the Gender Equality Unit for the drafting of a global report on the status of women.

182. The evaluators consider that the cross-cutting issues of gender, youth and land, and conflict were adequately mainstreamed during the programme´s implementation. The programme has assisted the Government of Uganda in developing a National Land and Gender Strategy and is currently advising Nepal in formulating a draft land policy that is gender sensitive; Zambia has managed to recognize customary lands (within the continuum of land rights concept) in the current draft national land policy. GLTN tools were applied to post-conflict and disaster situations, with notable impact in northern Iraq, enabling the return of displaced Yazidi communities to their original settlement. Likewise, the STDM tool assisted returning refugees of Darfur, Sudan, in securing certification of tenure security to reactivating their livelihoods. In eastern Nepal, the STDM was used to re-establish land boundaries in villages that were affected by the 2015 earthquake; this is facilitating the application for government reconstruction grants. Participatory mapping and enumeration tools were often implemented with the participation of younger residents who were more knowledgeable in managing the GPS instruments and related software programmes. The successful application of STDM and other tools in conflict areas suggests that there is significant potential for up-scaling associated with the land-use planning and GEC tools. There is considerable opportunity for future gender-focused initiatives in the Middle East, where female spouse or inheritance rights are not consistently applied. The GLTN Secretariat has developed a gender strategy for the proposed third phase and is currently assisting ROAS in the design of a regional programme that would up-scale land tools in post-conflict areas, applying a gender focus.

183. Other cross-cutting issues assumed a comparatively lower profile. Human rights were implicitly addressed by pilot experiences that supported land rights and land and conflict mediations for vulnerable communities in the DRC, Iraq, Sudan and Afghanistan. Interviewees from UN-Habitat and the GLTN Secretariat indicated that the continuum of land rights approach is central to human rights: "Tenure security is an important precondition for human development and the realization of human rights". According to the interviewees, since 2012, through the special rapporteurs and office of the High Commissioner on Human Rights (OHCHR), GLTN land tools have been positioned within a central debate around land rights and tenure security. In the engagement with OHCHR around women's equal access, use and control over land, the continuum of land rights and the Gender Evaluation Criteria were described as good practices and influenced the final guidelines. In 2013, the inclusion of human rights in GLTN's operations was developed out further, while support for the ongoing anti-eviction work in UN-Habitat continued. As for climate change, programming only picked up at the tail end of GLTN 2. According to ANGOC, there is on-going research by ANGOC on land tenure and its relation to climate change, as part of a four-country research project in East Asia and the Pacific being undertaken by RMIT University in Australia, with support from the GLTN.

4.5 IMPACT OUTLOOK (EVALUATION RATING: SATISFACTORY)

184. GLTN 2´s overall objective was to improve the ability of international organizations, UN-Habitat staff and related land programmes and projects, and targeted national and local governments to improve tenure security for the urban and rural poor. This would be achieved by reaching the planned outcomes or expected accomplishments that are described in the previous section.

185. The evaluation findings indicate that the objective has been met and that overall performance towards its achievement was satisfactory. The three expected achievements were achieved and their performance targets surpassed.

186. According to internal reports, the GLTN´s second phase has benefited over 200,000 urban and rural households, of which more than 15,000 households have received, or are in the process of receiving, certificates of occupancy or other legal documents that provide tenure security. The evaluators feel that the programme´s main impact was its support for secure land and property rights of the urban and rural poor. In several cases, the implementation of land tools has led to investments in infrastructure and service improvements, improving conditions for sustainable development and poverty reduction. The brief field visits by the evaluators to the DRC, Uganda, Zambia, Kenya and Nepal provided somewhat anecdotal evidence of improved tenure security for target beneficiaries that were attributable to the programme:

- Land mediation and settlement of returnees have reduced land disputes in the DRC provinces of North & South Kivu and Ituri, while the application of the land and conflict tool in Luhonga and the Masisi Territory of the DRC has provided access to land for post-conflict returnees.

- Identification and mapping of boundaries through participatory enumeration and STDM in the Masiani neighbourhood of Beni Municipality in the DRC, the urban informal settlements of Mashimoni in Nairobi and Mnazi Moja and Kwa Bulo in Mombasa, Kenya; the Kanyama urban informal settlement in Lusaka, and Mungule and Chamuka chiefdoms in rural customary lands of Zambia; and in 14 urban informal settlements in Uganda. These have led to enumeration of rights, the clarification of boundaries and empowerment of local communities, all of which have improved land tenure security.

- Enumeration and STDM, followed by: (i) the issuing of certificates of customary land occupancy in Zambia´s Chamuka chiefdom and 30-year land occupation licences for residents of Lusaka´s Kanyama slum; and (ii) issuing of certificates of occupancy to residents of the Kwa Bulo informal settlement in Mombasa, Kenya.

187. The application of GLTN tools in Zambia and the DRC has supported local land reform processes and raised local awareness of national land policies. The pilot activities and knowledge obtained have improved the confidence of community organizations that are now more proactive in local development initiatives. These achievements highlight the effectiveness of the GLTN´s catalytic implementation strategy, as demonstrated in the various country initiatives. Much of the impact achieved was derived from pilot demonstrations that offered a cost-effective and participatory approach that improved tenure security, raised local organizational capacities and indirectly leveraged public investment in service and infrastructure improvements. The results achieved with pilot interventions, and the opportunities to expand the application of land tools and work at national policy levels, justify continued in-country assistance under the third phase.

188. It should be noted that the areas and populations benefiting from the pilot demonstrations are small compared to the scale of demand, particularly in countries where most properties have yet to be surveyed or registered, or are emerging from recent conflict with displaced families seeking to return to their homes. Aside from the inclusion of land tenure indicators in the SDGs, most of the impacts that were generated have not been global in scope and were mostly based in Africa where most of the pilot countries were selected. However, the programme´s overall results and global potential offer a strong justification for the scaling up and "mainstreaming" of GLTN activity at policy levels and on the ground.

4.6 SUSTAINABILITY (EVALUATION RATING: SATISFACTORY)

4.6.1 Extent to which partners were able to design, implement and sustain activities implemented during the programme

189. Not all GLTN partners are active. The extent of partners' engagement in design, implementation and sustainability of activities depended on the organizational strength of the partners and the ability to raise funds to sustain project activities. The partners that fit this description well are donors and recipient governments because they have organizational strength and fund-raising capabilities to fully engage in the processes from design through implementation to sustainability. For example, the GLTN is supporting UN-Habitat as a GLTN-implementation partner to implement Community Participatory Land-Use Planning in North Kivu, South Kivu and Ituri provinces in the DRC (2016-18), funded by DFID as another GLTN partner. According to interviews in field visits by the evaluators, both UN-Habitat and DFID were involved in design and implementation and are likely to sustain the activities beyond 2018 because both DFID and UN-Habitat have long-term commitments in the land sector in the DRC, which started in 2009. Other donors with long-term commitments to GLTN programmes include: IFAD, which has implemented participatory enumeration and STDM with smallholder oil palm farmers to map land, record existing rights and solve land conflicts under the IFAD-funded Uganda Vegetable Oil Development Programme, and the GLTN tools are being scaled up to cover 50,000 smallholder farmers growing oil seed crops such as sunflower, sesame and ground nuts in north and eastern Uganda. FAO has implemented participatory enumeration and STDM/LIMS in Kenya´s Turkana county and is replicating the approach in six more counties.

190. Recipient governments have also used their organizational capacity to support design, implementation and, potentially, sustain GLTN initiatives. These include the Turkana county government in Kenya for STDM/LIMS; Zambia´s Government in developing its national land policy with GLTN support since 2017; and the DRC Government with regards to land policy development since 2012.

191. GLTN implementing partners - primarily CSOs with organizational strength and implementation capacity - have been contracted by the GLTN Secretariat to engage in the design and implementation of pilot initiatives. These include: PAMOJA Trust in Kenya, ACTogether in Uganda, Christian Bilingual University of Congo (UCBC) in the DRC, the Huairou Commission, and the People's Process on Housing and Poverty in Zambia (PPHPZ).

4.6.2 Beneficiary participation in programme design, implementation, monitoring and reporting

192. According to field interviews by the evaluators, beneficiaries who were already organized into strong representational groups had their representatives participate in design, implementation and reporting. These were mainly residents of urban informal settlements who were already organized to protect themselves against eviction and represented the beneficiaries. These CSOs included: Muungano wa Wanavjiji, a national federation of slum dwellers in Kenya whose representation at village level is managed by settlement executive committees (SECs); the National Federation of Slum Dwellers in Uganda; and the Zambia Homeless and Poor Peoples' Federation (ZHPPF) in Zambia. As for beneficiaries in rural customary lands, representation has been fairly strong in countries where traditional authority has not been weakened. For example, beneficiaries in Zambia, with representation by chiefs, clan heads and village development committees, were significantly involved in design, implementation, monitoring and reporting. On the other hand, in the DRC - where conflict had weakened local traditional and formal leadership – the level of engagement in programme design, implementation, monitoring and reporting was weak.

4.6.3 Extent to which in-country activities are replicable, can be scaled up at national/local levels, encourage South-South cooperation, and collaboration between partners

193. Most of the in-country activities and applications of tools are replicable or up-scalable at national and local levels, although this will require increased funding, not only on the part of GLTN but also on the part of donors and recipient countries. Given that past donor funding for land governance globally has been limited in relation to demand, stepped up efforts in fund-raising by the GLTN and its partners, and increased responsiveness on the part of donors would be required. In-country activities will not necessarily encourage South-South, North-South, partner-partner collaboration. On the other hand, these collaborations could be important to scaling up good practices on a broader scale.

5. LESSONS LEARNED

194. **Lesson 1: The Global Land Tool Network´s second phase has demonstrated satisfactory levels of performance and was able to fully achieve most of its planned outputs and outcomes.** A contributing factor was the programme implementation strategy that made effective use of the GLTN´s comparative advantages and emergent opportunities. The GLTN has been effective in shifting the discourse on land governance at global and national levels towards pro-poor and gender responsive land tools and approaches. The design of GLTN 2 benefited from the experience and lessons of its initial phase. The deliverables and performance indicators of the results framework were viable and achievable within the approved timeline and budget. The implementation approach articulated vertical and horizontal dynamics. Global advocacy, research, technical advice and capacity development were linked to in-country pilot demonstrations of land tools that provided evidence-based case studies to disseminate and upscale. The success in driving the inclusion of tenure security concepts and indicators into emergent global platforms, such as the SDGs and New Urban Agenda, was reinforced by the validation of the tools and their underlying concepts on the ground. The GLTN Secretariat assumed a facilitating, catalytic role in the implementation of many activities working through partners and focusing on technical backstopping and training rather than direct implementation; this approach encouraged cost-effectiveness and partner commitment as observed during the country visits. Although in-country demonstrations of land tools were implemented on a pilot scale, several have generated concrete improvements in tenure security, basic services and infrastructure.

195. Country initiatives benefited from pre-implementation planning consultations that helped identify capable national partners and suitable "entry points" for demonstrating different land tools and approaches. Many pilot demonstrations were supportive of the broader mandate and initiatives of national partners. The consistent focus on capacity development, which received the largest share of the budget, enabled national partners and target beneficiaries to make efficient use of the GLTN´s support, while creating opportunities for international partners to participate in the provision of technical guidance and training. This raised the relevance and efficiency of the programme´s activities in the pilot countries.

196. **Lesson 2: GLTN partnerships have been productive and mutually beneficial**. The GLTN was able to attract a diverse group of global and national partners under the second programme phase, bringing credibility and expertise to the Network. In many cases, there was a correspondence of interests on both sides: as the GLTN aimed to expand partnership and funding opportunities, it was also sought by international development agencies, civil society organizations, universities, research centres and professional associations to support their own advocacy platforms, projects and research activities. The GLTN Secretariat has benefited from the funding, peer advice and access to the constituencies of its international partners who, in turn, were able to access land tools and capacity building support for their own staff and project initiatives. In particular, the GLTN has addressed the lack of validated tools and methodologies to implement land policies that target the poor and are gender-responsive. The grouping of international partners with

common interests into working clusters that receive budget allocations, while still at an early stage of development, has enabled their direct participation in capacity development and the provision of technical guidance to country partners.

197. **Lesson 3: The GLTN´s direct association with UN-Habitat was mutually beneficial and was a key driver of the programme´s expansion under its second phase. However, the level of association and corresponding expectations also carry an opportunity cost in terms of the Secretariat´s ability to focus on core programme implementation and delivery demands, and have a bearing on the Network´s evolving identity and future directions.** The GLTN has strengthened UN-Habitat´s global positioning on land issues and broadened its thematic and programmatic scope through the consideration of land rights and tenure in both informal urban settlements and the expanding "urban-rural interface". The concepts and approaches have attracted new partners, led to cooperation opportunities and generated new sources of donor funding that contribute extra-budgetary income to the agency. The GLTN, in turn, has reaped benefits in its global image and access due to its association with a United Nations agency, which has provided resources and facilitated advocacy and collaboration with government agencies on land issues that were sometimes politically sensitive. United Nations sponsorship has been particularly useful at the country level by helping and sometimes enabling national NGOs and community-based partners to work with government agencies, fostering partnerships that, in some cases, have branched into other initiatives.

198. However, the benefits of this relationship were partially undermined by UN-Habitat´s corporate expectations, which tended to distract the GLTN Secretariat´s attention from core programme implementation needs. The Secretariat has participated in various United Nations work streams, liaised with UN-Habitat´s internal branches and units, contributed to technical papers and attended meetings that were not always related to core activities. The time devoted to the various endeavours was not insignificant and, in some cases, affected the ability of a compact Secretariat team to address more immediate programme issues. On a more existential plane, several respondents perceived ambiguities in the GLTN´s identity and image, with blurred distinctions between its status as a United Nations' programme (and designated land unit to one of its branches) on the one hand, and that of a global network accountable to its members on the other. The limited role of the international partners in the Network´s governance is another issue that was often mentioned. These factors are likely to have a bearing on the GLTN´s identity and continuing development as a network, and should be part of the discussion on future directions.

199. **Lesson 4: Land tools are the GLTN´s "signature" product and most valued contribution on a global scale.** The development of land tools that apply the continuum of land rights and fit-for-purpose land administration concepts are the GLTN´s raison d´etre and the main driver of its global relevance. In particular, the application of the Social Tenure Domain Model (STDM) in association with the participatory mapping and enumeration tools has consistently demonstrated added value as they are cost-effective tools that expedite land and property surveying and registration, and they use open-source software and accessible mobile technologies that can be managed by target groups. These tools were successfully piloted in various urban and rural contexts, building local consensus on land boundaries, facilitating the emission of legal certificates that recognize the tenure of vulnerable groups, and leveraging public investments in services and infrastructure.

200. STDM´s open source software provides an inexpensive alternative to commercially-licensed programmes and does not require precision survey instruments, e.g. mobile GPSs and smartphones or licensed surveyors for that matter. The overlaying of spatial and quantitative data supports land-use planning and enables the incorporation of informal settlements into local government plans and budgets; in several cases this has led to service and infrastructure improvements. The STDM tool, combined with participatory mapping and enumeration, strengthens local capacities by engaging beneficiaries in collecting, socializing and validating the data. This process builds local consensus on property boundaries with a significant reduction in land disputes and it promotes joint initiatives between community organizations and local government. The continuum of land rights has been demonstrated through the piloting of STDM and participatory enumerations, which have contributed to improved tenure security in both informal urban neighbourhoods and rural lands affected by conflict or natural disaster.

201. **Lesson 5: There is considerable potential to combine different GLTN tools in a manner that maximizes their collective utility.** However, various tools are at different stages of completion and several have not been field-tested or validated. This situation limits opportunities to demonstrate the aggregate benefits of applying different tools in a sequential manner. At present, the GLTN cannot offer the full "toolbox" that is central to its narrative, and future demand is likely to focus on tested tools such as the STDM, participatory enumeration, land mediation and Gender Evaluation Criteria (GEC) tools. Land tools for assisting in the valuation of unregistered land, land record systems for the poor or the costing of land administration services are still in progress and require further work before they can be validated and disseminated. The PILaR land readjustment tool is considered to be expensive and excessively complex by UN-Habitat staff who supervised its piloting. The lag between tools that have been validated and those that are still in progress prevents the GLTN from demonstrating the aggregated benefit of using them in association as a toolbox. For example, the database generated from the STDM and enumeration tools supports participatory land-use planning which, in turn, may raise the need for valuations or readjustment. The GEC tool also appears to be highly compatible and can be applied at different stages to monitor gender inclusiveness/impact against the baseline.

202. **Lesson 6: Participation enhances the effectiveness of land tools but does not necessarily improve timeliness or efficiency.** Country pilot demonstrations suggest that the more participatory tools may require more time before results are generated. This is a logical finding that is not critical but needs to be considered when planning larger-scale applications that involve longer timelines and more extensive oversight. Stakeholder involvement is essential for participatory mapping and enumerations, STDM, Gender Evaluation Criteria and PILaR among others. Targeted communities need to be informed and organized to make full use of the tools. The process of building trust and preparing communities to participate can involve different periods - from weeks to months depending on the scale and context. However, both implementing partners and recipients agree that community participation is the most time-consuming aspect of these tools. As a result, their application in rural areas needs to be scheduled to avoid interfering with farming activities. The time invested in community participation is not lost. Instead, the discussion and verification of land boundaries by local residents, and the process of applying for certificates of occupancy or other legal documents, strengthens the organizational capacity and vision of community groups, encouraging new initiatives. Pilot demonstrations of land tools have led slum associations and farmers´ organizations to

establish working relations with municipal planners and other local government officials for the first time.

203. **Lesson 7: The availability of sustainable and predictable funding, and longer-term commitments by donors, are important to enable the application of participatory approaches**. However, there are global tendencies towards more limited and shorter-term donor support cycles that need to be considered. In Afghanistan, the planned application of STDM and participatory enumerations to more than a million urban properties was discontinued after much deliberation due to time and delivery pressures on the part of the government and donor. Other pilot initiatives that started late were implemented with shorter timeframes, e.g. eight months for STDM and participatory mapping demonstrations in Nepal. These experiences underscore the importance of considering realistic timelines and related technical/budgetary needs when planning the application of tools, particularly at larger scales. The projects that were initially planned for Afghanistan and Haiti have since been replaced by newer GLTN initiatives that are smaller and implemented through non-governmental partners, combined with the provision of technical advice at policy levels. These follow-up initiatives indicated good adaptive management on the part of the programme.

204. **Lesson 8: There are significant opportunities to expand the scale of activity and impact that justify continued donor support.** The GLTN has demonstrated its global relevance. The evaluation findings indicate that most of the piloted, in-country demonstrations are replicable and that the STDM and other land tools can be applied on a broader scale. The availability of the GLTN "toolbox" will enable the implementation of associated land tools in progression, e.g. following STDM with land-use planning, land valuation and readjustment. There are significant opportunities to "mainstream" the use of STDM and other land tools for the resettlement of displaced populations in post-conflict or post-disaster situations.

205. The demand for these tools is likely to grow as new land policies are approved that incorporate the continuum of land rights and fit-for-purpose land administration concepts. Global urbanization trends indicate that informal urban settlements and the "urban-rural interface" will continue to expand; in this scenario, it is likely that tenure security will assume greater importance in containing migration to cities and enabling local development. The continued engagement of the GLTN and other partners in tracking the performance of land tenure indicators will be important to monitor global progress towards the SDGs. In this regard, the GLTN has its work cut out for the foreseeable future and the evaluators support the proposal for a third programme phase. The paper on the future strategy that was recently circulated by the GLTN Secretariat proposes a conceptual framework that can guide discussions at the partners' meeting.

6. RECOMMENDATIONS

6.1 SHORT-TERM RECOMMENDATIONS

206. **Recommendation 1: Two immediate priorities should be addressed by the GLTN Secretariat and its partners before the end of second programme phase. These are: (i) the full implementation of in-country initiatives that started late and/or are still in progress; and (ii) the completion of pending land tools to ensure the availability of the full "toolbox" for the next programme.** Most of the in-country land tool demonstrations were completed, but some began late and are under implementation. In several cases, the issuance of occupancy certificates and other legal tenure documents have had delays at government level and are being processed. The GLTN Secretariat staff and national partners continue to provide technical assistance to government ministries and are brokering civil society participation in the drafting of new land policies. Government survey departments are being trained on the use of the STDM tool and some are in the process of transferring their databases. It is essential that ongoing initiatives be followed through to their completion, particularly those that involve the urban and rural poor, to demonstrate impact, build credibility and enhance opportunities for up-scaling.

207. Likewise, the GLTN´s relevance and future development largely depends on the availability of validated land tools and approaches that can be applied on a broader scale and disseminated on the basis of evidence-based case studies. This availability of validated land tools and successful pilot applications is also a key input that supports the Network´s advocacy, communications and training initiatives. There are tools with a high impact potential that need further work and testing before they can be validated and promoted. The GLTN toolbox should be completed to offer a broader range of approaches and to demonstrate the collective impact of applying different tools sequentially in an integrated manner. Field monitoring can assist this endeavour by drawing lessons from the piloting of land tools in a cyclic manner that feeds into their "fine-tuning" and enhanced design.

208. **Recommendation 2: The main GLTN donors may need to approve "bridge financing" to sustain essential staff and activities until the next programme.** This will probably be necessary to finish ongoing activities and keep the Secretariat open beyond June. The likelihood of a gap between the end of the second phase and the approval or activation of a new programme could affect the continuity of Secretariat staff and of several initiatives on the ground, such as the GLTN´s late start in Nepal. To avoid disruption and premature ending of country activities, the main donors and UN-Habitat should consider approving bridge financing for a fixed period to sustain the GLTN Secretariat until a new programme commences.

209. **Recommendation 3: The GLTN needs to have a growth management strategy that considers the need for adjustments to the current institutional arrangement that better accommodates the Network´s development over time.** This discussion should be based on the review of the future strategy proposal that was circulated by the GLTN Secretariat at the partners' meeting. The overarching goal of the GLTN should be to contribute to the implementation and achievement of the Sustainable Development Goals, in particular

those that have land elements and indicators. This is achieved by replicating the application of proven land tools on a wider scale and raising the continuum of tenure rights and fit-for-purpose concepts to national policy levels to build an enabling policy and legislative environment. There are also several growth-related issues that need to be discussed: (i) an increased role for IAB partners in the programme´s oversight and supervision and the adjustments to current institutional arrangements this would require; (ii) the potential role of the UN-Habitat regional offices in hosting a GLTN focal point to decentralize operational and administrative support also merits discussion; (iii) expressed concerns regarding the functionality of partner clusters and the need for better internal organization with clear guidelines. This discussion should include new cooperation opportunities that are planned for the clusters or specific partners; for example for finalizing and pre-testing land tools or systematizing the process and results of their application.

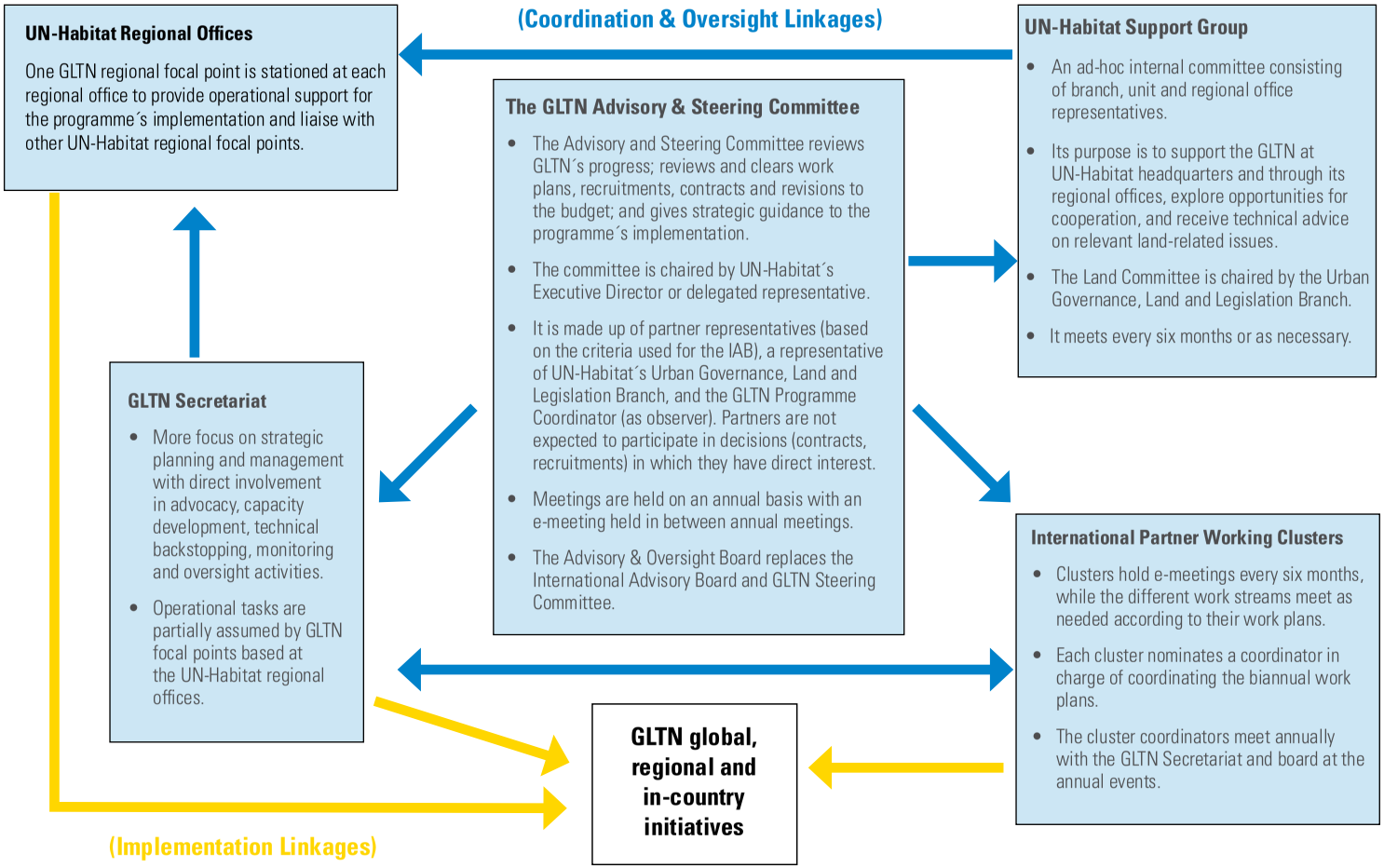
210. **Recommendation 4: Partner participation should be extended to the GLTN´s governance framework to sustain commitment, strengthen ownership and build a shared vision on the Network´s future direction.** There is a need to balance the different expectations of donors, international partners and UN-Habitat (in its capacity as host to the GLTN) and propose realistic adjustments to the oversight and decision-making arrangements that are able to better balance the various aspirations and priorities (considering that not all partners can be directly involved in management decisions).

211. International partners have participated in the implementation of GLTN activities, either individually or through their respective working clusters. Partners are additionally represented on the International Advisory Board that provides peer guidance and technical support. However, they lack the oversight and decision-making attributions of the GLTN Steering Committee, which is entirely composed of UN-Habitat staff. This divide has generated tensions among partners, who consider that the present arrangement lacks functionality and there is a need for greater inclusiveness in the Network´s governance. The evaluators agree that a reconsideration of the current GLTN governance framework is needed to sustain the commitment of international partners who drive (and in some cases fund) the GLTN. This discussion should be included in the agenda of the partners' meeting.

212. **Recommendation 5: Integrate advisory and steering committee functions.** Building on the previous recommendation, the evaluators propose adjustments to the current institutional arrangement that incorporate suggestions received from various respondents, as inputs for broader discussions: oversight and steering functions are integrated into a new body that is chaired by the UN-Habitat Executive Director´s Office and comprised of the (ex) International Advisory Board with the additional participation of the Urban Governance, Land and Legislation Branch as the direct GLTN counterpart within UN-Habitat. The internal UN-Habitat units that had formed the Steering Committee would re-conceptualized as an ad hoc working group (chaired by the Urban Governance Branch) that would liaise with the Secretariat; however, most of the operational collaboration would take place through the UN-Habitat regional office network, where a GLTN focal point would be situated to advise and partner with a regional team based on concrete initiatives.

    The clusters would continue to support the various GLTN initiatives and explore ways to achieve more consistent engagement and organization by nominating cluster coordinators, meeting on a semester basis (alternating e-conferences with in-presence meetings), and linking cross-cluster initiatives based on their regional focus and functional linkages (Figure 7).

Figure 7: Proposed Institutional Arrangement for the Third Phase (for discussion)



6.2 MEDIUM-TERM RECOMMENDATIONS

213. **Recommendation 6: The GLTN needs to graduate from the design and piloting of land tools and to move on to a new phase of expansion and consolidation.** This topic should be discussed in plenary at the partners' meeting, based on the future strategy proposal that was drafted by the GLTN Secretariat. The GLTN has demonstrated its relevance and assumed a substantive role at various levels: globally with the SDGs, GLII, the Donor Land Platform and IFAD; regionally with the LPI – a consortium of the African Union, the United Nations Economic Commission for Africa, and the African Development Bank; and nationally with land ministries and policymakers involved in the formulation of land policies and legislation. There is little need to alter piloted approaches that have proved to be successful; good practices need to be systematized, disseminated and up-scaled in support of broader processes. However, as noted by one respondent, the application of land tools should not be outcomes in the next phase but rather outputs that lead to new outcomes that are broader in their scope and impact.[24]

214. **Recommendation 7: The GLTN programme strategy for the next phase should prioritize the extension of GLTN tools and policy approaches to a broader scale of countries, with a more balanced regional distribution; and support the implementation of land tools and policy advice with capacity building and global advocacy.** Ultimately, the GLTN´s overarching goal should be the achievement of Sustainable Development Goals that address land rights and tenure security. This will require balancing in-country demonstrations with increased levels of advocacy and technical advice at "upstream" government policy levels. As such, the GLTN´s development strategy will need to address the Network´s transition from the pilot testing of land tools and approaches towards fuller-scale implementation, and the need to further engage at government policymaking levels to generate the enabling policy and legal frameworks. Both levels of intervention are likely to involve medium-term catalytic interventions and graduated "exit strategies" that enable the consolidation of results on the ground and "mainstreaming" of good practices at institutional and systemic levels. These are aspects that should to be planned in advance with GLTN donors and partners, and adequately timed and budgeted for during the next programme phase.

215. **Recommendation 8: A more rigorous impact assessment is recommended to confirm the consolidation of ongoing pilot initiatives, beyond the somewhat anecdotal evidence of impacts that was documented by the evaluators during the country visits.** Since there are opportunities to up-scale the application of land tools in several countries, these assessments should be designed in a way that feeds into the future strategies, for example constituting baselines for subsequent scaling-up initiatives. This should be budgeted for and undertaken by the GLTN Secretariat in coordination with national partners and government authorities, either as an ex-post evaluation "add-on" or perhaps more feasibly as an initial activity under Phase 3.

216. **Recommendation 9: The GLTN Secretariat needs to consider a growth management strategy as its partners and initiatives expand over time.** To manage growth effectively, the Secretariat will need to add staff and balance normative, operational and representational functions, transferring some of these to the UN-Habitat regional offices. They could each host a regional focal point and

[24] This recommendation and other medium-term recommendations were subsequently discussed and agreed on at the 7th GLTN Partners' Meeting that took place between 23-27 April, 2018. The closing statement and conclusions of the meeting are annexed to this report.

rationalize the share of time devoted to non-core activities; for example, prioritizing work-streams and requests that are not directly tied to programmed activities. The future strategy document is focused on the programmatic aspects and provides a logical starting point for discussing the organizational and operational implications. These should include a realistic assessment of additional staffing needs for the Secretariat (a regional focal point is suggested in each UN-Habitat regional office) to support future programme activities on the scale that is suggested. To manage the Network´s growth effectively, the Secretariat will need to balance its normative and operational functions, decentralizing operational and administrative tasks to UN-Habitat regional offices, and prioritizing the time devoted to the different workstreams to focus more on core implementation needs.

217. **Recommendation 10: The GLTN should build relations with new partners that are politically experienced, understand the dynamics of continued policy and legislative change, and know how to work with parliamentarians and legislators.** As GLTN land tools and approaches take hold and are increasingly positioned for application on a wider scale, their compatibility with national land policies and legislation will increasingly determine up-scaling possibilities. This situation will draw the GLTN and its partners towards new government contexts involving parliamentary commissions and legislative bodies. At these levels, having lobbying abilities and the right political connections are as important as technical expertise, and can make a difference in getting draft policies and legislation brought forward and approved. The GLTN Secretariat needs to anticipate this challenge and begin scoping legal advocacy groups that support land rights and have access to key actors.[25]

218. **Recommendation 11: The GLTN Secretariat should communicate the approaches and results of the second phase to the Permanent Country Representatives to the United Nations agencies that are based in Nairobi, as part of its advocacy and communications effort.** There is a readily available audience that has direct contact with member governments, of which some are likely to be receptive to the GLTN´s concepts and tools. Organizing a presentation for the Permanent Representatives at the United Nations Gigiri Complex in Nairobi and following up with interested parties could assist advocacy efforts and lead to new contacts with government policy and decision-making levels. This may broaden the level of government "buy in" to land policies that are pro-poor and gender-responsive, potentially generating new "entry points" for the next programme phase.

219. **Recommendation 12: The GLTN strategy and work programme for the third phase should seek to expand regional agreements with donors that offer access to a broader range of projects and land actors.** Arrangements with regional initiatives have made good use of the GLTN´s catalytic support and enabled the extension of tenure security tools and approaches to development projects in the region; this would have been more difficult to achieve on a bilateral basis. The cooperation agreement with IFAD´s Eastern & Southern African Learning Initiative is a mutually-beneficial arrangement that can be applied to other partners that fund or implement projects on a regional scale. In Africa, there are potential cooperation opportunities with multi-lateral donors at regional and country levels that would enable the GLTN to cover wider ground. These opportunities need to be pursued once there is an assurance of support for a third programme phase.

[25] For example, this might include the Democratic Governance Facility (DGF), "Justice, Law and Order Sector" (JLOS) and Barefoot Lawyers in the case of Uganda.

220. **Recommendation 13: The GLTN needs to explore emergent cooperation opportunities in regions with post-conflict or disaster situations, building on successful pilot experiences that were implemented during the second phase.** Post-conflict and disaster processes offer relevant and highly visible entry points that address extreme situations. Extended conflicts have displaced urban and rural populations in the Middle East that now require tenure security to reclaim lost properties or plan livelihoods in new settlements. Post-conflict processes that support the resettlement of communities are likely to benefit from GLTN tools and the STDM in particular. There is considerable opportunity to build on successful pilot experiences that were implemented with the Yazidi communities of Iraq, and displaced villages in Darfur, Sudan. Gender inclusion in property registration and inheritance is another issue that is very relevant for this region. The regional project proposal that was recently finalized by the Secretariat and UN-Habitat, ROAS, offers a vehicle on which to implement and upscale these initiatives. Likewise, the Secretariat should follow up on the recent Arab States Land Conference and negotiate agreements with governments to expand activities in the region.

221. **Recommendation 14: The evaluation findings indicate that a third phase of the Global Land Tool Network is viable and should be pursued.** The final recommendation is over-arching and comprehends the previous lessons and recommendations, and evaluation findings in general: the Global Land Tool Network is a successful initiative of demonstrated relevance and potential, that has the potential to generate impacts in tenure security and contribute towards sustainable, resilient communities on a global scale. The evaluators would like to close this report by recognizing the GLTN´s cost-effective performance and contributions and endorsing the programme´s continuity on a broader scale.

222. Donor support for the GLTN should be continued and, to the extent feasible, expanded based on an agreed medium-term strategy and workplan. This will require increased staffing and financial support, and predictable and sustainable funding over the proposed implementation period (establishing intermediate performance benchmarks to assess progress). Continued support to the GLTN and its expansion should be accompanied by adjustments to current governance, coordination and oversight arrangements, based on the discussions and consensus reached at the partners' meeting.[26]

Community discussions on emerging land access needs in Nepal. Photo © UN-Habitat/ Jean duPlessis.

[26] See Annex 10: The 7th Partners' Meeting: Conclusions and Closing Statement by the GLTN Coordinator, held 23-27 April 2018.

ANNEX 1: TERMS OF REFERENCE

End-of-Phase 2 Evaluation of the Global Land Tool Network

November 2017

1. Background and Context

The United Nations Human Settlements Programme (UN-Habitat) is mandated by the United Nations General Assembly to promote socially and environmentally sustainable towns and cities. It is the focal point for all urbanization and human settlement matters within the United Nations system. The agency is to support national and local governments in laying the foundation for sustainable urban development.

UN-Habitat envisions well-planned, well-governed and efficient cities and other human settlements, with adequate housing, infrastructure and universal access to employment and basic services such as water, energy and sanitation. To achieve these goals, derived from the Habitat Agenda of 1996, UN-Habitat has set itself a medium-term strategy approach for each successive six-year period; the Medium-Term Strategic and Institutional Plan (MTSIP) 2008-2013 and the Strategic Plan 2014-2019.

UN-Habitat hosts the Secretariat of the Global Land Tool Network (GLTN). The GLTN is a network of over 70 international institutions that was established in 2006 and since then has been working to promote secure land and property rights for all, through the development of pro-poor and gender-appropriate land tools. It seeks to implement the "resolution on sustainable urban development through expanding equitable access to land, housing, basic services and infrastructure" (GC.23-17) passed by the 23rd Governing Council in April 2011, the Voluntary Guidelines on the Responsible Governance of Tenure (VGGTs) and regional land agendas, such as the Land Policy Initiative (a joint programme of the African Union Commission (AUC), the African Development Bank (AfDB), and the Economic Commission for Africa (ECA)). The GLTN's goal is to secure access to land and tenure security for all, with an emphasis on the urban and rural poor. Its vision is to provide appropriate land tools, frameworks and approaches that enable the implementation of pro-poor and gender-sensitive land policies and land reforms at scale.

The GLTN relates to UN-Habitat's Strategic Plan's focus area 1: urban legislation, land and governance, which has, as a strategic result for city, regional and national authorities, to have established systems for improved access to land, adopted enabling legislation and put in place effective decentralized governance that fosters equitable sustainable urban development, including urban safety.

GLTN relates to the New Urban Agenda through urban and rural linkages with a focus on equal access to land and the Sustainable Development Goals (SDGs) by bringing in the concept of confirmation of land rights and the social, economic and financial dimension. GLTN also collaborates with the Global Donor Working Group on Land to elaborate on land indicator 1.4.2 to measure tenancy security.

Since the establishment of GLTN in 2006, it has continued to gather the attention of the main global land partners and worked to implement a paradigm shift from individual titling to the continuum of land rights; it has also worked on the prioritization and development of key land tools, some of which are at an advanced stage of development, while others have been tested and are being used at country level.

The main objective of GLTN is to contribute to poverty alleviation and the Millennium Development Goals through land reform, improved land management and security of tenure.

Through GLTN, a knowledge hub has been developed and support provided to three main regional land policy reform processes in Africa—the Land Policy Initiative, the Caribbean, Asia and country level interventions.

GLTN Phase 1 covered the period from 2006 to 2011, and Phase 2 ran from 2012 to 2017 with an extension to mid-2018. Development of the strategy supporting the new Phase 3 of GLTN started earlier in 2017 with the engagement of the International Advisory Board, Steering Committee and partners in the process.

1.1 GLTN Phase 2 Programme

The GLTN Phase 2 programme serves the goal by ensuring that "international organizations, UN-Habitat staff and related land programmes/projects and targeted national and local governments are better able to improve tenure security of the urban and rural poor". Phase 2 builds on the success of the first phase that ended in 2011. Phase 2 emphasizes prioritizing, pilot-testing and rolling out of priority land tools and approaches at country level; integrating capacity development and training in tool development processes; implementing capacity development programmes and supporting tool implementation in targeted countries and/ or cities / municipalities; advocacy and knowledge management efforts; and mainstreaming gender equality, youth responsiveness, human rights and grassroots engagement in land work.

Phase 2 is to achieve three expected accomplishments, namely:

- Expected Accomplishment 1: Strengthened land-related policy, institutional and technical frameworks and tools and approaches to address the challenges in delivering security of tenure at scale, particularly for the urban and rural poor.
- Expected Accomplishment 2: Improved global knowledge and awareness on land-related policies, tools and approaches that are pro-poor, gender-appropriate, effective and sustainable towards securing land and property rights for all.
- Expected Accomplishment 3: Strengthened capacity of partners, land actors and targeted countries, cities and municipalities to promote and implement appropriate land policies, tools and approaches that are pro-poor, gender-appropriate, effective and sustainable.

A results framework for the GLTN Phase 2 programme was developed based on these three expected accomplishments.

Activities implemented towards achieving expected accomplishment 1 include development and testing of tools and approaches; expected accomplishment 2 activities focus on research and the development and implementation of an advocacy and communication strategy; and expected accomplishment 3 activities focus on development and implementation of a capacity development strategy and support for tool implementation.

Phase 2 covers a period that is characterized by changes in global policy initiatives, such as the end of the Millennium Development Goals and start of the Sustainable Development Goals and adoption of the New Urban Agenda.

Phase 2 spans a period of six years, with a six month extension from January 2012 to June 2018 and an estimated budget of USD 40 million. The budget was secured from five donors, including the Government of Norway, Government of the Netherlands, Swedish International Development Cooperation Agency (Sida), Swiss Development Agency (SDC) and the International Fund for Agricultural Development (IFAD). Annex 2 provides an overview of projects implemented under Phase 2. By September 2017, a total of USD 28,850,110 was received out of an expected total USD 30,887,360.

1.2 Previous evaluations of the GLTN programme

The GLTN programme has been evaluated twice previously by external evaluators. First, a mid-term assessment of GLTN Phase 1 was conducted in 2009 and secondly a mid-term review of the GLTN Phase 2 was carried out and published in October 2016 and covered the period from January 2012 to mid-2016.

The 2016 mid-term review of Phase 2 rated the overall performance of GLTN as "satisfactory", with a tendency towards "highly satisfactory". Final outcomes remained, at the time, a work-in-progress, as expected with the programme being half-way, though a range of global and regional "emerging" outcomes was observed covering 9 of the 16 outcome areas being distinguished by the evaluation team.

The mid-term review presented recommendations for immediate action to enhance programme performance under Phase 2, programme performance in the longer run (Phase 3) and the GLTN governance.

1.3 Programme management

The management of GLTN is reflected in the governance structure (Figure 2 on page 6)). It is coordinated by the GLTN Secretariat, which is housed within the Land and GLTN Unit of the Urban Legislation, Land and Governance Branch of UN-Habitat. The Secretariat is tasked with supporting the planning, implementation, monitoring and evaluation of the activities of the GLTN programme, and the management of partnerships and the Network in collaboration with partners, including support at country level.

The International Advisory Board (IAB) is composed of 10 members representing the five clusters (multilateral organizations, bilateral organizations including donors, international professional bodies, international training/ research institutions, grassroots organizations and rural/ urban international civil societies) in which the GLTN partner organizations are organized along with representatives of grassroots organisations and the Secretariat. The IAB is chaired by and independent chair or co-chair. IAB members provide mostly strategic and sometimes technical advice on programme planning and implementation.

The Steering Committee is composed of representatives of UN-Habitat and formally serves as the overall decision-making body of GLTN. It approves the annual work programme and budget, and provides strategic guidance to ascertain alignment and compliance with the policy and strategic framework of UN-Habitat and the United Nations in general.

2. Mandate and purpose of the evaluation

This evaluation of the end of Phase 2 is mandated by the donors. It is also in line with the UN-Habitat evaluation policy (2013) and the Revised UN-Habitat Evaluation Framework (2016), which stipulate that all programmes and projects with a value of USD 1 million and above should undergo an end-of-phase evaluation.

UN-Habitat is undertaking this forward-looking evaluation to assess the performance of the Phase 2 programme and to determine to what extent it has been relevant, efficient, effective and sustainable; and to assess changes at outcome level and the emerging impact in order to identify lessons that will inform the implementation of GLTN Phase 3.

The evaluation is included in the 2017 UN-Habitat Evaluation Plan and will synthesize achievements, results and lessons learned from the programme. The sharing of findings from this evaluation will inform donors, partners, UN-Habitat and other key stakeholders, including governing bodies and Member States, on what was achieved and learned from Phase 2, and will inform the implementation of Phase 3's scaled up interventions.

3. Objectives of the evaluation

The evaluation of the GLTN Phase 2 programme is to provide donors, partners and UN-Habitat with an independent and forward-looking appraisal of the GLTN Phase 2's operational experience, achievements, opportunities and challenges based on its performance and expected accomplishments. What will be learned from the evaluation findings are expected to be—one of various sources of information—informing the implementation of Phase 3 in planning and programming projects, influencing strategies, adjusting and correcting as appropriate, exploiting opportunities, replicating and up-scaling the implementation approach used, and generating credible value for targeted beneficiaries and addressing global, regional and national priorities. The evaluation results will also contribute to the planning of GLTN donors' and partners and to UN-Habitat's planning, reporting and accountability.

The evaluation will cover the period of the GLTN Phase 2 programme from January 2012 to the end of 2017 at the time of the evaluation.

Key objectives of evaluation are:

a) To assess the achievement of expected accomplishments and performance of GLTN during Phase 2 in supporting partners and countries towards the achievement of sustainable urbanization by improving tenure security of urban and rural poor through land-related policy, frameworks and tools, knowledge and awareness, and strengthening capacity. This will entail the analysis of delivery of outputs, achievement of outcomes, and long-term effects.

b) To assess the extent to which GLTN Phase 2 implementation has created "value-for-money", and if the implementation approach used during the implementation of GLTN Phase 2 programme has worked well or not.

c) To make recommendations based on the findings of the evaluation on what needs to be done in Phase 3 to effectively implement, promote, develop and monitor GLTN's support to achieve improved tenure security of the urban and rural poor; and to inform the development of the Phase 3 programme document.

4. Evaluation scope and focus

The evaluation is expected to assess achievements, performance, challenges and opportunities of the GLTN Phase 2 through an in-depth evaluation of results achieved. The focus should be on the completed and ongoing activities of Phase 2. At the end of the ToR there is an overview of projects implemented during Phase 2.

The evaluation will take place at the end of 2017 at a time when most of the projects under Phase 2 have been completed or are near completion.

The evaluation analysis will be based on the Theory of Change of the GLTN Phase 2 programme and its logical framework, and it will outline the results chain and pathways as well as assumptions.

5. Evaluation questions based on evaluation criteria

The assessments and ratings of performance made by the evaluation will follow UN-Habitat criteria for evaluation in terms of relevance, efficiency, effectiveness, impact outlook and sustainability and in line with standards and norms of evaluation in the United Nations system. A five-point rating scale is used (Table 1).

Table 1: Rating of performance

Rating of performance	Characteristics
Highly satisfactory (5)	The programme had several significant positive factors with no defaults or weaknesses in terms of *relevance/ efficiency/ effectiveness/ sustainability/ impact outlook.*
Satisfactory (4)	The programme had positive factors with minor defaults or weaknesses in terms of *relevance/ efficiency/ effectiveness/ sustainability/ impact outlook.*
Partially satisfactory (3)	The programme had moderate to notable defaults or weaknesses in terms of *relevance/ efficiency/ effectiveness/ sustainability/ impact outlook.*
Unsatisfactory (2)	The programme had negative factors with major defaults or weaknesses in terms of *relevance/ efficiency/ effectiveness/ sustainability/ impact outlook.*
Highly unsatisfactory (1)	The programme had negative factors with severe defaults or weaknesses in terms of *relevance/ efficiency/ effectiveness/ sustainability/ impact outlook.*

Source: UN-Habitat Evaluation Unit 2015

The evaluation team may expound on the following issues, as necessary, to carry out the objectives of the evaluation.

Relevance

- To what extent is the GLTN Phase 2 programme consistent with relevant partner strategies such as the VGGTs and the Land Policy Initiative, national development plans and requirements of donors?
- To what extent is the implementation strategy responsive to MDGs/SDGs, New Urban Agenda, UN-Habitat's strategies and its strategies on human development priorities on vulnerable groups and poor, human rights, women and youth?
- To what extent are GLTN's Phase 2 intended outputs and outcomes relevant to the needs of target rural and urban beneficiaries?

Efficiency

- How was the GLTN Phase 2 programme designed and implemented, and what have been the most efficient types of activities implemented?
- To what extent were the institutional arrangements of GLTN (at Secretariat level as well as global, regional and country levels) adequate for achieving the expected accomplishments?
- What type of (administrative, financial and managerial) obstacles did the GLTN face during Phase 2 and to what extent has this affected programme delivery of outputs and achievement of the expected accomplishments?
- To what extent was the GLTN Phase 2 programme delivered in a cost-effective manner?

Effectiveness

- What types of products and services did GLTN provide to beneficiaries through activities implemented during Phase 2? What kind of changes to beneficiaries has resulted from products and services delivered?
- To what extent were the resources used to implement Phase 2 justified in terms of delivering on the expected accomplishments of GLTN Phase 2 programme?
- To what extent have partners been involved in the design and implementation of GLTN Phase 2 programme?
- To what extent and in what ways has the ownership of partners impacted on the effectiveness of the GLTN Phase 2 programme?
- To assess how the management of the GLTN (International Advisory Board, Steering Committee, Secretariat) has learned from and adjusted to changes during implementation;
- To what extent monitoring and reporting on the implementation of the GLTN Phase 2 has been timely, meaningful and adequate?
- To what extent were UN-Habitat's cross-cutting issues of gender, youth, climate change and human rights integrated into the design, planning and implementation, reporting and monitoring of Phase 2?

Impact outlook

- To what extent has GLTN attained or not (or is expected to attain) its goal, its objective and the expected accomplishments of Phase 2 (short-, medium- and long-term) in relation to the targeted beneficiaries, participants, whether individuals, vulnerable/ marginalized groups, communities, institutions, partners, etc.?

Sustainability

- To what extent have partners been able to design, implement and sustain activities implemented during the GLTN Phase 2 programme?
- To what extent did GLTN engage the participation of beneficiaries in design, implementation, monitoring and reporting of the Phase 2 programme?
- To what extent will the in-country activities be replicable or scaled up at national or local levels or encourage South-South and North-South collaboration, and collaboration between partners?

6. Stakeholder involvement

It is expected that this evaluation will be participatory and will involve key stakeholders. Stakeholders will be kept informed of the evaluation processes, including design, information collection and evaluation reporting and results dissemination to create a positive attitude for the evaluation and enhance its utilization. Partners, donors, relevant UN-Habitat and United Nations entities, national governments/ local authorities, GLTN members, beneficiaries, and other stakeholders may participate through a questionnaire, interviews or focus group discussions.

7. Evaluation methods

The evaluation shall be independent and will be carried out following the evaluation norms and standards of UN-Habitat and the United Nations system. A variety of methodologies will be applied to collect information during the evaluation. These methodologies include the following elements:

a) Review of documents relevant to the GLTN Phase 2 programme. Documents to be provided by partners, the GLTN Secretariat, relevant UN-Habitat entities, and documentation available from donors, members and beneficiaries (such documentation shall be identified and obtained by the evaluation team). Documentation to be reviewed will include:

- Original GLTN Phase 2 project documents, results framework and implementation plans;
- Annual work plan;
- Monitoring reports;
- Publications;
- Reviews;
- Previous evaluation documents, including the 2016 GLTN Phase 2 Mid-Term Review and the 2011 Mid-Term Assessment of GLTN;
- Donor reports and evaluations;
- Strategic plans, as deemed relevant, such as UN-Habitat's Medium-Term Strategic and Institutional Plan (MTSIP) (2008-2013) and Strategic Plan (2014-2019), relevant national development plans, and other relevant policy documents, in particular on the New Urban Agenda and SDGs, Land Policy Initiative and the VGGTs;
- Outreach and communication material on GLTN Phase 2.

b) Key informant interviews and consultations, including focus group discussions, will be conducted with key stakeholders, including donors, partners and UN-Habitat staff. The principles for selection of stakeholders to be interviewed, as well as the evaluation of their

performance, shall be clarified in advance (or at the beginning of the evaluation). The informant interviews will be conducted to obtain qualitative information on the evaluation issues, allowing the evaluators to assess project relevance, efficiency and effectiveness.

c) Surveys. To obtain quantitative information on stakeholders' views and perceptions, questionnaires to different target audiences (beneficiaries, members, partners, donors, Secretariat staff, etc.) will be deployed as deemed relevant to give views on various evaluation issues.

d) Field visits, if deemed feasible with resources available to the evaluation, to assess selected activities. Field visits should provide insight into both the scope (time), depth and range of activities of GLTN Phase 2 in three to four key project countries in Africa and, if resources are available, countries in other regions.

The evaluators will describe expected data analysis and instruments to be used in the inception report. Presentation of the evaluation findings should follow the standard format of UN-Habitat evaluation reports (evaluation purpose and objectives, evaluation methodology and approach, findings (achievements and performance rating assessments), conclusions, lessons learned, recommendations).

8. Accountability and responsibilities

The independent Evaluation Unit of UN-Habitat will commission a centralized evaluation of the GLTN Phase 2 programme and it will manage the evaluation, with logistical support from the GLTN Secretariat on a day-to-day basis and in consultation with the members of the evaluation reference group.

The Evaluation Unit will guide and ensure that the evaluation is contracted to suitable candidates. The Evaluation Unit will advise on the code of conduct of the evaluation and provide technical support as required. The Evaluation Unit will have overall responsibility to ensure that contractual requirements are met and approve all deliverables (inception report with work plan, draft and final evaluation reports).

An evaluation reference group will be established at the start of the evaluation process, with members representing donors, partners, Steering Committee, the Evaluation Unit, and GLTN Secretariat (in ex-officio capacity). The reference group will be responsible for providing guidance on the process, approving the selection of the evaluation team, and commenting on the inception report and drafts of the evaluation report.

The evaluation will be conducted by two consultants, both international consultants. The evaluators are responsible for meeting professional and ethical standards in planning and conducting the evaluation, and for producing the expected deliverables in accordance with UN-Habitat evaluation policy and norms and standards for evaluation.

The evaluation team will receive overall guidance from the reference group, technical support from the Evaluation Unit and logistical support from the GLTN Secretariat.

9. Qualifications and experience of the evaluation team

The evaluation shall be carried out by two consultants, with the senior consultant assigned as the lead evaluator. To ensure complementarity within the evaluation team, at least one consultant should be an evaluation expert and the other consultant a land/governance or network expert. The two international consultants are expected to have:

a) Extensive evaluation experience. The consultant should have ability to present credible findings derived from evidence and to present conclusions and recommendations supported by the findings.

b) Specific knowledge and understanding of land governance issues and UN-Habitat and its mandate.

c) 10-15 years of programme management experience in results-based management working with projects/ programmes in the field of land, legislation and governance.

d) Advanced academic degree in political sciences, social economy, land and governance, public administration, or similar relevant fields.

e) Recent and relevant experience working in developing countries.

f) It is envisaged that the consultants would have a useful mix of experience and familiarity with public administration in various parts of the world.

g) Fluent in English (understanding, reading and writing) is a requirement. Knowledge of French is desirable.

10. Work schedule

The evaluation, including the desk review, will be conducted over a period of six weeks from December 2017 to March 2018.The evaluation team is expected to prepare an inception report with a work plan that will operationalize the evaluation. In the inception report, Theory of Change, understanding of the evaluation questions, methods to be used, limitations or constraints to the evaluation as well as schedule and delivery dates to guide the execution of the evaluation, should be detailed. The provisional timetable is in section 13.

11. Deliverables

The three primary deliverables for this evaluation are:

a) Inception report with evaluation work plan. Once approved, it will become the key management document for the evaluation, guiding evaluation delivery in accordance with UN-Habitat's expectations throughout the performance of contract. The draft inception report is reviewed and approved by the evaluation reference group.

b) Draft evaluation reports. The evaluation team will prepare evaluation report draft(s) to be reviewed by UN-Habitat. The draft should follow UN-Habitat's standard format for evaluation reports. The draft report is shared with the evaluation reference group for review and comments. The evaluation reference group will review and provide comments on draft reports.

c) Final evaluation report (including executive summary and appendices) will be prepared in English and will follow the UN-Habitat's standard format of an evaluation report. The report should not exceed 40 pages (excluding executive summary and appendices). The report should be technically easy to comprehend for non-specialists. The final report is approved by the reference group.

12. Resources

The funds for the evaluation of the project are made available from the GLTN Phase 2 budget.

The remuneration rate of the consultants will be determined by functions performed, qualifications and experience of the consultant. There are set remuneration rates for consultancies.

Payments will be based on deliverables over the consultancy period. The fees will be paid upon satisfactory delivery of outputs as per agreement.

Where applicable, travel costs of the consultant (economy class air ticket), transfers and daily allowance as per the United Nations rate is payable in addition to the daily fee. Daily subsistence allowance will be paid only when working outside the official duty station (home-based) of the consultants.

13. Provisional Time Frame

#	Task Description	Aug-Nov 17			Dec 17				Jan 18				Feb 18				March 18			
					1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
1	Development of TOR Evaluation Team (2 consultants)	X	X																	
2	Call for consultancy proposals and recruitment of consultants			X	X															
3	Review of background documents					X	X													
4	Preparation and approval of inception report with work plan and methodology of work						X	-	X											
5	Data collection, including document reviews, interviews, consultations and group meetings								-	X	X	X	X	X	X					
6	Analysis of evaluation findings, commence draft report writing and briefings to UN-Habitat								-					X	X					
7	Presentation of preliminary findings to UN-Habitat (by Skype)														X					
8	Draft evaluation report															X	X			
9	Review of evaluation report																X	X	X	
10	Production delivery of final evaluation report, including editing and layout																		X	X

Table 2: Overview of projects implements under the GLTN Phase 2 Programme

S1-32FNO-000003	SB-000638.04.03	Land and Global Land Tool Network Programme Phase II	Completed	1-Jan-12	31-May-16	Norway (PCA) through MOFA	USD 3,442,886	Global
S1-32FSE-000002	SB-000638.05.02	Land and Global Land Tool Network Programme Phase II	Completed	1-Jan-12	30-Sep-16	Sida	USD 2,685,567	Global
S1-32FOD-000009	SB-000638.06	Training and Capacity Development in Support of Land Policy in Africa	Completed	15-Mar-12	31-Oct-15	UNECA	USD 498,870	Regional (Africa)
S1-32FOD-000062	SB-001184.02	Development of Land Information Management System for the County Government of Turkana	Completed	13-Oct-15	31-Mar-16	FAO	USD 73,920	Kenya
M1-32FOD-000021	SB-000638.07.03	Global Land Tool Network Phase 2 (2012-2017)	Ongoing	13-Oct-13	31-Dec-17	Netherlands/ IFAD and UN Women Through IFAD	USD 20,137,500 USD 30,000 (UN Women)	Global
M1-32FOD-000031	SB-000638.12	Land and Natural Resource Tenure Security Learning for East and Southern Africa (Phase 2) TSLI	Ongoing	30-Oct-13	31-Dec-17	IFAD	USD 1,425,000	Regional (ESA)
M1-32FOD-000039	SB-001437.06	Norway's Support to the Achievement of the Results Articulated in UN-Habitat's Strategic Plan 2014-2019 sub-prog, 1,2,3,4,6,7 (for 2015 only)	Completed	1-Jul-15	31-Dec-16	Norway (PCA) through MOFA	USD 467,889	Global
M1-32FOD-000043	SB-001184.01	Conflict Sensitive Land Governance Initiative within the Rural-Urban Nexus Context, a sub-programme of GLTN Phase 2	Ongoing	1-Jul-15	31-Dec-17	Swiss (Swiss Agency for Development & Cooperation)	USD 867,110	Global
GMNR (Fund 64ROA)	SB-000286.01	Strengthening Capacities to Address Land Tenure Security in Africa Through Better Monitoring and Information	Completed	1-Jan-14	31-Dec-15	Development Account Section 35 (2014-2015)	USD 501,000	Global

M1-32FOD-000085	SB-006572.02	Norway's Support to the Achievement of the Results Articulated in UN-Habitat's Strategic Plan 2014-2019 (Sub-Prog, 1,2,3,4,6,7 (for 2016 only)	Ongoing	20-Jun-16	1-Oct-17	Norway (PCA) through MOFA	USD 269,058	Global
M1-32FOD-000073	SB-005827.16	Support to Land and Global Land Tool Network Programme Phase II	Ongoing	23-Feb-16	31-Dec-19	Sida	USD 604,057	Global
S1-32QXB-000065	SB-000633.73.xx.xx	Supporting Land Governance for Peace, Stability and Reconstruction in DRC (Congo)	Ongoing	Nov 2016	Oct 2018	ROAF (IHA)	USD 812,909	DRC
S1-32QXB-000306	SB-000635.41.01.36	Strengthening Land Management for Peaceful Co-Existence in Darfur, Sudan	Ongoing	22-Feb-17	22-Nov-17	ROAS (IHA)	USD 139,000	Sudan
S1-32FOD-000100	SB-008075.01	Programme D'appui a la Reforme Fonciere Elaboration du Document de la Politique Foncière de la Republique Democratique du Congo	Ongoing	January 2017	Dec 2019	UN-MPTF (DRC Fonds National REDD) CAFI Investment	USD 3,000,000	DRC
S1-32FOD-000092	SB-000638.12.06	Strengthening capacity for assessing the impact of tenure security measures on IFAD-supported and other projects within the SDG framework (TIA)	Ongoing	20-Jan-17	31-Mar-19	IFAD	USD 220,000	Global
M1-32FOD-000108		Norway PCA 2017	New	23-May-17	31-Dec-18	Norway (PCA) through MOFA	USD 214,518	Global

ANNEX 2: GLTN INTERNATIONAL PARTNERS

Bilateral and Multilateral Organizations

- Bill & Melinda Gates Foundation
- Cities Alliance
- Food and Agriculture Organization of the United Nations
- German Federal Ministry for Economic Cooperation and Development (BMZ)
- German International Cooperation (GIZ) GmbH
- International Fund for Agricultural Development (IFAD)
- Millennium Challenge Corporation (MCC)
- Ministry of Foreign Affairs and International Development of France
- Ministry of Foreign Affairs of the Netherlands
- Norwegian Ministry of Foreign Affairs
- Swedish International Development Cooperation Agency (Sida)
- Swiss Agency for Development and Cooperation (SDC)
- United Nations Economic and Social Commission for Asia and the Pacific (ESCAP)
- United Nations Economic Commission for Africa (UNECA)
- United Nations Environment Programme (UNEP)
- United Nations Human Settlements Programme (UN-Habitat)
- United Nations Entity for Gender Equality and the Empowerment of Women (UN Women)
- World Bank Group

International Professional Bodies

- Arab Union of Surveyors (AUS)
- Cadasta Foundation
- Commonwealth Association of Surveying and Land Economy (CASLE)
- Fédération des Géomètres Francophones (FGF)
- International Federation of Surveyors (FIG)
- International Union for Land Value Taxation and Free Trade (IU)
- International Union of Notaries (UINL)
- Kadaster International
- Korea Land and Geospatial InformatiX Corporation (LX Corporation)
- Lantmateriet (The Swedish mapping, cadastral and land registration authority)
- Open Source Geospatial Foundation (OSGeo)
- Regional Centre for Mapping of Resources for Development (RCMRD)
- Royal Institution of Chartered Surveyors (RICS)
- Statens Kartverk (Norwegian Mapping Authority, Cadastre and Land Registry)

International Training/Research Institutions

- Aalborg University
- African Institute for Strategic Research Governance and Development (AISRGD)
- Association of African Planning Schools (AAPS)
- Centre for Land Tenure Studies (CLTS)
- Comite technique foncier-Developpement (CTFD)
- Eastern Africa Land Administration Network (EALAN)
- Institute for Advanced Sustainability Studies (IASS)
- Institute for Housing and Urban Development Studies (IHS)
- Institute for International Urban Development (I2UD)
- International Alliance on Land Tenure and Administration (IALTA)
- International Institute for Environment and Development (IIED)
- International Institute of Rural Reconstruction (IIRR) International Islamic University Malaysia (IIUM)
- International Research Group on Law and Urban Space (IRGLUS)
- Landesa
- Lincoln Institute of Land Policy

- Netherlands Academy on Land Governance for Equitable and Sustainable Development (LANDac)
- Network-Association of European Researchers on Urbanisation in the South (N-AERUS)
- RMIT University
- Technical University Munich (TUM)
- Terra Institute
- University of East London (UEL)
- University of Florida (UF)
- University of Twente - Faculty of Geo-Information Science and Earth Observation (ITC)
- University of West Indies (UWI)
- Urban Training and Studies Institute (UTI)

Rural/Urban International Civil Societise Development Workshop

- Alliance for Green Revolution in Africa (AGRA)
- ActionAid International
- Asian Coalition for Housing Rights (ACHR)
- Asian NGO Coalition for Agrarian Reform and Rural Development (ANGOC)
- Federation of Women Lawyers (FIDA)
- Groupe de recherche et d'echanges technologiques (GRET)
- Habitat for Humanity International
- Habitat International Coalition (HIC) - Housing and Land Rights Network
- Huairou Commission
- International Land Coalition (ILC)
- Land Portal Foundation
- Legal Action Network (LAW)
- Namati
- Norwegian Refugee Council (NRC)
- Oxfam International
- Protimos
- Slum Dwellers International (SDI)
- World Vision

ANNEX 3: EVALUATION INTERVIEWEES

UN-Habitat		
Name	**Entity**	**Position**
Oumar Sylla	Land and GLTN Unit (GLTN Secretariat)	Coordinator, Unit Leader
Jean du Plessis	Land and GLTN Unit (GLTN Secretariat)	Capacity Development Coordinator
Danilo Antonio	Land and GLTN Unit (GLTN Secretariat)	GLTN Tools Coordinator
Everlyne Nairesaie	Land and GLTN Unit (GLTN Secretariat)	GLII Coordinator
Ombretta Tempra	Land and GLTN Unit (GLTN Secretariat)	Arab States and Land and Conflict coordinator
Aisa Kirabo Kacyira	Deputy Executive Director	UN-Habitat
Raf Tuts	Programme Division	Director
Robert Lewis-Lettington	ULLG Branch	Acting Branch Coordinator
Bruno Dercon	ROAP	Senior Human Settlements Officer
Dyfed Aubrey	Programme Division	Inter-Regional Adviser
Robert Ndugwa	Global Urban Observatory Unit	Chief
Lucia Kiwala	Civil Society Unit, External Relations Division	Chief
Raf Tuts	Programme Division	Director
Erfan Ali	UN-Habitat - Iraq	Country Director
Angela Mwai	Gender Equality Unit	Leader
Zena Ali Ahmad	ROAS	Director
Dyfed Aubrey	Programme Division	Interregional Advisor
Elaine Young	GLTN Secretariat	PMO
Anthony Lamba	City for All, UN- Habitat Afghanistan	Chief
Sergio Blanco	ROLAC	Hub Coordinator
Martin Barugahare	Evaluation Unit	Chief
Susanne Bech	Evaluation Unit	Evaluation Officer
Clarissa Augustinus	Former-GLTN Coordinator	

International partners		
Name	**Entity**	**Position**
Harold Liversage	IFAD (IAB member)	
Rafic Khouri	Arab Union of Surveyors (IAB member)	
Stig Enemark	Aalborg University (IAB member)	
Jaap Zevenbergen	ITC (IAB member)	
Jolyne Sanjak	Landesa (IAB member)	
Romy Sato	Global Donor Working Group on Land	
Brenda Mutemba	Permanent Representative of Zambia to UN-Habitat (IAB member)	
Frits van der Wal	Netherlands Ministry of Foreign Affairs (IAB member)	
• Nayoka Martinez-Backstrom • Mikael Atterhög	Sweden (SIDA)	
Wael Zakout	World Bank	
Sheila Kamunyori, Wendy Ayres and Abebaw Alemayehu	World Bank, Kenya Country Office	
Byron Anangwe	RCMRD	
Walter de Vries	Technical University Munich	
Nathaniel Marques	ANGOC	
Annalisa Mauro	ILC	
Husna Mbarak	FAO	
Wael Zakout	World Bank	
• Sheila Kamunyori • Wendy Ayres • Abebaw Alemayehu	World Bank, Kenya Country Office	
Albina Chuwa	National Bureau of Statistics, Tanzania	
Julian Quan	Natural Resources Institute, United Kingdom	
Willy Zimmerman	Resource person	

Kenya		
Name	**Entity**	**Position**
James Ketta	Pamoja Trust	Programme Officers
Samuel Odhiambo		
Mercy Mukeni		
Angela Mwangi	RECONCILE	National Implementing Partner
Innocent Ariemba	Mwea District National Irrigation Board (NIB)	Manager
Maurice Maing	Irrigation Water Users' Assoc. (IWUA)	Chairperson
Alex Difatha	IWUA	Farmers Representative
Paul Njuguna	UTaNRM project	Land & Environment Coordinator
Grace Mwangi	UTaNRM project	M&E Coordinator
Simon Kimtua	Ndekia Irrigation Area, Mwea	Farmers
James Kibuchi		
Anthony Murimi		
Francis Gitari		
James Njiru		
Bilha Muchiri		
Charles Kariuki		
Immaculate Njoka (Chief)		
John Kamau		
Evan Warui		
Ann Wanjiru	Mashimoni informal settlement, Nairobi	Residents
Joseph Arbur		
Josephine Karesa		
Sam Odhiambo		
Hellen Nrungu		
Moses Ngahe		
Agnes Mugo		
Beatrice Otieno		
Stephen Omond		
FGD with 8 community members (5 men and 3 women)	Kwa Bulo, Mombasa county	
FGD with 9 community members (5 men and 4 women)	Mnazi Moja, Mombasa county	
Rose Munupe	County Government of Mombasa	Acting Director, Lands

Zambia		
Name	**Entity**	**Position**
Veronica Mwiche	Ministry of Lands and Natural Resources	Director of Planning and Information
FGD with 12 community members (7 men and 5 women)	Kanyama urban informal settlement in Lusaka	
Chief Chamuka	Chamuka chiefdom, Zambia	Chief
FGD with 9 community members (1 senior headman, 5 other men and 3 women)	Chamuka chiefdom, Zambia	

DRC		
Name	**Entity**	**Position**
Honourable Nzanzu Kasivitha Carly	North Kivu Province	Minister of Lands
Honourable Janvier Kahindo Tsekanabo	North Kivu Province	Speaker of Provincial Parliament
Honourable Jean Edmond Nyonyi Bwanakawa	Beni Municipality	Lord Mayor of Beni
Honourable Bunduki Kwany	Christian Bilingual University of Congo (UCBC), Beni	Vice Chancellor of UCBC
FGD chaired by the mayor, with about 30 administrative and land officials, and community representatives	Beni Municipality	
FGD with 10 community members in Masiani neighbourhood	Mayor of Beni Municipality, staff and community representatives	
FGD with 15 staff and trainees of UCBC Resource Services Centre, developing an STDM-based land information system	Masiani neighbourhood, Beni Municipality, DRC	Community representatives
FGD and observations of the land information system and land office in Goma, led by Provincial Minister of Land Affairs, North Kivu, Hon. Carly Kasivita Nzanzu	UCBC University, Beni, North Kivu, DRC	UCBC is developing a STDM-based land information system, on behalf of the Beni Municipal Land Office
FGD and observations of the land information system and land office in Goma, led by Provincial Minister of Land Affairs, North Kivu, Hon. Carly Kasivita Nzanzu	Provincial lands office, Goma, North Kivu, DRC	Provincial lands office, minister and staff

Philippines		
Name	**Entity**	**Position**
Luna Cagan	TAMPEI, Philippines	Staff
Ruby Haddad	TAMPEI, Philippines	Staff
Alexander Chileshe	UN-Habitat Zambia	National Technical Adviser

Uganda		
Name	**Entity**	**Position**
Simon Mwesige	UN-Habitat - GLTN	National Coordinator
Sam Mabala	Ministry of Land, Housing & Urban Development	Commissioner for Housing
Naomi Kabanda (Coordinator)	Ministry of Land, Housing and Urban Developmentx	Secretariat National Land Policy
Rachel Nakondi		
Rogers Kapiti		
James Zzinga		
Richard Asimru		
Maurice Kijambu		
Harrison Irumba		
Irene Bunule		
Naomi Kabanda		
Theo Oltheten	Embassy of the Netherlands	First Secretary Rule of Law/Political Affairs
Frederick Mugisa (Coordinator)	ACTogether	National implementing partner
Nameli Hafisa		
Junior Segganja		
Semanda Twana Bin Musa		
Frances Burugi (Director)	UCOBAC	National implementing partner:
Richard Okello		
Fred Nambafu	Mbale Municipal Government	Municipal planner
Naomi Angel		Community dev. officer
Anita Kusema	Kampala City Council Commission	Director

Uganda ... continued		
Name	**Entity**	**Position**
Ali Wasimpoi	Informal urban settlements, Mbale	Residents
Sarah Nambozo		
Sharon Matalo		
Irene Nabukonde		
Musa Semanda		
Richard Wandasa		
Daniel Woniala		
Tom Bisagati		
Angella Neumbe		
Rukia Nabushawo		
Betty Kisa		
Florence Namajja		
Gertrude Bwayirisa		
Amina Atuket		
Rebecca Najunda		
James Tsatsoni		
Sowedi Bukomsi		
Moses Namidi		
Kamida Negesa		
Obua Baud	District Land Council, Pader District	Vice-chairperson
Brilliant Tito Okello	District Land Council, Pader	Sub-country chairman
Maureen Otika Lanyero	District Land Board, Pader	Committee members
Walter Knox Otim		
Richard Kabuleta	IFAD Vegetable Oil Development Project (VODP)	Coordinator
5 land committee members	Pajule Sub-Country Chief and Area Land Committee	Land committee members and village residents
6 village residents		

Nepal		
Name	**Entity**	**Position**
Padma Sunder Joshi	UN-Habitat - Nepal	Habitat Programme Manager
Raja Ram Chhatkuli	UN-Habitat - Nepal	Programme Coordinator (Land & GLTN)
Shristee Singh	UN-Habitat - Nepal	Land, Property & Gender Programme Officer
Tikaram Ghimire	Ministry of Land Reform & Management	Joint Secretary
Punya Bikram Poudel	Ministry of Land Reform & Management	Under Secretary
Gopal Giri		
Ganesh Prasad Bhatta	Survey Dept., Ministry of Land Reform & Management	Director General
Bishnu Bhandari	National Reconstruction Authority (NRA)	Executive Member
Suresh Dhakal	Community Self-Reliance Centre (CSRC)	National implementing partner
Suresh Tamang		
Jagat Basnet		
Jagat Deuja		
Hom Pathak (Chairperson)	Human Rights and Development Centre (HURADEC)	National implementing partner (Dolakha district)
Raju, B.K		
Sundar Lamichhane		
Navaraj Acharya		
Chhatra Karki		
Bishnu Khadka		
Krishna Bhujel		
Nabin Gole		
Sujan Nepali		
Ram Kumar Basnet	Jilu Village	Village Committee Secretary and Residents
Murari Tripathi		
Taranth Chaulagain		
Arjun Prasad Chaulagain		
Shankar Chaulagain (ISP Committee Secretary)		
Tara Nath Chaulagain		
Gopi Prasad Chaulagain		
Cheli K.C. (ISP Committee Member)		
Ambika Chaulagain		
Som Thami	Phulappa Village	Village Committee Secretary and Resident
Mohan Yogi		
Anup Yogi		
Pratima Thami		
Bhawani Yogi		
Amrit Thami		
Ratna Bahadur B.K.		
Kamala Basnet	Bhimsen Municipality	Deputy mayor

ANNEX 4: GUIDING EVALUATION QUESTIONS AND TARGET FOCUS GROUPS

FOCUS GROUPS: / EVALUATION QUESTIONS:	GLTN Secretariat	- International Advisory Board - Steering Committee - Evaluation Reference Group	- UN-Habitat Urban Legislation, Land & Governance Branch - Participating UN-Habitat regional offices	- Executing Partners (Country-based and regional initiatives)	Counterparts and Beneficiaries (Country, Regional, Global): - National/Regional Organizations/ Associations - Central/Local Government - NGOs, CBOs	- Training & Research Institutions	- Donors & Key Global Partners - Participating United Nations Agencies
Relevance							
1. To what extent is GLTN Phase 2 consistent with relevant partner strategies: VGGTs and Land Policy Initiative, national development plans and donor requirements?							
2. To what extent is the implementation strategy responsive to MDGs/SDGs, New Urban Agenda, UN-Habitat strategies and human development priorities on vulnerable groups, poor, human rights, women and youth?							
3. To what extent are GLTN's Phase 2 intended outputs and outcomes relevant to the needs of target rural and urban beneficiaries?							
Efficiency							
4. How was GLTN Phase 2 designed/ implemented, and what have been the most efficient types of activities implemented?							

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ANNEX 5: GLTN LAND TOOLS – PRESENT STAGE OF DEVELOPMENT

TOOLS	KEY DOCUMENTS AND OTHER MATERIALS	STAGE OF DEVELOPMENT						
		1			2			3
		Scoping studies	Consultations	Product development	Pilot testing	Revision & adoption	Capacity development	Integration at country level
ACCESS TO LAND AND TENURE SECURITY								
1. Continuum of Land Rights	• Framework for the operationalization of the continuum of land rights at the country level • Framework for evaluating continuum of land rights scenarios • Property Theory, Metaphors and the Continuum of Land Rights • The Continuum of Land Rights Approach to Tenure Security: Consolidating Advances in Theory and Practice	•	•	•	•	•	•	•
2. Participatory Enumeration for Tenure Security	• Count Me In: Surveying for Tenure Security and Urban Land Management	•	•	•	•	•	•	•
3. Land Record System for the Poor	• Designing a land record system for the poor	•	•	•				
4. Customary Tenure	• Ejido land tenure and registration system: Mexico case study - synthesis report • Certificates of Customary Ownership: Experiences from the District Livelihood Support Programme in Uganda • Undertaking a Gender Criteria Evaluation of Land Reforms/Customary Land Secretariats in Ghana	•	•					
LAND ADMINISTRATION AND INFORMATION								
1. The Social Tenure Domain Model	• The Social Tenure Domain Model Software • www.stdm.gltn.net • STDM end user manual	•	•	•	•	•	•	•

2. Costing and Financing of Land Administration Services	• Framework for Costing and Financing Land Administration Services	•	•	•					
3. Fit for Purpose Land Administration	• Fit-for-Purpose Land Administration: Guiding principles for country implementation	•	•	•					
4. Transparency in land administration	• Training Guide : Transparency in Land Administration • Toolkit: Transparency in Land Administration	•	•	•	•	•	•		
LAND-BASED FINANCING									
5. Innovative Land and Property Taxation	• Land and Property Tax – A policy guide • Innovative Land and Property Taxation	•	•	•					
6. Land Based Financing	• Leveraging Land: Land Based Financing for Local Governments– A Reader • Leveraging Land: Land Based Financing for Local Governments – Training Guide	•	•	•	•	•	•		
7. Valuation of Unregistered Lands and Properties	• Guide to the Valuation of Unregistered Lands and Properties	•	•	•					
LAND MANAGEMENT AND PLANNING									
8. Land Readjustment	• Remaking the Urban Mosaic: Participatory and Inclusive Land Readjustment (PILaR)	•	•	•	•		•		
9. Citywide Slum Upgrading	• First talk on Slum Upgrading Using Land Readjustment (draft only) • Community-Driven City-wide Upgrading, Key to Inclusive City Development - Experiences from Asia and Thailand	•	•	•	•				
10. Land Use Planning	• Tenure Responsive Land Use Planning : A Guide for Country Level Implementation • E-learning capacity development package	•	•	•			•		
11. City wide planning	• Citywide Strategic Planning: A step by step guide • Strategic citywide spatial planning: A situational analysis of metropolitan Port-au-Prince, Haiti	•	•	•	•	•			
LAND POLICY AND LEGISLATION									
12. Regulatory Framework for Non-State Actors	• How to establish a non-state actor mechanis	•	•	•	•	•	•	•	
13. Pro-poor land policy development	• How to Develop a Pro-poor Land Policy: Process, Guide and Lessons	•	•	•	•	•	•	•	
14. Land sector coordination	• How to establish and effective land sector mechanism	•	•	•	•	•	•	•	

CROSSCUTTING ISSUES								
a. Gender	• Gender Evaluation Criteria for Large Scale Land Tools • Designing and Evaluating Land Tools with a Gender Perspective • Good land governance through gender empowerment and grassroots participation • Women and Land in the Muslim World: Pathways to increase access to land for the realisation of development, peace and human rights	•	•	•	•	•	•	•
b. Youth	• How responsive is your land programme to the needs of youth? • What land means to youth	•	•	•	•	•	•	
c. Land and Conflict	• Scoping and status study on Land and Conflict • A post-conflict Land Administration and Peacebuilding Handbook • Guide to Land Mediation	•	•	•	•		•	
d. Land and Disaster	• Land and Natural Disasters – Guidance for Practitioners	•	•	•				
e. Land Monitoring and Indicators	• Options for global reporting on GLTN/GLII Land indicators in the context of the Sustainable Development Goals • Conceptual Framework for the development of the global land indicators. • Status report on GLII Indicators Formulation, disaggregation, data sources and methodology • Sourcebook for Operationalisation of global land indicators. • Training curriculum sourcebook: Methodologies for data collection and reporting on land indicators: for data producers and users • A Multi-Country Capacity Assessment of National Statistical Offices Preparedness to Report on SDG Indicator 1.4.2 : global status on land tenure security data collection, analysis and on comparable indicators in the SDGs. • Monitoring tenure security, data collection questionnaire modules and manuals	•	•	•	•	•		
f. Grassroots	• Not about us without us • The Gender Evaluation Criteria for the Grassroots • Good land governance through gender empowerment and grassroots participation	•	•	•	•	•	•	
g. Islamic Land Mechanism	• A training course on land, property and housing rights in the Muslim World • Islamic principles and land - Opportunities for Engagement	•	•	•	•	•	•	
h. Land Capacity Assessment	• Assessing capacity development needs in country level land policy implementation	•	•	•	•			

ANNEX 6: GLTN TOOLS IMPLEMENTATION AT COUNTRY LEVEL

ESTIMATED COSTS, BENEFITS AND NUMBER OF BENEFICIARIES

ZAMBIA

Implementing Partner	Project Site (Area in Hectares)	Duration	GLTN Cost (as per Agreement)	Number of Household Beneficiaries	External investments leveraged (quantifiable and non-quantifiable)	Remarks
URBAN AREAS						
Lusaka City Council	Kanyama settlement; Ward 10 3,500 ha	15 months	USD 60,000	12,000	Beneficiaries are expected to receive certificates of occupancy. With these certificates, they will have access to local government services.	On-going up to June
Huairou Commission and affiliate organizations, People'sProcess on Housing and Poverty in Zambia/ Zambia Homeless and Poor People's Federation and Katuba Women Association (KWA)	Mungule Chiefdom; 5,987.84 ha	15 months	USD 60,000	308	The experience led to expanding the work in Chamuka chiefdom	Completed
RURAL AREAS						
People's Process on Housing and Poverty in Zambia/Zambia Homeless and Poor People's Federation	Chamuka Chiefdom 2,456 ha	15 months	USD 60,000	426	(i) Villages have been able to ward off potential land grabs in Chamuka (ii) Villagers under the guidance of the chief and headmen have been able to negotiate with two investment companies seeking to establish manganese and solar firms. Using STDM-generated maps, several villagers had to be relocated - willingly- to other land in Chamuka to allow for these firms to provide employment to the community. (iii) Relocated community members had to be compensated with an amount agreed upon by the chief and the government (iv) Communities have been made bankable; many have now opened accounts with the bank for the first time in their lives.	Still on going

NEPAL

Implementing Partner HURADEC & Kadaster RURAL AREAS	Project Site (Area in Hectares)	Duration (ongoing project)	GLTN Cost (as per Agreement)	Number of Household Beneficiaries	External investments leveraged (quantifiable and non-quantifiable)	Remarks
Dolakha 3 sites (Bulungkhani, Phulappa and Jilu)	50.75 ha	14 months	USD 55,000	650	More than USD 1 million is expected from the government through infrastructure development and land and housing grants, particularly for Bulungkhani and Jilu. Some funds were already released and some infrastructure started. Additional funding is expected for Phulappa site.	On going up to June 2018

DEMOCRATIC REPUBLIC OF CONGO

Implementing Partner	Project Site (Area in Hectares)	Duration (ongoing project)	GLTN Cost (as per Agreement)	Number of Household Beneficiaries	External investments leveraged (quantifiable and non-quantifiable)	Remarks
UCBC (Masiani Project)	395 ha	11 months	USD 135,000	1,485	With the two projects and other past interventions, UN-Habitat and GLTN has received funding from CAFI (USD 3 million) and DFID (USD 12 million). Of the DFID Project, GLTN has received USD 800,000 and for CAFI (USD 2 million) for land policy.	New projects have commenced.

KENYA

Implementing Partner	Project Site (Area in Hectares)	Duration (ongoing project)	GLTN Cost (as per Agreement)	Number of Household Beneficiaries	External investments leveraged (quantifiable and non-quantifiable)	Remarks
URBAN AREAS						
Pamoja Trust	Nairobi (Mashimoni) 5.26	27 months	USD 175,070 over 3 phases A: 70,000 B: 80,000 C: 95,000	1,754	• Establishment of a resource centre co-funded by SIDA at a cost of USD 80,000 • Tarmacking of 800 m feeder road passing through the settlement • Sewer line • Water points	An STDM resource centre has been established
	Mombasa (Kwa Bulo and Mnazi Moja) 39.19 ha	18 months		3,722	• Cabro road passing through the settlement by County Government of Mombasa • Marked increase in local retail industry.	A total of 944 certificates of occupancy have been issued to residents of Kwa Bulo settlement
URBAN AREAS						
Resource Conflict Institute (RECONCILE)	Bomet County and Mwea, Kirinyaga County 12,922.1091 ha	13 months	USD 55,800	1,226	In DCA 1 of Bomet county, two cattle dips that had been neglected due to encroachment, have been reclaimed. This is because of the STDM geo-spatial enumeration processes. The local community is now empowered to manage the resource areas (salt licks, grazing lands, water pans, water points, animal crushes and the dip tanks) Upper Tana Natural Resource Management (UTaNRMP) and SDCP projects invested USD 20,000 in the project. In Mwea, the project leveraged USD 10,000 for irrigation water conveyance infrastructural improvement.	The project completed in December 2017.

UGANDA

Implementing Partner	Project Site (Area in Hectares)	Duration (ongoing project)	GLTN Cost (as per Agreement)	Number of Household Beneficiaries	External investments leveraged (quantifiable and non-quantifiable)	Remarks
URBAN AREAS						
ACTogether & National Slum Dwellers Federation (NSDFU), Kampala Capital City Authority (KCCA), Buganda Land Board, Rubaga Division, Makindye, Nakawa and Kawempe divisions.	Kampala city-Suuna, Industrial area, Katwe II, Kinawataka and Kisenyi settlements	16 months (22 Feb 2016 to 19 June 2017)	USD 85,000	4,922	• Establishment of 1 public sanitation unit with a community hall to commence soon. Community contribution; USD 4,000 cost of land, SDI contribution; • USD 18,571 • A community protected spring well has been established.	2,096 residents of informal settlements within Kampala have acquired the Buganda Land Board cards, and in so doing secured their tenure on the land on which they reside.
ACTogether & National Slum Dwellers Federation (NSDFU), and 14 municipalities under the Uganda Support to Municipal Infrastructural Development project (USMID)	120 informal settlements were profiled and mapped using the STDM	24 months- (12th/ Nov/2014 -12th/ Nov/2015) and Oct/2011 to Oct 2012)	USD 180,000.	181,604 (120 informal settlements profiled)	• 1 piece of land secured by Tororo Municipality to house community centre, a small built up market, a public sanitation unit and a water point • 1 road upgraded to provide access to Kigungu community after the closure of the tunnel road due to airport expansion • 8 upgraded roads with improved street lighting • 1 road in Namboozo. • Five public toilets, • A school toilet constructed • Two stone pitched drainage channels, • A public sanitation facility with a community hall and a water source in Bufumbo. • Other 3 sanitation units constructed through other initiatives (cost not known)	Four STDM data centres have so far been established in Mbale, Tororo, Masaka, Entebbe, and one more is to be established in Kampala hosted by local authorities. In the municipality of Mbale where the STDM was first piloted, impact has been incrementally registered over the years since 2011
Uganda Community Based Association for Women and Children Welfare (UCOBAC	Pader-Northern Uganda- 13,859,573 m2 (approximately 259 parcels covered)	12 months (11 July 2017-12 July 2018)	USD 50,000	6,642 (3,985 females, 2,657 males)		The project targets to map a total of 300 parcels of land. The 13,859,573 m2 accounts for 259 parcels. Processes to add the remaining 41 have begun.

PHILIPPINES

Implementing Partner	Project Site (Area in Hectares)	Duration (ongoing project)	GLTN Cost (as per Agreement)	Number of Household Beneficiaries	External investments leveraged (quantifiable and non-quantifiable)	Remarks
URBAN AREAS						
LinkBuild/Technical Assistance Movement for People and Environment Inc. (TAMPEI)	Muntinlupa City (4,167 Ha)	• 20 months (September 2015 – December 2016) and (November 2017 – April 2018)	USD 83,000	9,068	• The project has enhanced dialogue between the community and local government unit, as well as enabled partnerships with academic institutions and professional bodies. • Discussions on transferring ownership of land to the community have already started in some of the barangays	• Communities are now more aware of their settlement and basic services gaps. They have started to implement community savings programmes for land acquisition and housing improvement. • STDM-generated data is now being used to support the development of barangay shelter plans

IRAQ

Implementing Partner	Project Site (Area in Hectares)	Duration (ongoing project)	GLTN Cost (as per Agreement)	Number of Household Beneficiaries	External investments leveraged (quantifiable and non-quantifiable)	Remarks
UN-Habitat Iraq Country Office. Other partners: Municipality of Sinuni and Mokhtars; Ninewa and Dohuk Governorates; the Ministry of Planning and UNDP	Sinuni Municipality	18 months (July 2016 –December 2017)	USD 75,000	1,000	USD 1,952,750 leveraged to contribute to the project and cover costs of other project components, such as house rehabilitation, personnel, etc.	

Source: Data collected by the GLTN Secretariat

ANNEX 7: GLTN LEARNING EVENTS

Date	Tools / Subject	Target group	GLTN partners involved	Other partners involved	Location	Participants (total)	male	female	Countries
30 Jan-2 Feb 2016	TOT on transparency in land administration	Land administration agents, Ministry of Land	UN-Habitat	Provincial government of North Kivu	Goma	34	26	8	DRC
6-9 Feb 2017	Orientation on the Use and Application of the Social Tenure Domain Model (STDM)	UCBC (Christian Bilingual University of Congo)	UCBC, UN-Habitat Goma	n/a	Beni, DRC	17	12	5	DRC
28 Feb-2 March	STDM Data Entry Training	Kalangala Oil Palm Growers Trust (KOPGT) field officers	IFAD, UN-Habitat	KOPGT	Kalangala, Uganda	8	5	3	Uganda
24 March 2017	Masterclass on Leveraging Land: Sustainable Government Finance for Equitable Local Services during the 2017 World Bank Land and Poverty Conference	Land experts and local government officials	WB, IFAD, IHS, Lincoln Institute of Land Policy, UN-Habitat	CIFOR, KBS Advocates, Malawi, SACN	Washington D.C.	12	6	6	US, Botswana, Uganda, Kenya, Netherlands
30 March 2017	Land Tools for Tenure Security	Institute of Surveyors of Kenya (ISK)	UN-Habitat	Institute of Surveyors of Kenya (ISK)	Kisumu, Kenya	38	20	18	Kenya
18 April - 21 April	Participatory Enumeration and STDM Data Entry Training	Kalangala Oil Palm Growers Trust (KOPGT) field officers	IFAD, UN-Habitat, VODP (Vegetable Oil Dev Project)	KOPGT (Kalangala Oil Palm Growers Trust)	Kalangala, Uganda	11	4	7	Uganda
24-27 April 2017	Pro-poor land policy, land and conflict, STDM, Gender, land and	UN-Habitat ROAS personnel and partners	UN-Habitat, ILC, NRC	Iraq Ministry of Justice	Beirut, Lebanon	22	14	8	Iraq, Lebanon, Syria, Jordan, Sudan, Egypt
24-27 April 2017	STDM CodeSprint	Geospatial experts from Africa region	RCMRD, OSGeo, UN-Habitat	Metaspatial, Kartoza	Nairobi, Kenya	18	13	5	Angola, Botswana, DR Congo, France, Germany, Kenya, Nigeria, Uganda, Zambia
12 May 2017	Land-Based Finance Breakfast Meeting	Government delegations and other partners at the 26 Session UN-Habitat's Governing Council	HFHI, Huairou Commission, UN-Habitat,	Governments of Senegal, Iran, Angola, Cameroon, Zambia, France, Serbia, University of Montreal, International Union of Notaries,	Nairobi, Kenya	25	15	10	Senegal, Iran, Angola, Cameroon, Zambia, France, Serbia, Canada, France

ANNEX 8: PUBLICATIONS AND ADVOCACY MATERIALS

TITLE	PARTNERS INVOLVED	TYPE	DESCRIPTION	LINK
Implementation of Responsible Land Governance; A Land Information System for Sustainable Development in Turkana County, Kenya	GLTN, UN-Habitat, FAO	Report	This publication outlines the process undertaken by UN-Habitat/GLTN and FAO in Kenya to support the Ministry of Lands, Physical Planning and Urban Areas Management of the Turkana County Government-Kenya, in establishing a county LIMS based on STDM.	http://www.gltn.net/index.php/publications/publications/publications-list/send/2-gltn-documents/2353-implementation-of-responsible-land-governance
Guide for valuation of Unregistered lands	GLTN, UN-Habitat, FAO	Guide	Pending finalization	To be updated
Land in the New Development Agenda	GLTN. UN-Habitat	Report	Pending finalization	To be updated
Proceedings of the Land Tenure Tool Knowledge sharing workshop	GLTN. UN-Habitat IFAD	Report	This publication is the summary of the Proceedings of the Land Tenure Tools Knowledge Sharing Workshop on 26 May 2017 as a post-event of the IFAD ESA RIW 2017 in Kampala, Uganda.	
TSLI-ESA Resource Book	GLTN, UN-Habitat, IFAD	Compendium report	An analysis and distillation of findings from all TSLI-ESA 2013- 2017 conference papers presented during the Land and Poverty Conferences (World Bank) Pending finalization	To be updated
Designing, and Implementing a Land Records System for the Poor	GLTN, UN-Habitat, ITC	Report	Pending finalization	To be updated
Customary tools used in IFAD supported projects in ESA Region	GLTN, UN-Habitat, IFAD	Report	Pending finalization	To be updated
A regional report: Sixteen country case studies	GLTN, UN-Habitat, IFAD	Report	Pending finalization	To be updated
Best Practices from the TSLI-ESA project	RECONCILE, GLTN, UN-Habitat, IFAD	Report	Pending finalization	To be updated

Source: GLTN 2017 Annual Report

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ANNEX 10: 7TH PARTNERS MEETING 23-27 APRIL 2018 CONCLUSIONS AND CLOSING STATEMENT BY THE GLTN COORDINATOR

Dear partners and friends of GLTN. This has been a most productive meeting. I wish to thank each of you for your role in making it a success. I wish to close this meeting with four take-home observations

1. GLTN is a great partnership

Repeatedly over these past few days our presentations, panels, plenary debates, side meetings and shared insights have demonstrated what a great partnership this is. The range of disciplines, levels and sectors we represent, and the ways in which we have combined our perspectives, niche areas of expertise and comparative advantages, once again enabled us to learn, collaborate, plan and build together. We have again shown that through collaboration 1+1=3, and that although the road is long and hard, we can, in combination, successfully take on the land challenges facing us.

This was also confirmed by the excellent external evaluation results showing that we are on the right track and need to continue building on what has been started.

2. We have shown that we can do it

At our previous partners' meeting we demonstrated great progress with development and testing of key GLTN land tools.

We took stock of the Network's contribution to the global agenda by supporting member states and the international community to realize the importance of land for achieving a sustainable and peaceful world with forward looking towards the coming generation; the contribution of land to the reduction of inequality in society with the need to empower women and youth.

Since that time, we have taken a major step forward through several catalytic interventions at country level. This represents a dramatic and positive shift from mere designing and testing to national and local implementation through partners and analysing achievements and outcomes.

Together, we have:

- Achieved the establishment of knowledge awareness platforms, tool implementation and multi-stakeholder forums in country programmes.
- Achieved outcomes and achievements, including grassroots participation, buy-in and ownership of programmes, capacity development on tools and implementation using technology, enhanced tenure security, certification tenure for women, emergence of use of land data as a basis for negotiating with government authorities, tools used for dispute resolution, enhanced social stability, participatory management of common resources.
- Learnt how to collaborate with governments at various levels (national, local governments)
- Identified challenges: the legal question of GLTN tools in countries, despite their functionality and effectiveness; the need for more capacity building at various levels; limited geographical scale of application of tools, human and fiscal resources constraints.
- Lessons learnt: effective land governance requires the support and participation of all key stakeholders, land tools can be used for both spatial and socio-economic planning, need to institutionalize/legalize tools at country level.

- Developed action plans: scaled-up implementation of land tools through government involvement, enhancement and continuous capacity building of tools and on new versions of tool development, influence change of policy and legal framework to embrace land tools that are FFP, affordable and effective, incorporate FFP tools into professional curriculum, joint resource mobilization. And this should be done by partners at different levels (global, national and local) with the support of the GLTN Secretariat with its enabling and catalytic role (could add a note that this is not exhaustive).

3. We know where we are going

As partners, we agreed the SDGs form our unified overarching framework and should shape our vision and mission for the coming years to contribute to the transformation of peoples' lives for a more prosperous, inclusive and peaceful world (leaving no one behind); as we heard from the opening session, land is both the marker and the maker of the SDGs.

GLTN will continue with its niche contribution, which is tool development and application built on strong partnerships, use of the diversity of knowledge and wisdom in the Network; and this process of tools development should be driven by the principle of innovation, demand driven and practicability. And GLTN will consolidate its catalytic role in the land sector by offering space to land actors and stakeholders for continuous dialogue and exchanges for innovation on land tenure security and land-related issues in general.

This should involve a new category of actors such as judiciary, regional and national statistical offices and the private sector. And of course, increasingly, the role of governments will be essential. Delivering on the Sustainable Development Goals is, after all, ultimately the responsibility of the states who agreed to them. We commend governments who are showing the way in this regard through adopting and championing an inclusive approach to tenure and committing implementation resources. We shall will work hard to assist more governments to join the movement towards security of tenure for all. Then the contribution of the Global Land Indicator initiative has been acknowledged as an innovative platform; and GLII should play its convening role and initiate mechanisms for creating coherency in the land data ecosystem through global reporting mechanisms.

We learnt from the evaluation that we need to refine some existing tools and make available the toolbox to partners; but also, the completion of the ongoing country engagement will give more evidence on impact and the relevance of the GLTN tools.

We have a new strategy to take us from 2018 to 2030. It includes a clear vision, mission, goal and strategic objectives. This will be a living document to be periodically evaluated and improved. It will form the basis of a work plan for Phase 3: 2018 to 2023. By 2023, we intend to have made a significant (and measured) contribution towards achievements of the land aspects of the SDGs. To this end, we are busy drafting a joint work plan. Finalizing this, as well as paying attention to our structure and governance, are big priorities for the next few weeks. We have taken careful note of the self-evaluation and recommendation of our clusters, and we shall incorporate those ideas into both the work plan and the governance proposals.

Throughout the proceedings, partners have emphasized the importance of rooting our work in the needs and demands of those directly affected by the problems of tenure insecurity. Our work should be demand driven with a focus on the most vulnerable and using a bottom-up approach. Our concern should be their right to basic security, but not only that, it should also be their right for that security to serve as a springboard to a better, more prosperous life.

4. What do we need

The strategy is opening a new season for the network and offering new opportunity for engagement and a vibrant network. But to achieve our goals and mission, we need to fulfil some requirements:

- As partners, we need to support and connect each other; and consolidate the corporative spirit which will generate accountability, mutual engagement and reciprocity.

- We need to collaborate and engage with other networks and existing stakeholders' platforms to build synergy and complementarity which will contribute as well to more impact and coherency in the land sector.

- We need to support the GLTN Secretariat and create a conducive environment to fulfil its mandate; with resources and capacity. The Secretariat has been going through financial uncertainty over the last months, with staff subject to short-term contracts and precarious conditions. Then a staff development plan is required to cater for the new strategy but also to establish a resourceful Secretariat with the necessary skills.

Thanks

- All partners from different corners of the world, regions, professional bodies, government, local authorities

- Our governing bodies: SC, IAB

- Our donors: Netherlands, IFAD, SDC, Norway, Sweden, BMZ

- UN-Habitat offices: Public Information, External Relation office of the DED, ED, Head of Branch ULLG (Robert)

- Secretariat staff (standing ovation required from the partners).

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