



NELGA Good Practices

Land Governance Policy Assessment of National Agricultural Investment Plan (NAIP) for Southern and Central Africa

The **Network of Excellence on Land Governance in Africa (NELGA)** is a partnership of leading African universities and research institutions with proven leadership in education, training and research on land governance. Currently NELGA has more than **70 partner institutions** in over 40 countries and is organized in 6 regional and 1 technical node supported by a Secretariat.

Introduction / Background

Established in 2003, the **Comprehensive Africa Agriculture Development Programme (CAADP)** is the African Union's policy framework for agricultural transformation of the continent. It aims to contribute to a significant increase in agricultural productivity in Africa's mostly agriculture-based economies. In 2014, the CAADP initiative was reviewed by African heads of states and reaffirmed in the Malabo Declaration that repositioned agriculture as a priority on the continental development agenda. At the heart of the implementation process are country-specific strategies, the **National Agriculture Investment Plan (NAIP)**, that aim to increase investment and productivity in agriculture. In this Framework, country stakeholders have been assisted with NAIP review, formulation and implementation.

In order to ensure that NAIPs include activities and investments necessary to achieve the Malabo commitments, one of the main objectives of the CAADP support process is the mainstreaming of key themes into NAIPs, including land policy and land governance. Toward the end of the respective countries' current NAIP, a technical analysis was therefore required to evaluate countries' status in land governance and to develop country-specific goals, targets and milestones to guide the development of a Malabo-compliant successor NAIP.

The GIZ SLGA Programme, in collaboration with the GIZ CAADP Support Programme, thus contracted NELGA partners as consultants to carry out an in-depth country assessment on land policy/governance. As a result, comprehensive analyses of the status of land policy and land governance, to support the development of a successor (or 2nd generation) NAIP, have been conducted in the following five (5) Southern African countries; **Namibia, Zambia, Zimbabwe, Eswatini and Botswana**. The same exercise was also done in **Gabon and Cameroon** (Central Africa). The resulting assessments include a presentation on the status quo, possible shortcomings and recommendations to the country team responsible for NAIP development and formulation.

The programme **Strengthening Advisory Capacities for Land Governance in Africa (SLGA)**, funded by the German Federal Ministry for Development and Economic Cooperation (BMZ), is part of the special initiative “ONE World – No Hunger” and contributes directly to achieving the objectives under the Action Area “promoting responsible land use and improving access to land”. It collaborates closely with the African Land Policy Centre (ALPC) and DAAD (German Academic Exchange Service). Its overall objective is to promote good land governance by strengthening human and institutional capacities for the implementation of sustainable and development-oriented land policy in Africa.

Implementation



Different teams were set up for each country to carry out these assessments. In **Southern Africa**, the teams were led by the following experts or consultants: Mr Sam Mwando (Namibia), Ms Vimbai Vudzijena (Zimbabwe), Dr Gilbert Siame (Zambia), Dr Emmanuel Sulle (Eswatini) and Mr Loyd Sungirirai (Botswana). In **Central Africa**, the team of consultants in Gabon was led by Dr Noël Ovono and in Cameroon by Mrs Hortense Ngono.

The NELGA Node for Southern Africa, through the Office of the NELGA Advisor, Mr Theodor Muduva, was very instrumental in assisting the consultants and this process in general. While in Central Africa the NELGA Advisor Mrs Rosette Mbenda strongly supported the progress of the assignment in that region.

The country teams held various consultation meetings with a wide range of relevant stakeholders in their respective countries. This included government ministries in the Agriculture, Water and Land Sectors. The consultants also held bilateral, focused groups and individual meetings and consultations with these stakeholders.

Carried Out Activities

Botswana

- **Documentary research** to collect qualitative information about land tenure management;
- **Interviews** and **consultations** with officials at the Ministry of Agricultural Development and Food Security; Ministry of Lands and Housing; Department of Lands; Department of Land Boards Services and several land boards; Botswana Investment and Trade Centre.

Namibia

- Land Governance Assessment Framework (LGAF), **collection** and **analysis** of government documents, **review** of literature and secondary data;
- **Expert interviews** and two **consultative meetings** including one during the Malabo Domestication Country Convening in Windhoek gathering government officials, academia, researchers, statisticians, youth groups, farmers association/union, development agencies such as the Food and Agriculture Organisation (FAO) and the Japan International Cooperation Agency (JICA).

Eswatini

- **Documents reviews** and **consultation** with stakeholders to gather relevant information from various databases and institutions;
- **Interviews** with strategic officials from the Ministry of Lands, the Ministry of Agriculture; the Surveyor General; private sector actors, such as investors and farmers.

Zambia

- **Review** of national lands and agricultural policies and plans;
- Key informants **interviewed** including various departments in the Ministry of Agriculture; Lands and Natural Resources; National Development Planning; civil society organisation working on land and agricultural development.

Zimbabwe

- **Information and data collection** from desk review of secondary literature;
- **Interviews** with key stakeholders including Zimbabwe Commercial Farmers Union (ZCFU); Zimbabwe National Farmers Union (ZNFU); Ministry of Lands, Agriculture, Water, Climate and Rural Resettlement (MLAWCRR); Ministry of Finance and Economic Development (MFED); University of Zimbabwe (UZ); Food and Agriculture Organization (FAO).

Gabon

- **Documentary research and information gathering;**
- **Interviews** with resource persons from FAO; PEM Consult; the NGO Rainforest; Ministry of Agriculture; Ministry of Housing; Agency for Town Planning and Topographical Works and Cadastre;
- **Validation workshop** of the result of study;
- **Assesment meetings** to review the main recommendations integrated in the new version of the NAIP II.

Cameroon

- **Document reviews/processing and consultation** from relevant institutions and source persons;
- **Meetings** with two experts – Dr Nyambi Gwendoline Na'ah, socio-economist and Essama Mathurin, lawyer – associated with the realisation of this study;
- **Meetings** with members of the Technical Secretariat of Guidance and Supervision Committee on the Implementation of the Rural Sector and Development Strategy;
- **Meeting** with members from the Technical Secretariat for the assessment's recommendations, validation and inclusion inside the Rural Sector Development Strategy and the NAIP new version.



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National workshop for technical validation of the Rural Sector Development Strategy / National Agricultural Investment Plan (NAIP), held on 9th and 10th September 2020 in Yaounde, Cameroon.

Results and Lessons Learnt: Outputs and Key Policy Messages

This assessment was completed in August 2019 in Southern Africa and March 2020 in Central Africa and following deliverables were produced: **presentations, policy briefs, PowerPoint presentations and organisation of workshop to validate study reports**. The policy briefs and full reports are available to readers on the [NELGA website](#).



The findings show that most governments try to demonstrate their commitments to meet the Malabo Declaration. Some of the individual countries have made progress in reforming their respective internal programmes. These reforms are targeted at various land related strategies, policies and legislation. Others have shown commitment to increase budget allocation to the land sector in order to stimulate investment in the agricultural sector. Despite these progressive steps, poor land governance remains a huge challenge which hampers the productive potential of the agriculture sectors in these countries.



Botswana

Analysis of Botswana's programmes and projects reveals that land governance has not been adequately mainstreamed within the country. The highlighted issues included poor service delivery by the land boards, land scarcity in spite of idle lands or worsening of land pressure. The Agriculture and Livestock policy refers to land governance. However, no mechanisms for its implementation are elaborated. Recommendations to mainstreaming land governance in the NAIP involved building internal and external capacities including new land administration systems, promoting national strategies, policies and programmes for improving land governance.



Eswatini

Constraints on land governance and reforms were pointed out such as the lack of specific legislation governing the land sector or the difficulty to attract agricultural investment because of uncertain land governance and administration. The Government is required to harmonize land related policies and legislation to ensure smooth execution of such policies and legislation and hence improve land governance.



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Dr Emmanuel Sulle discussing with senior government officials in the land and agriculture sector, Mbabane, Eswatini



Namibia

The assessment notably highlighted the unclarity of institutional and legal mandates, the need of public provision of land information and the absence of transparency in land use rezoning. The assessment concludes with policy recommendations regarding the institutional and legal arrangements, rethinking the National Resettlement Programme (NRP), the need for research-based policy formulation, young and emerging farmer support, transparency and awareness on the importance of good land governance in supporting agriculture investments in Namibia.



Zambia

The analysis highlighted the lack of a national land policy as a factor of the insufficient land administration in Zambia. It also pointed that land for agricultural investments is never readily available for investors, both commercial and small-scale farmers. It furthermore argues that land administration and agricultural development are strongly interlinked. Recommendations include the security for access to farmland and improvement of land information systems, and the need for land governance, to be placed at the core of NAIP programmes as a condition for the success of the Malabo Declaration.



Zimbabwe

Land governance in Zimbabwe has characteristics that denote insufficient land governance. They continue to worsen tenure insecurity and particularly eviction risks which undermine investor confidence and, consequently, the realisation of Malabo Declaration targets. These points must be taken into consideration and need to be mainstreamed. The recommendations notably highlighted the need to enhance stakeholders' (at all levels) participation in policy preparation, implementation and monitoring, to improve policy accountability, transparency and tenure security as to establish land management information and data collection systems appropriate at provincial and district level.



Community / stakeholder meeting in Zimbabwe



Gabon

The coexistence of modern and customary land law and the existence of a multiplicity of competent institutions complicate land governance to the point of constituting constraints that hinder the management of land and, consequently, the practice of secure family farming. In addition, the lack of a central land registry contributes to the fact that the acquisition of a plot of land remains a major difficulty for many Gabonese. Among others, recommendations highlight the need to rewrite a new agricultural code which considers the organisation of all agricultural activities, to take into account the rights of indigenous populations and to develop a land code.



Cameroon

The analysis indicates that land governance in Cameroon is essentially dominated by the logic of state control. There is limited transparency, monitoring and evaluation mechanisms and weak institutional coordination. Moreover, land tenure policy, which has remained static, tends to conflict with most sectoral policies relating to the use of space and natural resources. These legal loopholes and contradictions are detrimental to the development of an integrated approach to agriculture promoted in the NAIP and the Malabo Declaration. In view of the challenges encountered, several proposals were put forward as necessary to be taken into account. This included for instance the association of the CTDs (Decentralized Territorial Communities), local communities and indigenous peoples in revision and implementation of the second generation NAIP, the strengthening of the use of the multisectoral approach in policies development and the involvement of the private sector in the implementation of land governance actions.

Conclusion

These country missions were a great opportunity to assess and offer an **in-depth and comprehensive analysis** of the state of land governance and policy in Botswana, Eswatini, Namibia, Zambia, Zimbabwe, Gabon and Cameroon. The different country teams have been able to present their findings and offer recommendations to the teams responsible for NAIP development and formulation on country level. This contributed to the objective of strengthening and mainstreaming land issues in the successor (or 2nd generation) NAIP. Among others, governments are encouraged to engage in research based-policy formulation, make land information accessible, and improve tenure security in order to generate investor confidence. **It is crucial for countries to demonstrate strong commitments toward land governance in their national priorities and to show a political will to mainstream land governance into the NAIPs.**



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Meeting organized by the Ministry of Agriculture to include the assessment's main recommendations inside NAIP reviewed version, Gabon.

Those assessments constitute a great first research step in the identification of the needed policies in the field of land governance. It is now up to countries to take actions and concretely translate those recommendations.

In **Eswatini** the government acted swiftly to implement most of the Malabo declaration's commitments, with the 2017 implementation of the EU funded project called, Sustainable Land Administration and Management, which aims to improve land governance and administration.

In **Gabon**, the government has initiated since December 2011 a series of actions to promote responsible land governance. The different guidance of its land governance NAIP assessment became concrete proposals and have been integrated by the Ministry of Agriculture in the strategy document of the NAIP 2 with the support of the SLGA programme.

Similarly, in **Cameroon**, a National Workshop for the validation of the Rural Sector Development Strategy (SDSR)/National Agricultural Investment Plan (NAIP) for 2020–2030 took place in September 2020. This resulted in the vast majority of the assessment's recommendations, approximately 90%, to be included in the final document.

To follow implementation countries' updates, readers are invited to [visit our website](#).

By continuing the process of implementation of the land governance NAIP policy assessment's recommendations, countries participate to raise opportunities and contribute towards achieving the Malabo Declaration's targets.

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