Independent Mid-Term Review

of the Strategic Framework 2011-2015

of the International Land Coalition and Management Response

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Abbreviations

ACHPR	African Commission on Human and People's Rights
ADS	Agricultural Development Strategy (Nepal)
AIPP	Asia Indigenous Peoples Pact
AoM	Assemble of Members
ASEAN	Association of Southeast Asian Nations
COMESSA	Community of Sahel-Saharan States Africa
CPD	Centre for Policy Development
CSO	Civil Society Organisation
EAC	East African Community
ECOWAS	Economic Community Of West African States
ESF	Emergency Solidarity Fund
FAO	Food and Agricultural Organisation
FTI	Facility for supporting high-impact and Innovative Interventions
GEC	Gender Evaluation Criteria for Large-scale Land Tools
GI-ESCR	Global Initiative for Economic, Social and Cultural Rights
GIS	Geographical Information Systems
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
IGAD	Intergovernmental Authority on Development
IGO	Intergovernmental Organisation
ILC	International Land Coalition
IUCN	International Union for the Conservation of Nature
KPA	Consortium for Agrarian Reform (Indonesia)
KPK	Committee to Eradicate Corruption (Indonesia)
MRS	Making Rangelands Secure (East Africa)
MTR	Mid-term review
NES	National Engagement Strategy
NLC	National Land Commission (Kenya)
PCLG	People-centred Land Governance
SAARC	South Asian Association for Regional Cooperation
SADAC	Southern Africa Development Community
SF	Strategic Framework
SIF	Platforme Solidarité des Intervenants sur le Foncier
SO	Strategic Objective
UNEP	United Nations Environment Programme
VGGT	Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security
WWF	World Wide Fund

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ANNEXES

ILC Secretariat Management Response

Executive Summary

The current ILC Strategic Framework, approved at the Tirana Assembly of Members (AoM) in 2011, covers the period 2011-2015, with the general thrust of *catalysing partnerships for a stronger commitment to a pro-poor land governance agenda.* Halfway through its implementation, this Mid-Term Review (MTR) assesses the continued validity of the Strategic Framework and progress made towards its Strategic Objectives.

More specifically the MTR examines the following key aspects:

- » Relevance of the Strategic Framework
- » Progress towards the outcomes (i.e. Strategic Objectives)
- » Effectiveness in the delivery of the Strategic Framework, including Monitoring and Learning

The reflections and assessments of this MTR are to serve as a sound and systematic basis for a participatory learning process aimed at formulating a set of concrete, feasible and realistic recommendations.

Given that this MTR concerns the Strategic Framework of an international advocacy coalition with over 150 diverse member organisations, a **mixed-method review approach** has been applied, specifically designed for the review of a network organisation pursuing complex, non-linear change.

Outcome Mapping has been used to review progress in policy influencing at national, regional and global level (i.e. Strategic Objectives 1 and 2 of the SF).

To assess progress in becoming a leading knowledge network (SO3) a more conventional results-chain analysis was considered, using the logframe of the SF as framework for analysis. This quickly turned out to be difficult, as–although progress and achievements in this area were certainly visible–they were not representative of the expected/intended progress as implied through the logframe indicators. To counter this, an alternative framework with five interrelated areas of achievements was developed and used to structure the review of progress towards SO3.

To assess ILC's progress towards becoming a solid vibrant influential global actor (SO4), the Spiral of Innovations (Wielenga a.o.) was used. In reviewing effectiveness in delivery the MTR has concentrated less on capturing achievements (ILC produces a comprehensive annual report providing such an overview), focusing instead on analysis of factors determining ILC's effectiveness in delivery using the network management model of Capacity WORKS developed by GiZ.

The MTR was undertaken in line with the following the steps, illustrated in the figure below

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Inception meeting

Data collection
» Desk study
» Six country case studies
» Participation in two regional meetings
» Member survey
» Interviews key-actors at global level

Learning Event (Council meeting)

Reporting
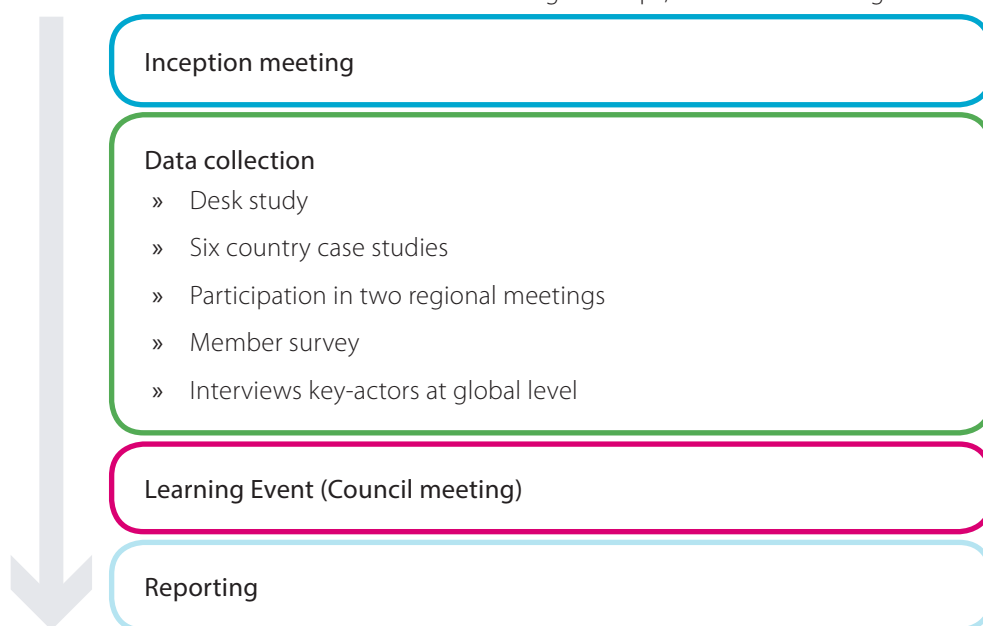
The MTR subsequently drew the following conclusions concerning the three key focus areas: Relevance, Progress towards Outcomes and Effectiveness in Delivery.

In terms of **relevance** the overall SF remains widely supported within the coalition as members consider its Theory of Change, composed of four interrelated Strategic Objectives, as broad enough to give space to address global, regional and national land-related priorities. The Intervention Logic by which Strategic Objectives are translated in expected results also remains relevant, although scope exists to enhance relevance by shifting the emphasis under some of the results. The framework of objectively verifiable indicators, designed to illustrate how progress and success of the ILC will be measured, has lost much of its relevance. A significant number of indicators referred to processes that were expected to be important at the time of SF formulation (e.g. Land Portal, Internship programmes) but which subsequently turned out to be less important. At the same time other processes emerged that had not been anticipated (e.g. Land Matrix). This is to be expected given the nature and context of ILC's work, in which over 150 organisations work together in multiple countries and regions to advocate pro-poor land governance.

The broadness of the SF however requires that ILC operationalise its strategic objectives in more concrete strategies and plans at regional and country level. In this process some of the relevance of the ILC planning frameworks gets lost.

This happens particularly in National Engagement Strategies that reflect more the ambitions of individual members than the coherent and aligned ambitions of national ILC platforms. This is partly caused by the absence of a budgetary funding framework and uncertainties about available resources for implementation, and partly by the practice of 'calls for proposals' offering specific opportunities for action, but not necessarily in line with the NES.

Another challenge to ILC relevance is the emergence of other networks on adjoining themes that, whilst in themselves do not render ILC more or less relevant and even offer

additional land-issue platforms, do however force members to make choices about where to concentrate their time and energy; choices based on perceived relevance. In particular in Latin America it was flagged by some members that this affects their engagement with ILC, which threatens ILC vibrancy and subsequent relevance as an influential actor in the land-debate.

Another issue brought up in relation to relevance is the controversy among members concerning engagement with government and even more so with private sector entities– not as members but as 'target audience' of the ILC. It is widely recognised that these actors play a major role in determining equal and sustainable access to land, but reaching an agreed approach in terms of their engagement proves to be difficult. If such controversy persists, especially at country level, this may hamper advocacy efforts targeting towards these actors.

In terms of **progress towards outcomes** it appears that ILC has successfully set the initial steps of 'planning and development' towards *becoming a vibrant and influential global actor on land issues* (SO4). ILC clearly finds itself in the 'upscaling' phase of the Spiral of Innovations, where other actors can be seen adopting ILC's contributions in land-related policy making and implementation. Successes on this front are visible at global level, but less convincing at regional and country levels. This 'upscaling' process has already been going on for some time, and it is difficult to predict whether or how fast ILC will succeed in progressing towards tangible outcomes in firmly embedding pro-poor land governance in national policy development and implementation.

A number of significant challenges will have to be overcome in this process, including the successful completion of decentralisation with regional steering committees; the creation of national ILC networks of increasing strength and diversity, including claim-making organisations and country-level representatives of IGOs, and the transition of adopting a real country-focus, where relevant and coherent national engagement strategies are supported at regional and global level through policy influencing and the sharing of knowledge and advice.

When judged by the predefined indicator targets of the SF, *ILC's progress towards becoming a leading knowledge network* (SO3) appears disappointing.

A typical example is the land portal that has not gained the foreseen prominence. Although a vast increase in uploads/hits has been reported, the land-portal appears to be used more by 'Northern' researchers than by ILC members at country level to inform their advocacy/ policy influencing work. Also other indicators formulated to illustrate progress under this Strategic Objective are either not specific enough or seem to have lost their relevance, resulting in their inability to provide clear and objective evidence on desired progress.

Nevertheless, many unforeseen steps towards becoming a leading knowledge network on land issues have been made, leading to the conclusion that progress towards SO3 has been much more than that illustrated by the indicators (e.g. the Land Matrix is not even mentioned in the SF). In an attempt to capture actual rather than planned progress, the MTR reviewed and acknowledged progress and constraints towards SO3 in five areas of achievements.

Identification of knowledge gaps (area 1) takes place in a rather organic manner, which illustrates the spontaneity of (some) network members and keeps knowledge creation efforts focused on the actual issues at play. In the absence of a systematic prioritisation mechanism however, this also carries the risk of sub-optimisation in knowledge creation. Synthesis and validation of knowledge (area 2) is time-consuming but appears to be an appreciated and effective way of improving mutual understanding, increasing the quality of knowledge products, and ultimately in influencing policy of ILC members and external actors. At the same time, current practices carry the risk of ILC being perceived as a CSO network. Dissemination of information and knowledge (area 3) has rapidly increased in volume in the past years, although the fragmentation of channels used for dissemination is questioned as is the quality of knowledge shared as it sometimes qualifies more as information than knowledge. Many examples of the use of ILC provided information/knowledge (area 4) were found. It is however unfortunate that these achievements are not tracked and captured in a more systematic way. There appears to be increasing attention for capacity building and learning (area 5) among ILC members. In a network of the size of ILC this happens understandably in a spontaneous and organic manner, which gives 'energy/vibrancy' to the network that is crucial for its survival. Further progress towards ILC's ambition of becoming a leading global knowledge network depends on its ability to define more clearly what this ambition precisely means.

ILC progress towards influencing global land-related processes/systems (SO2) is clearly visible. ILC's interventions in the global debate result in actual change of global land-related policy frameworks and resolutions with the Secretariat playing a (too) prominent role. ILC impact is most convincingly visible in more specific thematic global policy processes, while it is more difficult to recognise ILC contribution in larger fora where multiple actors are involved, and where actual influence requires a range of different efforts far beyond participation in a particular event.

Progress at regional level is mixed. ILC has gained prominence and is increasingly recognised as a key-partner in bringing together different land-related actors that help broaden the debate. Evidence demonstrating the extent to which these inputs result in visible change in regional land-related processes and systems remains limited however.

At present, regional interventions appear to be more successful in influencing national governments that host regional ILC activities than in influencing regional political structures. This illustrates ILC potential in becoming an influential actor when its full membership is involved. At regional level, more capacity, clear and coherent strategic direction and resources are required to make a real difference, whereby ILC will also have to find a better balance between enabling research and joint policy influencing.

ILC progress in influencing the formulation and implementation of national policy (SO1) is clearly visible in the increased recognition of land as an important policy issue and the extent to which policy debate has become more inclusive. ILC members are increasingly involved in policy dialogue, albeit more as individual organisations than on behalf of ILC. The intensity and quality of relationships of ILC members with national governments varies a lot, but progress in seeing governments adopt ILC inputs in policy frameworks remains limited in all six case countries.

It seems therefore that the groundwork has been successful in getting a seat at the policy table; while the NES process is a good step forward in bringing ILC members together at country level. At the same time, however, it appears that this is not enough, and that more united critical mass and more coherent and decisive action is needed to make real progress towards pro-poor land governance a widely practiced reality, and for households to experience the actual benefits of ILC efforts.

A key challenge in this is the active engagement of local IGO representatives, as it is difficult for them to reconcile the interests of their constituencies (i.e. the government) with that of critical CSOs.

ILC effectiveness in delivery on expected results is annually described in its Report on Progress of Work that highlights its main activities and deliverables. The MTR chose not to verify or validate the deliverables reflected in this report; recognising instead these achievements and focusing on the identification and analysis of factors explaining ILC delivery by looking at key elements determining ILC's network performance: Strategy, Cooperation, Steering Structure, Processes, and Monitoring & Learning.

From this it appears that having the SF as an agreed framework helps give direction and identity to the ILC. This effect is partly lost however in the translation of the SF in more operational frameworks at regional or local level. The NESs are recognised as a significant step forward in bringing ILC members together at country level, but do not (yet) reflect a coherent and compelling strategy that engages the full body of ILC members. The absence of a funding framework attached to the NES is another factor that affects its importance to members.

Due to its unique diversity of members, the MTR recognises the complexity of cooperation within the ILC network. Nevertheless more cooperation and concerted member action is needed for ILC to meet its ambitions. So far the ILC has been overly dependent on the Secretariat to stimulate and enable this cooperation, with members assuming a rather expectant attitude towards its services. This over-dependence has been recognised and is being addressed, in particular through the on-going decentralisation process. It is expected that this process will indeed help in making ILC more member-driven and in redefining the role of the Secretariat from programme/fund administrator to network facilitator. At the same time, careful shaping and pacing of this process is required, as regional capacities to take over decision-making power are still weak, while at present the ILC still depends on the Secretariat for the lion-share of it's fund raising.

As part of the decentralisation, the steering structure is in transition with decision-making power being devolved to regional steering committees. The Secretariat encourages this decentralisation by assisting in capacity building of regional coordination units while trying to adapt to its own new role. This has already resulted in redefined positions in the Secretariat (for example, no more regional programme managers), while the increased attention for learning among members during assemblies is another promising sign of the Secretariat taking on the role of network facilitator. At the same time, it is acknowledged that practices such as *calls for proposals* channelled through and administered by the secretariat slow down this transition process.

In terms of Monitoring and Learning, it appears that the Secretariat still plays a central role, with current monitoring practices being rather activity- and deliverable- focused, primarily serving the purpose of accountability. Little evidence has been found of monitoring information being systematically collected at outcome level and subsequently used for ILC steering and learning purposes.

Based on this assessment, the MTR puts forward the following **recommendations**:

1. Keep the existing Strategic Framework as overall framework for collaboration, but change the way in which success is measured.

The Theory of Change underlying the SF and the subsequent Intervention Logic is still largely relevant and serves the purpose of providing identity and direction to the ILC. Therefore *no immediate redesign of the SF is considered necessary*. This in the understanding that the preparation of a new SF will start in the second half of 2014 as the next SF needs to be in place by the end of 2015. Even though the MTR does not recommend an immediate redesign of the SF, it does recommend some *shifts in emphasis*, including:

» Shape regional and global advocacy and knowledge management efforts more explicitly in support of country-level change.

» Concentrate on the synthesis and validation of knowledge products rather than enabling the creation of new knowledge products.

» Pay more deliberate attention to enhance the quality (i.e. vibrancy and engagement) than the quantity of membership.

The targets of the SF, illustrated through a set of indicators, have partly lost their relevance and it is likely that this will worsen over time. It is therefore recommended to *develop a new monitoring system* that is more effective in capturing the unpredictable pathways of change through which ILC ambitions will be realised.

2. Increase ILC country-focus and become a solid highly influential actor at country level.

ILC's overall goal demands that change takes place at country level. It is therefore recommended that *the next SF would adopt a stronger country focus*, whereby objectives at regional and global level are explicitly formulated in support of desired country-level change. This overall recommendation requires a number of more practical measures including:

» Availability of a capable country network facilitator, who is supervised and supported by the regional steering committee.

The main role of this facilitator should include (enabling) the:

» Engagement of the full and increasing body of ILC members at country level in the NES process, including IGO representatives, claim-making organisations and strategic (funding) partners.

» Development and use of a next generation of coherent programmatic NESs, based on a systematic joint needs assessment, articulating the complementary contributions of ILC's diverse members based on their individual strengths and mandates, and including a budgetary framework/resource mobilisation strategy.

» Feeding the NES into the regional steering structure, as basis for regional and global advocacy and knowledge management plans in support of national priorities.

» Develop a sound monitoring system to capture change in policy development and implementation at country level.

3. Clarify and enable ILC's ambition as knowledge broker.

As access to relevant knowledge is key in shaping convincing advocacy efforts, it is recommended that *ILC attempts to become the main arena where land-related actors come to share and access land-related knowledge*. In such an arena the ILC would not be expected to fund knowledge creation, but rather to identify important knowledge gaps and link these to knowledge resources. Within this, the creation of financial facilities for knowledge generation and sharing can of course be stimulated, but would not be administered by the ILC, but ideally by a member with the required systems and processes (already) in place to do so.

The ILC Secretariat would then act as knowledge broker, dedicated to creating and sustaining an up-to-date infrastructure through which relevant available knowledge could be easily prioritised and shared. This infrastructure would not only be a repository of information fed by new knowledge products generated by individual organisations (member or non-members), but in addition would convert information into knowledge by evolving into a self-learning website, offering personalised associations to search queries based on historical search patterns.

In addition, ILC would continue enriching the land-related knowledge base by synthesising and validating important new knowledge products; prioritised by their relevance for country-level efforts.

4. Redefine, empower and equip the Secretariat function at local, regional and global level.

The above recommendations have clear implications on the role and capacity requirements of the Secretariat at the different ILC operational levels. This means:

» At country level an impartial network facilitator would be nominated, with strong diplomatic and negotiation skills to bring together the diverse membership.

» At regional level the Secretariat would act in support of the regional steering committees and regional assemblies and be capable of synthesising/consolidating NESs as basis for proposing and monitoring targeted regional advocacy and learning efforts.

» At global level, the Secretariat would act in support of the ILC Council and General Assembly. The Secretariat would furthermore have to be capable of synthesising national and regional action plans as basis for proposing and monitoring global advocacy and learning efforts. In addition the global Secretariat would be expected to act as knowledge broker, able to create, maintain, grow and sustain the knowledge platform serving as the arena for ILC members to share/access knowledge, looking after both the technical and human dimension of ILC's knowledge platform.

Introduction

Background

The International Land Coalition (ILC) is a global alliance of 152 intergovernmental and civil society organisations working together to promote secure and equitable access to and control over land for poor women and men through advocacy, dialogue, knowledge sharing, capacity building, and empowerment.

Land is a highly contested political issue and becomes increasingly difficult to deal with because of increasing (private sector) claims on land for feed/food/fuel production and subsoil extractivism (like minerals, water, oil, gas).

In pursuit of this mission, ILC members, with the support of the Coalition's Secretariat, develop and implement quadrennial strategic frameworks that guide ILC interventions.

The current Strategic Framework, approved at the Tirana Assembly of Members (AoM) in 2011, covers the period 2011-2015, with the general thrust of *catalysing partnerships for a stronger commitment to a pro-poor land governance agenda*. The goal of the Strategic Framework is *to enable rural women and men to gain secure and equitable access to and control over land in order to increase their food security and overcome poverty and vulnerability*, assuming therefore that equitable land access and tenure security contribute to poverty reduction and to the resilience of production systems of poor rural households.

This goal is supported by four Strategic Objectives (SO), as visualized below:

Theory of change "2011–2015", Strategic Framework

SO4 Become vibrant, solid, and highly influential global actor on land-related issues		

SO3 Leading knowledge network on land governance and monitoring, sharing, and uptake of land-related knowledge	**SO2** Influence global and regional land-related processes/systems	**SO1** influence the formulation and implementation of national land policy

GOAL Secure and equitable access and control over land → Decreased vulnerability and increased food security

Objectives and scope of the MTR

Half-way the actual implementation, this Mid-term review (MTR) is to assess the continued validity of the Strategic Framework 2011-2015 and progress made towards achieving the 2015 targets as well as to identify any need for adjustments. It involves a re-examination of the relevance of the strategy design and of the soundness of the logical framework. It will also identify significant factors that are facilitating or impeding the delivery of expected results and to moving toward achieving the end-of-strategy outcomes.

The review will lead to lessons learned and actionable recommendations for the future, specifically on activities (on-going or planned) to achieve the Strategic Objectives.

The review re-examines key aspects as follows:

» Relevance of the Strategic Framework

» Progress towards the outcomes

» Effectiveness in the delivery of the Strategic Framework, including monitoring & learning

The reflections and assessments of this MTR are to serve as a sound and systematic basis for a participatory learning process aimed a formulating a set of concrete, feasible and realistic recommendations that are broadly supported by the ILC members and partners.

According to the ToR, the primary audiences for the MTR are the ILC Secretariat, the ILC Council and core donors of the Coalition.

Report structure

In this report we reason from global to national level. After explaining the methodology in chapter 2 and discussing the relevance in chapter 3, we start with ILC's progress towards becoming a vibrant global actor (SO4).

Chapter 5 highlights ILC's progress towards becoming a leading knowledge network (SO3). After that we elaborate on progress towards influencing global and regional structures (SO2) in chapter 6 and the extent to which ILC influences national governments (SO1) is presented in chapter 7.

Chapter 8 highlights ILC's effectiveness in the delivery of the Strategic Framework.

In chapter 9 the overall conclusions and recommendations can be found.

Methodology

Choice of review method: Outcome Mapping

The ILC is a network pursuing secure and equitable access and control over land based on a Theory of Change summarised in four Strategic Objectives as outlined above. To achieve its objectives, ILC recognises the need for internal change (SO3, becoming a leading knowledge network and SO4, becoming a vibrant highly influential global actor) as stepping stone towards achieving external change (SO1 and SO2, influencing national policy formulation and implementation and global/regional land-related processes and systems).

Providing insight in ILC's progress towards these four strategic objectives is the central question to this MTR. Progress in influencing national and international policy frameworks and systems is an ambition outside the scope of control of the ILC, hence requires engagement with external actors with the purpose to get them to adapt the policy frameworks they develop and implement. Changing the perceptions and subsequent behaviour of these external actors is a key factor in ILC's strategy, being pursued by an increasingly large and diverse group of voluntary and independent ILC member organisations, through a multitude of formal and informal interventions at national, regional and global level.

This means that progress of ILC can be defined relatively clearly in terms of changes in behaviour of the most relevant external actors, while the pathways towards these changes will be highly diverse, complex and unpredictable. In other words, it is difficult to predefine milestones or indicators as reliable yardsticks for progress towards ILC's strategic objectives.

Nevertheless, the Strategic Framework includes a logframe with predefined indicators, which represents a tool for measuring progress. This logframe makes it practically possible to undertake a Results Chain Analysis, measuring progress through the indicators at different results levels. However, having reviewed the existing logframe, it was concluded that using the predefined indicators to measure progress would be appropriate, as most of them do not meet the SMART[1] criteria. Some indicators lacked specificity (e.g. land policy is strengthened or implementation improved), however the biggest concern however related to the continued relevance of indicators (i.e. ILC progress did not follow the predicted pathway (e.g. the land portal being the main vehicle to host knowledge) or indicators can easily be challenged. In conclusion; Measuring indicators risks not only missing out on all kind of unforeseen but relevant developments towards ILC's external objectives, but also on the real success of the ILC *influencing* desired behavioural change of external actors that leads improved policy development and implementation.

In line with the above, it was decided to use a review method that does more justice to the complex and non-linear nature of changes pursued by ILC and that provides insight in the

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1   SMART is a mnemonic, giving criteria to guide in the setting of indicators. It combines five characteristics: Specific (i.e. clear defining a subject of measurement); Measurable (i.e. showing a precise way it can be measured, aggregated and further analysed); Achievable (i.e. within the resources and capacity, including the availability of data); Relevant (i.e. providing appropriate information that is best suited to measuring the intended result and Time-bound (i.e. specifying the time frame)

extent to which ILC has succeeded in *influencing others*, irrespective of how this was achieved. **Outcome Mapping** is such a method as it recognises that actors (people and organisations) drive change processes. It is only when the actors targeted by an intervention change their ways of working, progress towards desired outcomes can be achieved. Recognising these actors and their intended 'behavioural change' is an important starting point for mapping actual progress. The exact nature of how and what will change is difficult to predict. Outcome Mapping is therefore not based on 'verifying' whether predetermined/planned results have been achieved, but aims to map reality in terms demonstrable behavioural change of selected actors. More details about the Outcome Mapping method can be found in annex 2.

Outcome Mapping is primarily a learning method. It is meant to capture progress to date with the aim to draw lessons for the future, and as such fits the ambition of the ILC review process to inform discussions and recommendations on the future similar programmes.

It is recognised, that mapping behavioural change by external actors in itself is not enough, as the review will also have to provide insight in the ILC contribution in making this change happen. Given the complex nature of ILC's work, an absolute attribution assessment, if at all possible, would require a much more extensive exercise of looking at behavioural change among comparable external actors that are not subjected to ILC influence. In recognition of this complexity and given the ambition of the MTR to provide at least some insight in the causality of change, Contribution Analysis has been attempted. However insufficient information about alternative contributing factors could be collected to assess the relative importance of the ILC contribution. Nevertheless, in the six country case studies the MTR has tried to distinguish the ILC contribution, based on the limited data available.

Limitations of the review method

The use of Outcome Mapping puts the emphasis on mapping behavioural changes at the level of selected external actors and less on the pathways that resulted in this change. This means that an image of reality is created in terms of behaviour being displayed by a selected actor, which is subsequently compared with so-called Progress Markers on a ladder of change to determine an actor's "level of behaviour". By creating this image of reality at different moments in time, progress in terms of behavioural change can be mapped, and if done repeatedly over time this ultimately results in "pathways of change".

Given that this MTR focuses on a limited 2-year period (i.e. the first half of the time-span of the current Strategic Framework), only two data points will created. The first one describes the level of behaviour in 2011 and the second one in 2013. As such the MTR will provide insight in progress/change, but the results will not be rich enough to create a "pathway of change".

Another limitation is the fact that respondents/data sources will be used to create an image of reality. The focus is on searching for evidence that enables the positioning of actual behaviour on the predefined ladder of change. This evidence is not predefined but found in what happens in reality, hence will be context specific and may vary strongly from country to country and region to region. This variety of evidence may give the impression that evidence is anecdotal, but this is inherent to the Outcome Mapping method.

Aggregation of evidence gathered in different countries or regions is therefore not possible. The focus of Outcome Mapping is on illustrating outcomes in terms of levels of behaviour, which implies that at this results level comparison between countries and regions becomes possible, while the evidence explaining this result will be varied.

Outcome Mapping is an actor-focused method, meaning that it can only be used on a specific single or homogenous group of actors that can be expected to follow relatively similar patterns of behaviour. It is for this purpose, that the Outcome Mapping method is only used for SO1 and SO2, as these focus on relatively clear external actors (i.e. national governments and international/regional fora) that are key for the success of ILC. It is acknowledged however that mapping change of selected actors does not result in a complete change picture, as changes achieved among other actors will not be reflected.

SO3 and SO4 focus on ILC itself, which represents a rich combination of varied actors that are not likely to follow a similar pattern of behaviour that would illustrate progress towards ILC's external ambitions. Therefore other methods than Outcome Mapping are used to measure progress towards these objectives as described in chapter 2.2.2.

It has to be noted that the current M&E frame of ILC is organised around the governing Strategic Framework. Monitoring data are not collected against the light of social change at the level of national governments. Ideally, reporting on progress steams from data collected throughout the reporting period measuring predefined successes/results. The choice to start applying the Outcome Mapping methodology halfway the timeframe of the Strategic Framework implies per definition a gap between collected monitoring data and the data demonstrating progress at national government level.

Link to the logframe in the Strategic Framework

As explained, the logframe as reflected in the Strategic Framework document will not be used as basis for measuring the effectiveness and progress of ILC towards its strategic objectives. This does not mean that this logframe can and will be ignored as it is a documented part of ILC's commitments and ambitions.

The MTR is structured around the four Strategic Objectives, while the expected results are considered as deliverables of ILC to be produced in pursuit of its Strategic Objectives. These expected results and accompanying indicators will therefore serve as useful "signs" to be considered as possible evidence when assessing progress and effectiveness. The MTR will however not limit itself to reporting on the signs reflected in the logframe, but will look beyond and consider also other evidence that is encountered but not predicted in the logframe.

Limitations/complications in using **contribution analysis** include the fact that an important alternative contributing factor is the individual member contribution that would have taken place anyway, irrespective of their ILC membership. Distinguishing individual member contributions from contributions as ILC member will be difficult and most likely controversial.

In addition, the MTR will rely primarily on data collection from available documentation and interviews with staff of ILC members, the ILC secretariat and Strategic Partners. The extent to which they will be able to provide comprehensive and reliable insight in alternative contributing factors may be limited. This would require a more extensive external expert consultation, which goes beyond the scope and possibilities of this MTR.

Application of the review methods in the MTR

The MTR examines three important aspects of the Strategic Framework.

» Relevance of the Strategic Framework

» Progress towards outcomes (Strategic Objectives)

» Effectiveness in delivery, including Monitoring and Learning

Below it is reflected how methodological choices translate into the practical application of the MTR exercise.

Relevance of the Strategic Framework

As illustrated in the figure below, in assessing relevance two forms of 'relevance' have been distinguished: Planned and Actual Relevance. Planned relevance relates to the extent ILC members feel the Strategic Framework document reflects strategic choices that remain relevant for the overall goal of ILC. Actual relevance relates to the extent that interventions undertaken under the Strategic Framework indeed address key priority needs in light of ILC's overall goal.

Planned relevance is assessed by asking respondents at global and local level to what extent the Strategic Framework still meets the needs and priorities as it pertains to land governance. **Actual relevance** is assessed by reviewing to what extent the relevance and prioritisation of interventions in light of needs has been considered before initiating/funding such interventions.
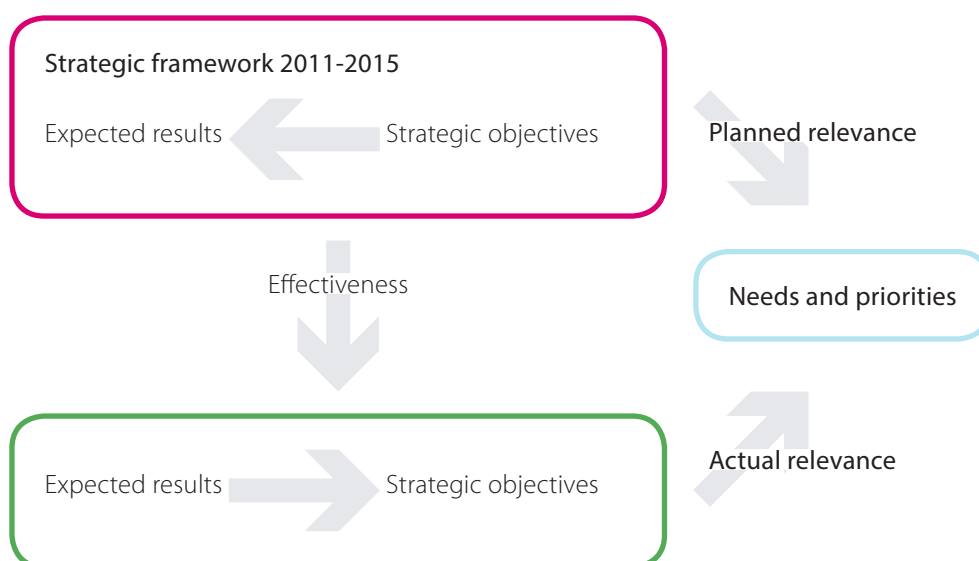
As explained above, **progress towards SO1 and SO2** will be assessed using Outcome Mapping. This means that actors to be influenced in pursuit of ILC's overall goal of securing equitable access and control over land were identified and mapped in relation to the ILC (see figure below).
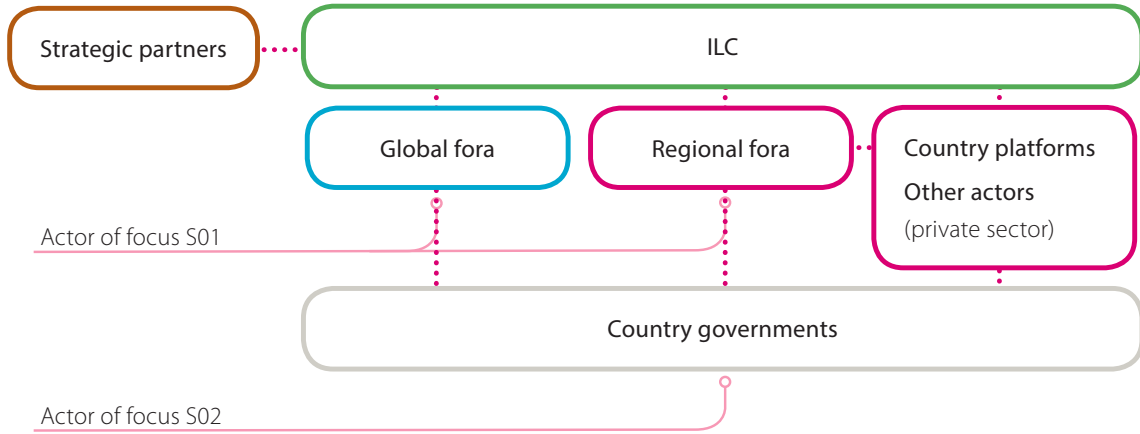
SO1 focuses on influencing the formulation and implementation of national land policy. Main actor to be influenced is the *country government* as they carry overall responsibility for the formulation and implementation of national policies. As such behavioural change of national governments became the focus in the review of progress towards SO1.

Similarly *global and international fora* were identified and selected as key actors to be influenced in pursuit of SO2. Behavioural change of global/regional fora hence became the focus in the review of progress towards SO2.

It is recognised that policy influencing is not an isolated matter of ILC and its target audiences (national governments, global and regional fora) alone, but is a multi-actor process of dialogue, negotiations, alliance building, lobby and advocacy. Measuring behavioural change of selected actors therefore does not provide the complete picture of change, as changes in behaviour of other actors (e.g. private sector) are not captured, while these may represent important intermediate achievements.

For each of these actors so-called pathways of change (progress ladders) were formulated with each step of the pathway describing evolving levels of behaviour (i.e. progress markers) from recognising land as policy issue as first step to people centred land governance being practiced as final step. Subsequently for each step an inventory of possible signs (evidence) were identified that would illustrate this level of behaviour. These signs are examples only as it is recognised that in reality behavioural change may manifest itself differently. The detailed progress ladders, compiled of progress markers and signs are illustrated in annex 3.

The MTR team subsequently collected signs of evidence through a desk-study, interview and a survey, to describe the 2011 and 2013 situation. Even though the pathway of change has a clear direction towards the implementation of people centred land policies, the evolution of behaviour in reality will not be linear or sequential. It is recognised that different levels of behaviour can be displayed at the same time to varying extent. Therefore a rating system was used from 0 (no sign of this level of behaviour) to 4 (level of behaviour

clearly demonstrated) to document findings about the extent to which the different levels of behaviour are demonstrated. This rating allows for a comparison of the situation in 2011 with 2013, demonstrating progress made during the reporting period.

During the interviews also the issue of contribution was discussed by collecting additional information about alternative contributions and a self-assessment by members of the relative importance of the ILC contribution.

Concerning **progress towards SO3**, becoming a leading knowledge network, Outcome Mapping appeared difficult as this is largely an internal objective involving a variety of actors (i.e. ILC members, Secretariat, Strategic Partners) that would each have its own unique pattern of behaviour development. Instead it was decided to work with five areas of achievement, all simultaneously contributing to SO3 (see figure below), including:

» Identification of knowledge gaps

» Production and validation of knowledge

» Systematic sharing of knowledge

» Effective use of knowledge.

The fifth area of achievement, reflected in the centre of the figure, concerns the facilitation and capacity building of members in undertaking the other four areas of achievement.
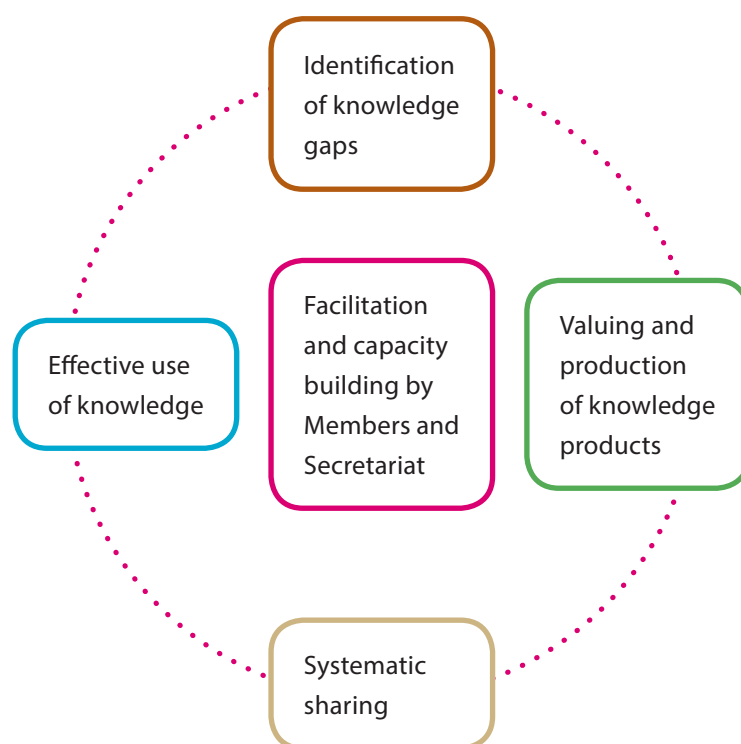
Dedicated interviews were held to understand how the knowledge management function from identification of knowledge gaps to the use of knowledge in the ILC is taking place. This together with a desk/web review, was meant to provide insight in the actual achievements, bottlenecks and concerns in terms knowledge creation and sharing by the ILC.

Important in this is the distinction between production and validation of knowledge. The *production of knowledge* relates to the generation of new knowledge made possible by resources mobilised by the ILC and implemented by ILC members. The *validation of knowledge* relates to the mobilisation of inputs, comments or consent of the ILC or a group of ILC members in response to a knowledge product created by an individual ILC member or entity external to the ILC.

Assessment of progress towards SO3 distinguishes the five complementary areas of achievement and has taken place considering the indicators of the logframe in the Strategic Framework together with other, unforeseen, achievements that were encountered during data collection. In contrast to SO1 and SO2, progress is not reported in terms of change from the 2011 to 2013 situation, but reflects an assessment of how far the ILC has progressed in becoming a leading knowledge network on land governance.

Concerning progress towards SO4, **becoming a vibrant, solid and influential actor**, an initial attempt was made to apply Outcome Mapping with ILC as the key actor for measuring behavioural change. In practice this turned out to be difficult, as ILC is a combination of different actors, each making their distinct contribution and displaying varied behaviour in doing so. Therefore an alternative tool was developed based on the Free Actors in Networks Approach by E. Wielenga a.o. (2008), using the Spiral of Innovations as main tool for analysis (see figure below).

The Spiral of Innovations is a model that illustrates the theoretical evolution of a network from the initial idea that triggered the establishment of a network to the institutionalisation of the idea in society (i.e. the idea is embedded in regular policy procedures and practices). The spiral is meant to illustrate that progress of a network cannot be expected to follow a linear pattern, but that a number of distinct phases can be recognised in the evolution of a network that may or may not occur in sequential order.
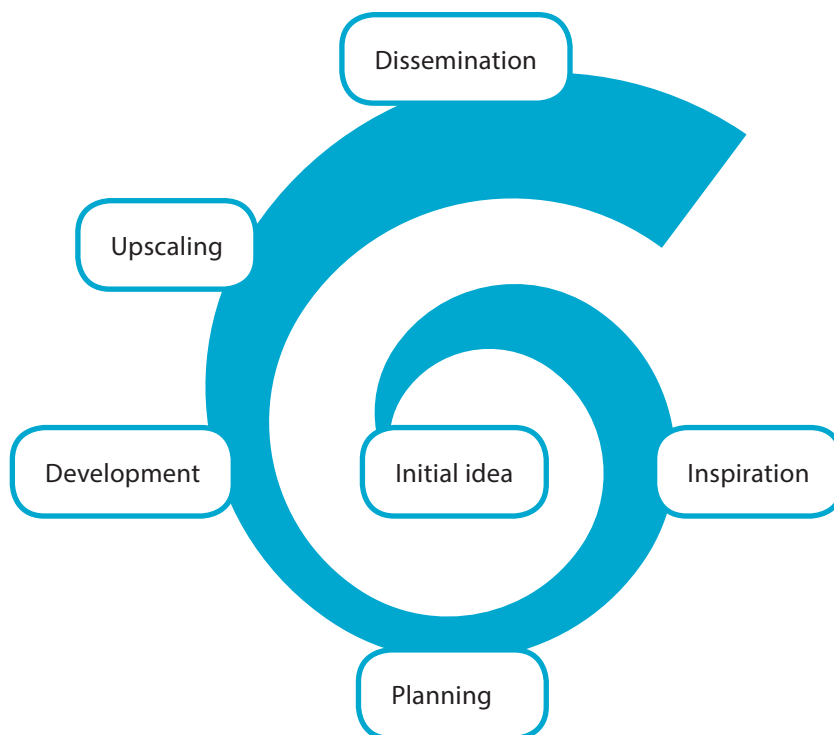
Using interviews and desk study, an inventory of important milestones in the evolution of the ILC as vibrant influential global actor on land-related issues during the 2011 – 2013 period has been made. These milestones have been reviewed in light of the phases of the Spiral of Innovations to determine which of the phases they would illustrate. In this way, it should become possible to determine how far the ILC has progressed towards the final phase of embeddedness.

Effectiveness in delivery, including Monitoring and Learning

Third (and fourth) element of the MTR is a review of the effectiveness of the ILC in its delivery of the Strategic Framework. This part of the MTR focuses on identifying and analysing the major factors that facilitated or impeded progress in delivery of the Strategic Framework. For this purpose the network management model of Capacity WORKS, developed by the German Ministry of International Cooperation (GIZ, Deutsche Gesellschaft für Internationale Zusammenarbeit) was used to structure the analysis and determine the causes of progress and change.

Capacity WORKS consists of five building blocks (see box below) that enable members in a cooperation system to co-create results and manage the dynamics favourable to achieve joint results. In the presence or absence of these issues, explanations will be sought for the extent to which progress is made towards ILC's objective of becoming an influential global actor.

Capacity WORKS building blocks for successful network cooperation

I Strategy

Strategy is the joint result of a negotiating process between the parties involved and a selection from various options. A result-oriented, clear and shared ambition is translated into a strategy that leads to positive and joint results.

II Cooperation

The capacity to select and design healthy and vital cooperation between several actors, is based on the connection of partners/parties inside and outside/around (other stakeholders) the 'network system'. The extent to which the input from individual organisations is getting space, as well as the capacity to utilize the differences constructively for co-creation and win-win solutions.

III Steering Structure

The steering structure is a selection, a choice, of a particular from of steering order as to organize predictable behaviour on communication and interaction between parties in the network system. The steering structure contributes to managing expectations (strategy, decision making, planning, funds, conflicts), and accountability of parties in the network regarding their strategic commitment, the mutual agreements, their responsibility towards their constituencies and finally towards principle agents (boards, donors, society etc.).

IV Processes

Two types of processes: the working processes underlying the interventions designed to bring about the agreed joint activities of the network (what are our

activities and which outputs do we deliver?). Secondly, the networks internal management processes (strategic steering and management support).

V   Learning and Innovation
Learning and Innovation is the engine behind all cooperation in networks. The Learning Capacity is the capacity for change – making new choices based on new insights that contribute to positive change in a) the cooperation network, b) the individual organization and c) the people that work in organizations and networks.

Based on interviews with the ILC secretariat, ILC members and Strategic Partners the reality of the ILC in terms of its governance systems and practices has been mapped out and reviewed in light of these five building blocks that make an effective cooperation system. This review then resulted in the identification of a number of enabling and impeding factors from which lessons are drawn that informed recommendations for the future governance of the ILC.

Given that Learning and Innovation is one of the five building blocks that make up the model, the fourth element of the MTR concerning Monitoring and Learning is included in this part of the review report.

The MTR process steps

The MTR process followed the steps illustrated below.

Inception meeting

Data collection
» Desk study
» Six country case studies
» Participation in two regional meetings
» Member survey
» Interviews key-actors at global level

Learning Event (Council meeting)
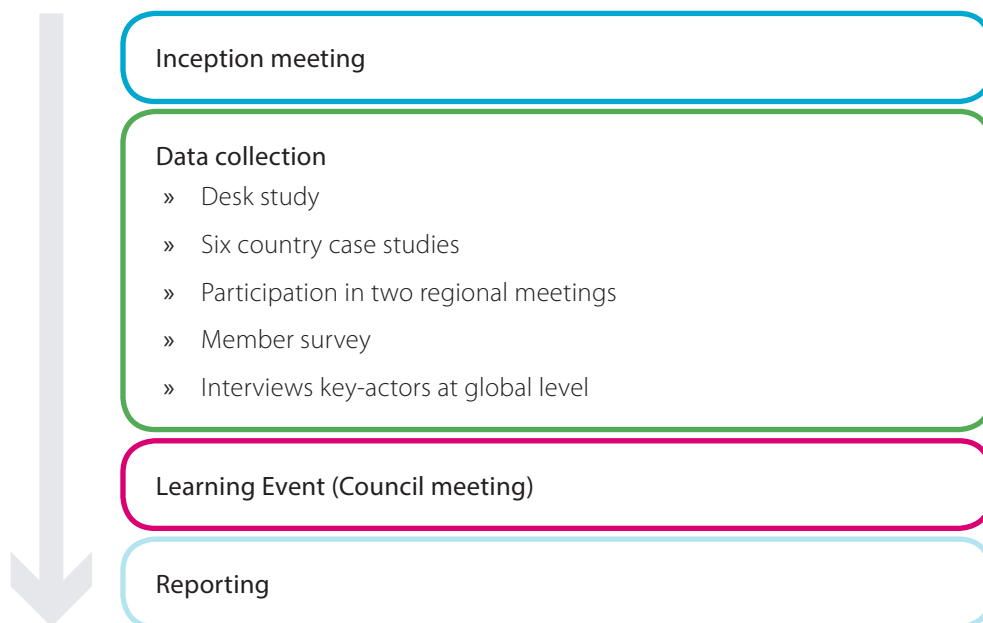
Reporting

The results of the inception meeting that took place in October 2013 are captured in a separate inception report. The data collection, taking place from mid October to early December 2013, included a desk-study, six country visits combined with participation in two regional meetings, a member survey and interviews with ILC members, the ILC Secretariat in Rome and Strategic Partners.

The data collection process was concluded during a learning event as part of the ILC council meeting in Rome in December 2013. During this event preliminary findings were presented along with selected dilemmas with the aim to collect inputs from the ILC council that would help in the final interpretation and analysis of findings.

The data collection tools, list of interviewees, and list of documents consulted can be found in the annexes together with a more detailed description of the data collection process.

Observations concerning progress in the MTR process

In terms of methodology, the MTR process has largely progressed according to plan, with the main adaptation being the shift from Outcome Mapping to the Spiral of Innovations to assess progress towards SO4.

Data collection included a combination of field visits, desk study and survey, whereby the secretariat has been efficient and supportive in providing extensive background documentation. At the same time, the secretariat has been most helpful in identifying and mobilising interviewees, especially when initial responses to interview requests were slow. It is obvious that ILC membership is only one of many other responsibilities for all interviewees, which created some challenges given the short timeframe in which the data collection process had to be completed. Nevertheless with the help of the secretariat most intended interviews could take place, be it not always in the time and manner originally foreseen.

In the TOR, six country visits were foreseen. The six countries were identified without delay during the inception but the practical organisation of some visits turned out to be difficult. In Africa this was due to last-minute changes in the schedule of the regional meeting, which was meant to be attended as part of one overall visit to the region. In Latin America it appeared that a number of meetings with partners could not materialise, while in none of the countries local representatives of IGO member organisations could be met.

As a result, not all intended country meetings materialised and though some of this could be compensated through Skype meetings this has affected the richness of data collection at country and regional level. Still the MTR team feels enough information could be collected to draw valid conclusions concerning progress and effectiveness of the ILC.

Relevance

One of the key objectives of this review is to assess the relevance of the Strategic Framework. More specifically, the appropriateness of the strategy's level of integration between the focus areas, in light of the current global context as it pertains to land governance, the coherence between the objectives, approaches and the expected end-of-strategy outcomes, members' participation in the formulation process and the likely sustainability of the Strategic Framework interventions and activities.

Related key questions as formulated in the Terms of Reference:

» How well are the four Strategic Objectives responding to the identified priorities, the expressed needs and demands?

» Are there gaps or insufficient focus in some areas?

» How far has the ILC been able to respond to regional and country priorities and needs in general as well as in particular to the demands of its members?

» To what extent are the intended outcomes the most relevant and feasible indicators of achieving the SF objectives, and what adjustments may be advised?

» Is the design of monitoring mechanism appropriate?

In answering the above questions, MDF identifies two forms of 'relevance'. Based upon the expected results and the objectives of the strategic framework 2011 – 2015 the **planned relevance** is assessed by asking respondents at global and local level into what extent the Strategic Framework meets the needs and priorities as it pertains to land governance: To what extent does the Strategic Framework address the real priorities in the area of pro-poor land governance?

The relation between the implementation of the Strategic Framework (the actual results and the progress towards objectives) and the needs and priorities is seen as the **actual relevance**: To what extent have initiatives undertaken by the ILC under the Strategic Framework addressed the real priorities in the area of pro-poor land governance?
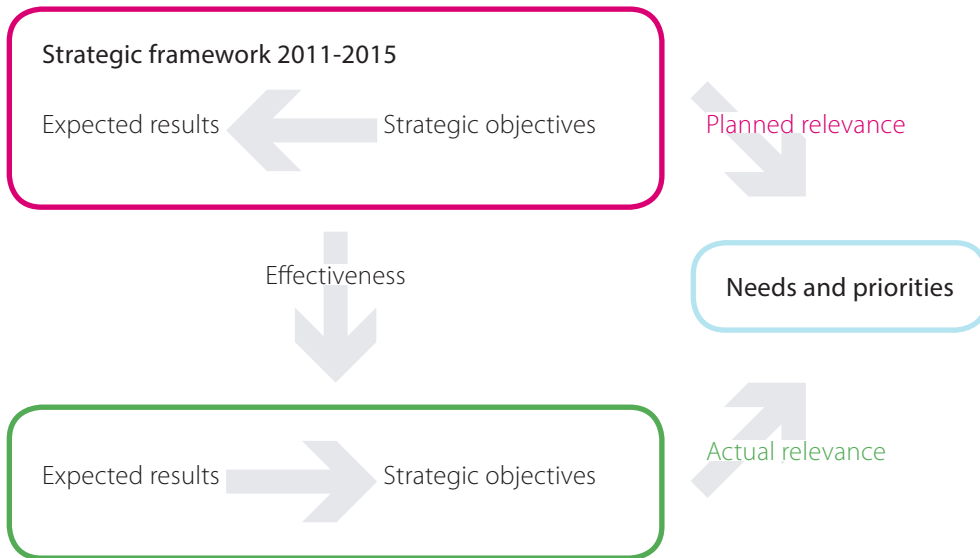
Planned relevance

Respondents at global and local level recognise the Strategic Framework meeting the needs and priorities as it pertains to land governance. The broad approach to the land issue ILC is adopting, highly relates to the daily practice in countries members are active in.

According to respondents, the ILC approach to value land not only as a productive asset but also for the various functions that it performs, including social, cultural, demographical and ecological functions is addressing the complex reality members are faced with. The complexity of the land question cannot be fully understood if limited to consideration of the tenure rights of individual households. The broad scope of ILC, for example visible in addressing the notion of territoriality, combining concepts of power, society, and space, is seen as vital and highly relevant in the international land debate. Crucial contributor to this high relevance is the participatory approach in which the Strategy was developed in 2010. The development process provided various opportunities to participate, like a brainstorming workshop, member surveys and regional meetings of members to discuss the regional implications for the Strategy. Members state this process contributed to a Strategic Framework relevant to all.

Most relevant according to respondents are ILC activities in empowering marginalised people and renewing government commitments towards land rights. More specifically activities in the field of tracking land acquisitions and transactions, women's land rights, the empowerment of indigenous people to promote and defend their human rights and fundamental freedoms and claim legal recognition to their identities and land are frequently mentioned in interviews and survey.

Actual relevance

The notion of 'actual relevance' is used because of the operational logic of the ILC, whereby an agreed overall Strategic Framework provides an umbrella (further operationalised in an Operating Framework) under which Annual Plans at regional and Engagement Strategies at national level are formulated. This approach requires ILC members at regional and national level to address the most pressing land needs within their respective region or country within the broad borders of the Strategic Framework. This makes sense given that they are likely to have the best possible insights in the local context, hence are best positioned to set priorities for action at regional and country level.

Notwithstanding this top-down participatory development process, ILC members at national level display limited awareness of and commitment to the overall Strategic Framework. On a general note, all can find themselves in the vision and mission of ILC as well as in the strategic direction. The operational consequences however, for example focussed interventions to bring about change *at national government level*, are less known and agreed upon. In the countries visited, the Strategic Framework did only to a limited extent serve as guidance for setting a coherent national framework of action. ILC members individually bring in their own priorities/project ideas, which are consolidated in a National Engagement Strategy. Subsequently members are committed to their own part of the NES and demonstrate limited awareness about how their activities would contribute to the overall ILC strategy. This in itself is not so problematic, as it implies reliance on the capacity of individual members to identify and pursue the right priorities. It does however illustrate a missed opportunity in capitalising on added value of being part of a network, whereby members can challenge, stimulate and complement each other and together to become a more influential actor.

Other recurring side-remarks concerning actual relevance at regional/country level include the below-mentioned points.

In the view of a substantive part of respondents (mainly coming from Latin America and larger International institutions), the limited linkages with private sector are said to reduce the direct influence of ILC members on both government and private sector companies (especially oil, gas, timber, soy, palm oil and sugar cane), creating parallel –and sometimes contradicting- lobbies on government by civil society and private sector. The tenure rights of rural populations and their access to land and other natural resources have been weakened due to the growing demand of investments in land, coming from private sector parties. In addition, according to IFAD[2], in most developing countries, the private sector is responsible for the majority of employment and income-generating opportunities, and has become one of the driving forces for poverty reduction. Other important trends, such as globalization and the pursuant growing integration of local, national and international economies, the changing market structure of mining and extractivist internationals, agri-food chains and the rapid expansion of supermarkets have all contributed to the change in the rural economies of the developing world and the role of the private sector as major driving force for pro-poor land governance, economic growth and poverty reduction.

Against this background, civil society being in general the less strong stakeholder in land issues, approaching and campaigning the private sector again and again in creating secure and equitable access and control over land to increase food security is an exigency not yet fully operationalised within ILC structures.

The importance of getting the private sector actively in the picture with campaigning, blaming and shaming, negotiations, support to farmers and land owner small stakeholders could be a key step towards becoming more relevant and effective is illustrated with the powerful lobby of the private sector in the development process of the Community Land Bill in Kenya. After a participatory drafting process, the bill did not (yet) pass parliament because of the (successful) strong lobby of private sector against the bill.

Some ILC members representing farmers or indigenous people (with land claims themselves) in Latin America consider making a move to other land and food security networks of Via Campesina, being a more activist stakeholder. Whilst in itself this does not cause major challenges as many ILC members are already closely working together with members of other networks, it will lessen the commitment, sense of belonging and time available to ILC as a network and hence risks to negatively impact network vibrancy.

Another area respondents (mainly those active on global levels) mention to strengthen relevance is the linkage between the land issue and the combination of different types of security policies. Linking the land issue to (more general) security and human rights policies in the field of justice and peace could provide a bigger platform for the land issue, capitalising the growing international attention given to international security. Secure access to productive land is critical to poor people living in rural areas and depending on agriculture, livestock or forests for their livelihood. It reduces their vulnerability to hunger

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2   Private sector development and partnership strategy, IFAD, 2007

and poverty and helps them develop more equitable relations with the rest of their society, thus contributing to justice, peace and sustainable development. Framing the land issue as driving force to advance (economic) security, peace and political stability for individuals, communities and even states could enlarge the arena to discuss land issues. Such will be regional and context specific. The regional initiative in Latin America to link the land issue with security policies in this respect could provide useful lessons for other regions.

Concluding, ILC's broad approach to the land issue is vital and pertinent given the current global and regional contexts. Relevance could be even further strengthened by linking the land issue to security policies and increased involvement of the private sector. The Strategic Framework remains relevant due to its broad formulation, however when operationalising the strategy some of this relevance gets lost as the framework provides little direction and members do not prioritise their interventions accordingly. The strategy is not well trickled down in the network and in a limited extent aligned with operational documents at regional/national/(member) organisational levels.

» ILC's broad approach to the land issue vital and highly relevant.
» Some of this relevance gets lost at operational level. Strategy gets translated in regional plans and national strategies that reflect the priorities of the individual members rather than a coherent strategy aligned with the Strategic Framework.
» FOs and indigenous organisations with a land claim are less present as members, than NGOs, IGOs and research institutes. This creates a dominance of perception.
» Practical relevance could be further strengthened by framing the land issue as a security issue, so linking it to different types of security policies (e.g. food, economic, national security) and involving private sector.

Progress in becoming a vibrant global actor (SO 4)

Fourth and final strategic objective in the ILC Strategic Framework is to become a vibrant, solid, and highly influential global actor on land-related issues. To measure progress towards this objective, achievements of the ILC have been placed in the so-called Spiral of Innovations (see picture below). Below we will use the "subsequent" phases of the spiral to illustrate the progress of the ILC in becoming a vibrant, global influential actor on land issues.
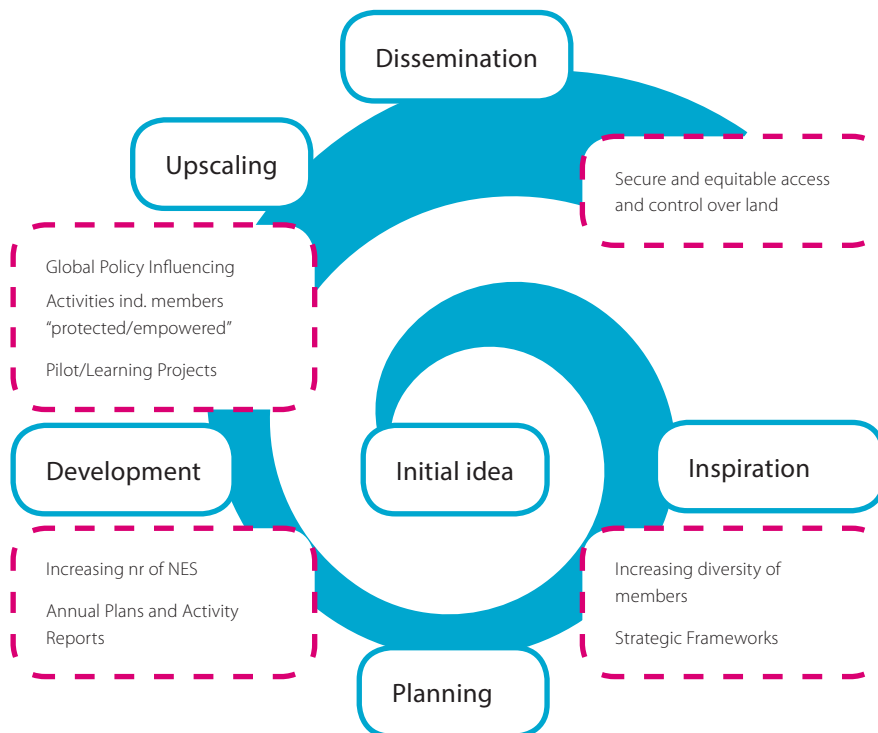
For ILC, the **initial idea** was born out of the Conference on Hunger and Poverty (1995) as a mechanism for building consensus and mobilising popular will towards pro-poor land governance. Following the initial idea, like-minded organisations sharing similar interests come on board and a network emerges. This is referred to as the *inspirational stage*. At some point members start self-organising, often by establishing some programmatic planning frameworks. The development of the Strategic Framework 2011 – 2015 is a typical phenomenon of a network having reached the planning stages and marks the beginning of this Mid Term Review exercise.

Additional important achievements that illustrate the progress of ILC in going through the *planning stage* include:

» A rapid and continuing growth of membership to 152 organisations of increasing diversity.

» Translation of the strategic framework in an elaborate operational document that guides the coalition as a whole in the implementation of the strategic framework.

» Coalition-wide and regional annual plans that describe in more detail intended action in pursuit of the four strategic objectives in line with ILC's seven operational guidelines.

» Annual reports on the programme of work, describing actual achievements and progress for each of the four strategic objectives.

» Formulation of and reporting on National Engagement Strategies illustrating country-level intentions and achievements towards improved pro-poor land-governance.

» A decentralisation strategy to shift decision-making power to the regions.

Having successfully "crossed" the planning stage, a network typically moves into the *development stage*, whereby the network tries to develop a practice that works and proofs to be effective in pursuit of the overall goal of the network. Typical achievements illustrating ILC progress at this stage include:

» Initiation of learning and pilot projects (e.g. learning routes) aimed at the empowerment of individual members and the coalition as a whole to contribute to secure and equitable access to and control over land are part of this stage. The ILC network creates experiences, makes experiments and communicates with the enabling community.

» Implementation of the NES approach, in which individual members are given the opportunity to propose and implement interventions in pursuit of the overall goal of ILC. Many of the interventions in the NESs relate to pilot-projects and research initiatives meant to try-out and demonstrate what works and to find out evidence that can support policy-influencing efforts.

Crucial at this stage is the capturing and sharing of lessons learned (knowledge) to enable the network to proceed to the next stage of *upscaling/realisation*. In other words, the application of *learning-oriented monitoring systems* focused on capturing the contribution of experiments and experiences to higher-level strategic objectives. This does not mean that the current practices of capturing the progress and delivery of activities should be abandoned (as these serve an administrative and accountability purpose).

In the upscaling/realisation stage, efforts are made to implement the lesson learned and proven practices from the development stage at a wider and larger scale. This is a difficult stage, as more stakeholders beyond the "change-agents" that are already active members of the network need to get involved, who have their own vested interests. This stage is marked by negotiations, strategic positioning and power play.

The need to scale up is however clear and urgent. The limited translation of ILC interventions in actual policy influencing results (see also chapters 6 (progress SO2) and chapter 7 (SO1)) challenges the visibility of ILC as a political actor at national levels. Other networks around agriculture and food security (e.g. networks organised by Oxfam International, Action Aid, This World is not for Sale) are more visible and result oriented. Some ILC members consider to moving to these, more powerful networks.

Signs that illustrate ILC starting to enter this stage include:

» Realisation of the need and subsequent successful efforts to further increase and even more so diversify membership.

» The Antigua Declaration (April 2013) in which ILC members bring together lessons from around the world in a joint statement about Inclusive and Sustainable Territorial Governance for Food Security.

» Increasing number of NESs, involving increasingly actors beyond ILC members.

» Examples whereby ILC platforms at national level are trying to get the government on board (e.g. in Kenya).

» ILC successfully influencing external global fora, like the CFS in the context of the voluntary guidelines and the range of examples illustrated in chapter 6.2.

» ILC engaging in partnerships and alliances beyond its own network, most clearly illustrated by the engagement of strategic partners.

At the same time signs can be found that illustrate ILC's on-going struggle in crossing this so-called *upscaling/realisation stage*, like:

» Controversy concerning interaction and engagement with the Private sector and the discussion concerning government membership of the ILC

» Absence of IGOs in country-level platforms

» NESs illustrating project interventions of individual members and not yet a coherent programmatic approach

» On-going efforts of a becoming a real member-driven network with substantial more operating capacity than a more secretariat-driven network with limited capacity at central level and one coordinator at regional level.

» The finding that at country level (SO1) most progress has been achieved in the government engaging ILC members, but less in adopting their inputs.

» Relative low (yet increasing) number of so-called claim-making member organisations (i.e. membership organisations at grassroots-level that bring together groups of people who themselves face insecurity in access to and control over land; e.g. farmers organisations, women groups, etc.).

In summary it appears that the ILC finds itself in this upscaling/realisation stage and that much and difficult work remains to reach the *dissemination stage*, whereby the views of the ILC are copied and practiced by others (i.e. government and private sector at country level). Moving on to this stage of dissemination will be ILCs challenge for the coming years before reaching the final stage where secure and equitable access and control over land has been embedded in national policies and legislation that are successfully implemented.

In conclusion, progress towards becoming a vibrant and influential global actor on land issues remains an on-going challenge, whereby the initial steps have been successfully set. The subsequent steps that lie increasingly outside the scope of control of the ILC remain however "work in progress".

Taking the Spiral of Innovations as framework for analysis appears that the ILC has firmly covered the process from initial idea to planning stage and finds itself operating comfortably in the 'development' stage, with the secretariat still playing more of a 'driving' than an 'enabling' role despite the on-going decentralisation strategy.

Clearly efforts are made to *move beyond development towards upscaling/realisation*. However given the fact that crossing this stage is more a matter of successfully influencing others than being in control yourself, more mass, unity and negotiation power is needed. It is at this point that the diversity of membership has to be converted from being a 'complication' into being a 'strength'.

The ILC finds itself in this difficult transition process, whereby the common goal and the individual interests of an increasingly diverse membership will have to be aligned without jeopardising the support of members' constituencies. This transition process is already on going for some time and it is difficult to predict whether or how fast ILC will succeed in progressing towards see pro-poor land governance firmly *embedded* in national policy development and implementation.

In this process a number of significant challenges/barriers will have to be overcome, including:

» The successful completion of the decentralisation process with regional steering committees truly and actively taking over regional network management and the subsequent conversion of the secretariat from a programme coordinator/fund administrator to a network supporter/facilitator, requiring a new set of competencies in diplomacy and negotiation.

» The development and implementation of more coherent programmatic national engagement strategies, capitalising on the complementary contributions of ILC diverse members and partners.

» The creation of national ILC networks of increasing strength and diversity, including claim-making organisation and country-level representatives of IGOs that jointly form a coalition that cannot be ignored by national government and businesses in land-related policy matters.

» The transition of adopting a real country-focus, where relevant and coherent national engagement strategies are supported at regional and global level through policy influencing and the sharing of knowledge and advice.

Progress in becoming a leading knowledge network (SO 3)

Third strategic objective in the ILC Strategic Framework is to *build the world's leading knowledge network on land governance, contributing to substantive improvements in the monitoring, sharing, and uptake of land-related knowledge.*

To measure progress towards this objective four, more or less subsequent, areas of achievement have been identified, as illustrated in the figure below. These include:

» Identification of knowledge gaps

» Production and validation of knowledge

» Systematic sharing of knowledge

» Effective use of knowledge.

A fifth area of achievement, reflected in the centre of the figure, concerns the facilitation and capacity building of members in undertaking the other four areas of achievement.
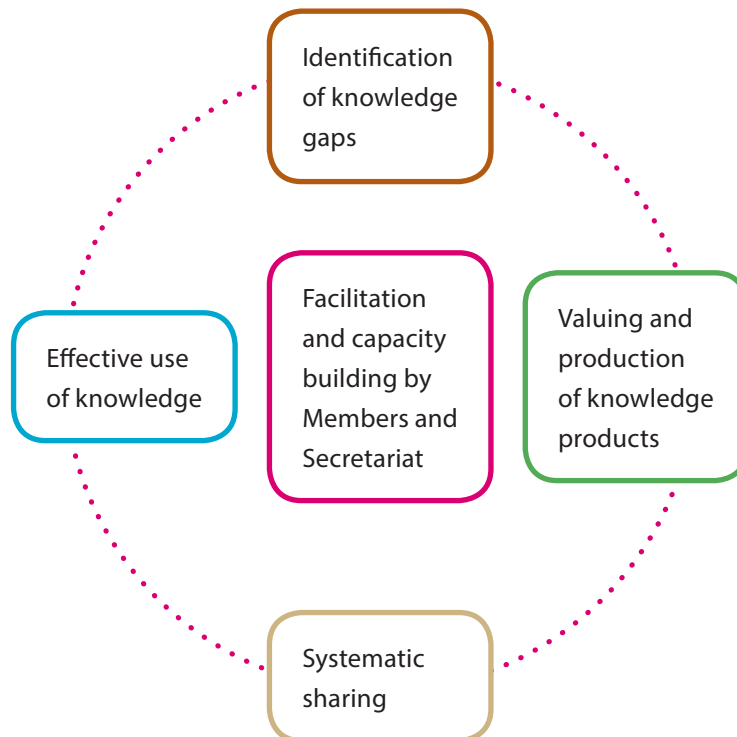
Below, results per area of achievement are reflected and analysed, which together are meant to illustrate and explain progress towards strategic objective 3.

Area of achievement 1: Identification of knowledge gaps

The *identification of knowledge gaps* happens in a rather organic way by pursuing ideas or opportunities presented by members or strategic partners. Such ideas emerge regularly during regional or thematic meetings when presentations and discussions result in the identification of a particular research interest. Also in the development of National Engagement Strategies research ideas are put forward that can be interpreted as identification of a knowledge gap. This however does not mean that the majority of these ideas result in new research and publications as this depend on the importance attached to such a gap and availability of resources. In this connection some ILC members express disappointment by the lack of follow-up to the identification of such gaps.

In addition, also outside the context of ILC meetings, new knowledge gaps and spontaneous ideas for research are brought to the attention of the secretariat, often triggered by an upcoming event (e.g. International Year of Family Farming) and/or funding opportunity (e.g. SDC's women's land right initiative). These ideas, especially when strategic partners are involved, often come along with funding opportunities, making that these ideas stand a better chance of being turned into a knowledge generating activity.

All in all, a significant number of ideas for knowledge creation and sharing are identified, many of which are made possible through the ILC. The fact that this happens in a rather organic/opportunistic manner is on one side considered as strength of the coalition, as the coalition offers the space and (limited) resources to address emerging knowledge gaps. In that sense the coalition meets the expectations from members in being a dynamic and spontaneous platform for knowledge creation and sharing.

At the same time, this 'organic' way of working–as opposed to a more strategic way of working whereby a more systematic identification of knowledge gaps takes place–that are subsequently prioritised and planned for, is also questioned. Questions relate to the relevance of ideas that, while maybe relevant in their own right, are not systematically evaluated against other possible ideas. In other words, uncertainty exists whether the gaps identified and pursued are indeed the most important issues in light of ILC's ambitions.

Another question relates to the comparative advantage of ILC in funding efforts to address a particular knowledge gap. In particular larger members of, amongst others IGOs, express the sentiment that ILC is funding research that could/should have been dealt with by individual members. Even though concrete examples of this were not given, this sentiment does colour their perception of ILC's role and added value in creating knowledge. In this context they remark on the absence of clear criteria that would justify resource mobilisation and funding by the ILC instead of by one of its members.

A third risk that is mentioned as a consequence of a more organic identification of knowledge gaps relates to the sentiment that members that are more outspoken, articulate and actively pushing their ideas, are more likely to have their ideas approved and funded than other less vocal members.

During the learning event, some members seemed to be comfortable with this more spontaneous identification of knowledge gaps, while others argued a more structured and member driven manner would create more ownership.

In particular strategic partners flagged the need for a more strategic approach, demonstrating relevance and achievements. This is of course understandable given their interest that they would have to show "value for money" that they make available for knowledge creation.
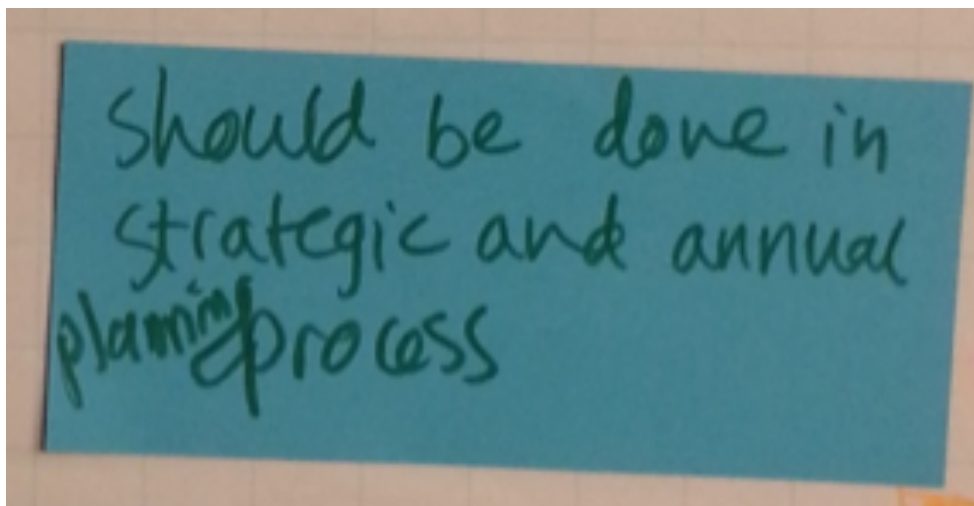
A more strategic approach would allow for a more systematic prioritisation and increases the predictability of the use of funds, but at the same time risks reducing the dynamism as well as the flexibility of ILC to quickly respond to emerging needs for knowledge creation.

Area of achievement 2: Production and validation of knowledge

In this area of achievement a distinction is made between the production, *synthesis* and *validation of knowledge*. The MTR team interprets the *production of knowledge* as the generation of new knowledge (e.g. in the shape of research paper or policy document) made possible by resources mobilised by the ILC and implemented by ILC members. The synthesis of knowledge refers to the ILC bringing existing but scattered knowledge of members together into a consolidated knowledge product. The *validation of knowledge* is interpreted as the mobilisation of subject-matter inputs, comments or consent of the ILC or a group of ILC members in response to a knowledge product (e.g. a research paper or a policy document) created by an individual ILC member or entity external to the ILC, whereby resource mobilisation for and administration of the knowledge creation process is not done by the ILC. Sometimes "validation" of a knowledge product by ILC was seen as increasing its moral "legitimacy".

Production, synthesis and validation of knowledge all take place. Production of knowledge often takes place in the shape of a "research" project being part of a NES. The challenge lies in protecting the uniqueness of the ILC in the identification of knowledge creation opportunities for which funds will be mobilised, allocated and administered. In other words, avoiding the ever-present risk of the ILC being perceived to fund initiatives that individual members could and, in their view, should have undertaken, especially in times with scarce funding opportunities.

Synthesis of knowledge takes place through more conventional consolidation efforts as in the case of the Land Rights and Rush for Land document, where different research institutes and experts are brought together to generate a new synthesised knowledge product based on existing yet scattered knowledge. Synthesis of knowledge however also takes place through more innovative ways like the learning routes or during the Assembly of Members, resulting in the Antigua declaration in which lessons from around the world are used to formulate a joint statement on Inclusive and Sustainable Territorial Governance for Food Security.

Validation knowledge takes place through the ILC as well. Prominent examples include the contributions sought by ILC members to the annual World Bank conference on land issues in Washington and the ILC contribution to the Voluntary Guidelines on Land Tenure (requested by FAO). In these examples the ILC is seen as an efficient and legitimate channel to gather inputs and/or approval from Civil Society Organisations This 'service' is appreciated by all and meets with less competitive sentiments among IGO members than knowledge production. At the same time, it must be observed that although considered valuable, the validation of knowledge is a difficult and time-consuming task requiring the collection and consolidation of a wide variety of often contradicting inputs into a coordinated and sensible contribution. Another challenge for the ILC in this is to avoid being perceived as convenient channel to reach CSOs instead of the diverse multi-actor network it actually is.

Area of achievement 3: Systematic sharing of knowledge

Systematic sharing of knowledge reportedly happens in many ways. Through the website, newsletters, land-portal, land-matrix, mail chimp, social media and printed publications lots of information is shared in different ways in different regions. So in terms of volume, the ILC certainly seems to live up to its ambitions of being a vibrant knowledge centre on land-related issues.

At the same time, two concerns are expressed by members and secretariat staff. The first concerns the fragmentation of sharing mechanisms that affects the efficiency with which information is being shared (risk of unnecessary duplication and the emergence of "overlapping" channels: land portal, land matrix, commercialpressureonland.org). Besides fragmentation being a risk in terms of cost-effectiveness, it also leads to discussions about the ownership of the information (which channel is used to publish what?) that affects the sense of unity within the ILC. This can be observed at national level (e.g. the existing challenges in Madagascar with the Land Observatory) and at global level (e.g. the discussions concerning disconnecting the land portal from ILC).

A second concern relates to the "quality" of knowledge, whereby it appears that no conscious difference is made between sharing of information (i.e. the straightforward collection and sharing of data/experiences from whoever contributes) and sharing of knowledge (processed information so it becomes useful to the target audience). Numerous newsletters provide bits and pieces of information but are not seen by respondents as facilitating knowledge sharing between members nor stimulating network dynamics. Also the land-portal seems to be falling victim to this with increasing information of varying nature (from profiles to discussions and 'feeds') and quality. It was furthermore reported that even though inputs were being posted

by many, the portal is visited primarily by "Northern" research partners and much less by "Southern" CSOs that are supposed to be the main knowledge beneficiaries. Other signs that illustrate cause for concern related to the quality of knowledge made available are the low responses on an invitation to participate in discussion on community land rights and blogs without the possibility for content reaction and discussion. Many respondents (ILC members) at national level report usage of their own systems for sharing information and to exploit very little of ILC created platforms. Another important problem reported is language, as not all staff members in local organisations are fluent in one of the ILC languages.

This confirms the impression that information and to a lesser extent knowledge is spread. Spreading information is of course an important step towards ILC's ambition of becoming a leading knowledge network and is positive that multiple channels are established and functional serving that purpose. At the same time, it is felt that conscious efforts to take the next steps and evolve towards the, much more difficult, sharing of knowledge and truly becoming a knowledge network, remain pending. However technological developments offer ever-increasing possibilities to do so. A practical example of this would be to evolve the land portal from a database to a self-learning website that based on a user/search profile offers personalised suggestions based on historical search and appreciation patterns.

Area of achievement 4: Effective use of knowledge

The *effective knowledge* use is difficult to measure. Examples certainly are there, as illustrated below:

» The Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of national Food Security (VGGT), mentioned by many when referring to ILC results, were tweaked and fed in the community land law development process in Kenya;

» The Land Right and the Rush for Land document, developed in 2011 in cooperation with IIED and CIRAD and published by the ILC in 2012.

» The side event organized to the General Assemble in New York;

» The platform unification project;

» The study on commercial pressure on land which' recommendations were taken on in law development processes in Tanzania;

» The text of the Rangeland project in which individual rights and communal rights for rangelands were well defined serving as input for the community land law;

» ILC disseminating the Bahasa translation of IFAD key documents on Indigenous Peoples' Issues (with the support of Asia Indigenous Peoples Pact (AIPP)).

» Local system on land governance monitoring in Indonesia, the so-called gudang data (i.e. data on land conflicts and progress with cases) which is gathered and used by the Consortium for Agrarian Reform (KPA) since 2010. The Indonesian Community Mapping Network (JKPP) uses similar systems on land maps, where data are collected and stored. These databases on land use, land mapping and conflicts are used by government, social movements, media, US embassy, World Bank, National Land Agency, and others (especially in land conflict cases).

Given that these are merely examples that came up during interviews, it is felt that there must be many more examples of ILC knowledge being used. As such, it feels like a missed opportunity that ILC's achievements in this regard are not monitored and captured in a more regular and systematic way.

Area of achievement 5: Facilitation and capacity building of members

Building capacity in creation, sharing and use of knowledge products mostly happens during the ILC events and/or is facilitated by the ILC secretariat, e.g. mapping from Philippine Association For Intercultural Development Inc.; several training sessions on using Gender Evaluation Criteria; information on Geographical Information Systems (GIS) as a spatial data acquisition, management and presentation tool: sharing of tools/approaches from one member with the rest (e.g. advocacy toolkit). Besides, the ILC has created various opportunities for cross-learning among members (e.g. learning routes, a methodology created by ILC member Procasur).

Another development relevant in this regard is the increasing attention for learning in recent AoMs, with the secretariat making conscious efforts to identify learning interests among ILC members and subsequently creating a learning agenda around the formal AoM sessions.

Also in the identification and pursuit of capacity building opportunities, the ILC approach can be described as organic and opportunistic. Ideas come up and space/funds are made available often by mobilising expertise and experience from other members to put these ideas for capacity development in practice, illustrating the same strengths of and challenges faced by the ILC as in the identification of knowledge gaps. However, given the rapid growth of the ILC, currently having over 150 members, a systematic identification of capacity gaps would be undoable.

In conclusion, the question to what extent ILC has progressed towards becoming a leading knowledge network can be answered by describing the glass being partially full and continues to be filled.

It is however difficult to assess in more specific terms how far ILC has progressed towards this strategic objective. Using the logframe in the Strategic Framework provides an unclear picture, as for instance the development of the land portal was expected to feature prominently in ILC's SO3 ambition at the time the SF was formulated. Now the land portal is being disconnected from the ILC, it has lost its value as indicator of ILC success in pursuing SO3. Also other results indicators in the area of Strategic Objective 3, like the global land indicators being finalized and agreed in 2012, or the number of beneficiaries of intern programmes moving towards 50, have (partly) lost their relevance and can no longer be considered as valid progress indicators.

In other words, also on this Strategic Objective, the evolution of ILC could not be captured in predefined SMART indicators and as a result progress towards the ambition of becoming a leading knowledge network cannot be measured clearly as originally intended.

At the same time, it is clear that many, often unforeseen, steps towards becoming a leading network on land issues have been set. The land matrix for example is not mentioned in the logframe but is certainly relevant in light of ILC's ambitions.

So instead of giving a clear judgment of progress, the MTR acknowledges the clear achievements to identify and fill knowledge gaps, and aims to illustrate for each area of achievement the space and direction for further growth.

Identification of knowledge gaps takes place in a rather organic manner, which illustrates the spontaneity of (some) network members and keeps knowledge creation efforts focused on the actual issues that play. However in the absence of a systematic prioritization mechanism this also carries the risk of sub-optimisation in knowledge creation. In this context also financial support from strategic partners remains a point of attention as they express interest in a more predictable and systematic approach in knowledge creation with clear demonstration of intended and actual results.

Both Synthesis and Validation of knowledge is time-consuming but appears to be an appreciated and effective way to improve mutual understanding among and beyond ILC members, increase the quality of knowledge products and ultimately to influence policy of ILC members and external actors. At the same time, current practices carry the risk of ILC being perceived more as a CSO network than the diverse multi-stakeholder network it actually is. Opportunities created for knowledge production are appreciated by local members, but to a certain extent contested by larger members (IGO, INGOs) who depend on their own fund-raising capacity. It is argued that ILC funds knowledge creation initiatives that could have been funded through other channels, illustrating the need to be more clear and transparent about the criteria for the selection of knowledge creation initiatives taking place with ILC generated funds.

Dissemination of information and knowledge has rapidly increased in volume in the past years, though the fragmentation of channels used for dissemination and the quality of knowledge shared is questioned, as it would qualify more as information than knowledge.

Many examples of the use of ILC provided information/knowledge are found, creating the impression that the MTR may have only uncovered the tip of an ice-berg. The question when, where and by whom information/knowledge will be used is difficult if not impossible to predict, as this depends on the emerging opportunities and challenges faced by members. It is however a pity that these achievements are not tracked and captured in a more systematic way using more advanced monitoring approaches that can deal with the unpredictability of knowledge use (e.g. Outcome Mapping).

Finally, there appears to be increasing attention for capacity building and learning among ILC members. In a network of the size of ILC this happens understandably in a spontaneous and organic manner, which gives 'energy' to the network that is crucial for its survival.

Further progress towards ILC's ambition of becoming a leading global knowledge network on land-related issues depends on ILC's ability to define more clearly what this ambition means precisely. Does being a leading network mean that ILC becomes the main arena where land-related actors come to share and access land-related knowledge? In other words, ILC would offer the most prominent meeting place of supply and demand of land-related knowledge. Or does being a leading network mean that ILC is the entity that stimulates and enables the creation of land-related knowledge in response to knowledge gaps identified by its members? Current practice illustrates that the ILC tries to do both.

This at least complicates the realization of its knowledge ambition as illustrated above, with the risk that ultimately ILC gets stuck in the middle.

Once having defined ILC's ambition more clearly, it will become easier to make clear strategic choices about the distribution of roles, responsibilities and the creation of required capabilities in the ILC. After all the creation of a vibrant global meeting place for sharing or synthesising knowledge puts different demands and expectations on the contribution of members and the secretariat than being an entity that stimulates and enables (incl. resource mobilization) the creation of knowledge.

More concretely, a global meeting place requires the availability of competent knowledge brokers who are focused on creating and sustaining a state-of-the-art infrastructure through which the most relevant knowledge (i.e. information processed into knowledge that can be applied by its intended users) can be selected and made accessible world-wide in an easy and attractive manner. The role of the secretariat would be that of network facilitator, quality assurance of information submissions, supporting members in the identification and prioritization of collective knowledge needs and bringing supply and demand closer together by assisting the processing of information into relevant knowledge. This role could also include facilitating capacity development of members in knowledge creation and dissemination.

Being an entity that encourages and enables the creation and dissemination of knowledge requires the availability of knowledge administrators, who are focused on creating and sustaining a mechanism through which knowledge gaps are identified, prioritized and addressed, including the mobilization and administration of resource requirements. The role of the secretariat would be to help ensure the availability of transparent systems for the identification and prioritization of knowledge gaps and the subsequent mobilization and administration of resources.

Combining these two roles is possible, but reduces clarity about the added value of the ILC and require the different parts of the ILC to play multiple roles, to have a broader set of competencies and systems at their disposal and able to deal with different expectations.

Progress in influencing regional/global processes (SO 2)

The second strategic objective is to influence global and regional land-related processes and systems. In this MTR we make a distinction between progress on regional level and progress on global level. On both levels we are assessing changes in regional/global structures towards implementing (or recommending implementation of) people-centred land governance.

The actor group for influencing regional and global processes is not specified in ILC context. Structures/processes to be targeted are not specified. Therefore, it was decided to construct a general ladder of change for these processes, not specifying the actor group any further.

The distinction between global level and regional level fits the different approach ILC is adopting to these levels; regional processes through the regional nodes and global processes coordinated by the ILC secretariat (ILC global).

Over the last years ILC decentralised capacities and execution to the three regions: Africa, Asia and Latin America and the Caribbean. Leading motive in this decentralisation process is subsidiarity, an organising principle stating that a matter ought to be handled by the smallest, lowest, or least centralised authority capable of addressing that matter effectively. ILC exists as a global coalition that works at global, regional, sub-regional, and national levels. Members often work at the local level, where the ultimate impacts of ILC's work are sought. The decentralisation process allows responsibility and decisions for the work ILC carries out to be taken as close as possible to the level of impact. Likewise, local-level actions of members are meant to be supported by coherent actions at higher levels of the Coalition while results of local actions are to enrich policy dialogue at higher level.

Regional level

Achievements on the progress ladder

2011

Land is a part of regional agenda

ILC gets invited to be part of regional fora

ILC is recognised as a key participant in regional fora

Knowledge produced by ILC is used in regional fora

Regional instruments include people-centered land governance principles (some or all)

Issues raised by ILC members are reflected in formal recommendations

Recommendations on implementing people-centered land governance are made

2013

Land is a part of regional agenda

ILC gets invited to be part of regional fora

ILC is recognised as a key participant in regional fora

Knowledge produced by ILC is used in regional fora
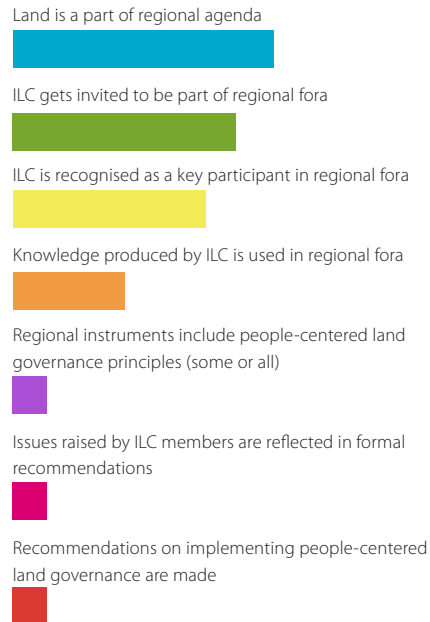
Regional instruments include people-centered land governance principles (some or all)

Issues raised by ILC members are reflected in formal recommendations

Recommendations on implementing people-centered land governance are made

Of all three engagement levels of ILC (global, regional and national), the regional level is showing least obvious progress. Though numerous regional interventions connect ILC members and stimulate the exchange of knowledge, the progress on political level remains limited. Regional initiatives (e.g. joint projects) do not seem to be aimed at producing changes in regional policies. They are mostly to produces knowledge, to organise capacity building and to monitor information. They strengthen the dynamism of the platform and foster learning experiences. However, the overall strategic approach to influence regional land-related processes and systems (SO2) at regional level is weak, with regional nodes struggling with limited (human) resources and limited member engagement.

Progress in all three regions is difficult to measure since there is no joint notion of 'the regional land debate'. Individual members name several relevant regional structures when asked for it, though there is no consensus on whether or not to target these structures. Questions remain among ILC members concerning the relevance of lobbying at regional level.

Progress can be observed in the first 3 steps of the ladder of change. Land is increasingly part of regional agenda, ILC gets more invited to be part of the regional fora and is recognized as key participant in the debates.

Examples of this are the regional Conference on Experience Sharing on Land Right Advocacy (Pakistan, September 2013), Gran Chaco meetings in Southern America on indigenous people and land rights and a regional on the VGGT in Colombia. Most of these examples are events created by ILC members themselves.

When asked for regional policy influencing interventions, members mainly refer to their participation in ILC regional and global assemblies, which are assessed very positively. Members see a spin-off of the regional conferences being host annually, which, specifically in Latin America are used to raise awareness on the land issue amongst a wide range of (non-member) stakeholders in the hosting country.

Other strong example of regional cooperation is the working group on **regional engagement on women's land rights in Africa** were ILC facilitated seven members in a regional workshop and the regional node to discuss collaboration on women's land rights in the region. In a participatory approach (June 2011) a joint strategy is written that will be used to guide activities, including information sharing at regional level by e-mail and at regional meeting; as well as to mobilise resources at the regional level.

One of the follow-ups of this working group was a training (June 2012) organised by ILC and the GLTN on the Gender Evaluation Criteria for large-scale land tools (GEC). Some ILC members have used the criteria, others expressed interest to learn more about using the tool to establish a baseline of information on the status of women's land rights that can be used to measure progress, as well as for comparison between countries.

This theme also brought together ILC members in Asia in a workshop set out to equip participants with in-depth knowledge about the GEC, introducing new components into the programme – in particular to share results and lessons from use of the GEC to date – and was meant to equip a range of diverse stakeholders with the knowledge to use the tool in their own context. The strong emphasis on action planning in country groups (including non-ILC members) to complement on-going NES processes and explore the potential for collaboration with other key stakeholders in Asia strengthens results at national levels. ILC budget has been made available to support collaborative proposals at the country-level.

Moreover, a shadow report for an upcoming CEDAW session (early 2014) during which India is expected to report was jointly discussed and prepared.

More regional cooperation is the **Making Rangelands Secure** (MRS) initiative. A group of (East) African ILC members and partners established a multi-year learning initiative (February 2012) to understand how rangelands can be better protected for rangeland users and how such security can contribute to development processes. The learning route through Kenya and Tanzania's rangelands was organised for participants from Mongolia, the Kyrgyz Republic, Niger, India and East Africa. A comprehensive paper outlining past experiences and future options for making rangelands secure was also published. The success of this activity led to its repeat in September, at the request of the United Nations Environment Programme (UNEP) Sudan as part of their support to the Government of Sudan for strengthening policies on rangeland tenure. The learning initiative included substantive support for diverse projects that furthered understanding of the importance of rangelands, including research that contributed to the development of Kenya's Community Land Bill, the establishment of an innovative livestock corridor in Tanzania and financial aid to land experts who will help guide meetings on land issues in Ethiopia's rangeland-dominated regions. A rangeland observatory was also established to monitor the on-going conversion and fragmentation.

These examples of regional initiatives strengthen regional partnerships on land governance issues and facilitate collaborative learning and action. Some initiatives directly work with government officials as policy implementers. By bringing them together with other stakeholders practical solutions to particularly complex land-tenure issues are implemented, thus highly likely to make a good contribution to SO1 impacts by the end of the current strategic framework. The data gathered and lessons learnt find their way to national levels through individual members and partners using them in their own programmes (or by working directly with national governments). The regional political level is addressed to in a limited extent, though some good examples are found. A clear sign of the materialised ILC influence at regional political level are the amendments made by joint ILC members to the resolution that the Global Initiative for Economic, Social and Cultural Rights (GI-ESCR) has developed to be promoted at the African Commission on Human and People's Rights (ACHPR) in October 2013. At the suggestion of ILC members, the aspect of women with disabilities did ultimately get reflected in the final text of the resolution (adopted November 2013). Other good example can be found in ILC's influence on land-related policy process through LPI, the Pan-African Parliament and CoDA (Coalition for Dialogue in Africa).

Despite some good examples being available, in general data gathered and partnerships established are to a low extent used for joint lobby. The political results, as in the progress in influencing regional land related processes/structures seem to lag behind. In general, the major part of the respondents qualifies the progress in influencing regional processes as still weak and uncoordinated. Interventions influencing regional structures are carried out by individual members. Attempts to streamline regional ILC contributions are made sparsely and without much success. Illustrative example is the Centre for Policy Development (CPD) Biodiversity conference in 2012 held in India (Andrapradesh). Attempts from ILCs regional node to coordinate members' participation and inputs in the build-up to the conference failed. Only at the last day of the conference ILC members to their surprise met each other during field visits.

Also in Asia respondents report a limited number of joint political interventions towards regional structures, like the Association of Southeast Asian Nations (ASEAN) and the South Asian Association for Regional Cooperation (SAARC). Members interviewed ascribe this to a lack of time and some express their doubts on the effectiveness of targeting this level. A joint member decision was mentioned not to target SAARC because it was seen as "*a waste of time*" (in the wording of one of the respondents). Such contradicts the 2013 Asia work plan where policy-influencing activities targeting SAARC are mentioned.

Latin America and the Caribbean, known for the vigour of its peasant movements and the vibrancy of debates over land rights, regional and sub-regional structures are less seen by civil society as relevant for their advocacy work. Therefore no major efforts have been made to influence those institutions.

It is important to highlight regional differences. While 'regionalism' is vibrant in Africa in terms of policy processes on land and other natural resources, which is not the case for Latin America and Asia were national sovereignties prevail on policy processes. Inter-state cooperation is more on trade, and information/experience sharing. In Africa there

is a number of regional entities (at continental and sub-regional levels) dealing with the formulation of normative common policies on natural resources, as on land (e.g. Africa Land Policy Framework and Guidelines). Compared to Latin America and Asia, Africa offers more opportunities for influencing regional land-related policy processes.

The **contribution of progress** to ILC is a concern at regional level. The little progress visible is due to work of individual members, but not directly linked to their ILC membership. The indirect relation is however clear, ILC members claim to be more outspoken and more prominently present because of their membership. In Latin America there is the additional aspect of (physical) safety: Members feel protected by the bigger ILC network.

In conclusion, the limited amount of progress in influencing regional structures can be – partially- explained by ILC's focus being on country and global level. Regional activities find their way to influence national governments, especially in cases where policy implementers are directly involved in the programme.

None of the regions have a clear and shared ambition translated into a strategy towards joint results. Regional structures to be targeted are identified only in broad and general terms, and not (yet) agreed upon or prioritized.

The regional ILC structure, currently being reinforced, at present lacks the manpower, direction and resources to engage national members successfully in the regional strategy. Regional nodes struggle to assist ILC members with limited budgets over which they have limited mandate. Their efforts to stimulate regional collaboration find limited willing ear by members busy implementing the strategy of their own organisation, and/or contributing to national ILC strategies. Adding interventions targeting regional levels without much means and structured strategic guidance seems asking too much of national members.

This being said, the regional level is by nature the most difficult to influence because of the complex political composition of these structures in terms of mandate and decision making mechanisms. Moreover, the sensitivity of the land issue does not facilitate a regional approach. At global level the land issue remains highly contested but is tackled more balanced between different stakeholders.

> » Progress in forming collaborative partnerships, limited progress in influencing political structures on regional level.
> » Regional strategies primarily get translated into research, not in joint ILC policy influencing.
> » Regional ILC structure not well equipped to facilitate regional interventions and stimulate member engagement.
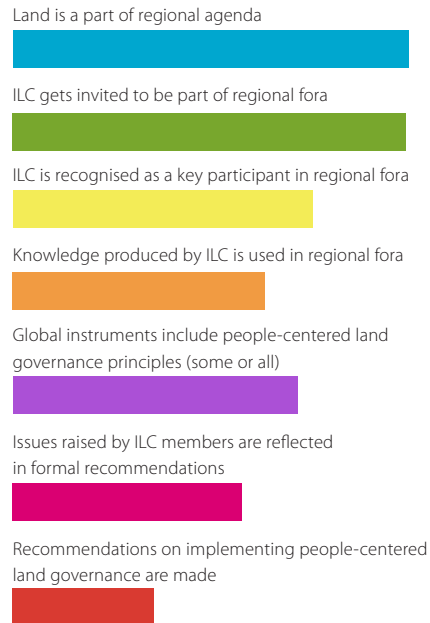

Global level

Achievements on progress ladder

At global level ILC progress is more noticeable than at regional level. Clear signs of ILC influence can be found in numerous global events, debates and publications.

2011

Land is a part of regional agenda

ILC gets invited to be part of regional fora

ILC is recognised as a key participant in regional fora

Knowledge produced by ILC is used in regional fora

Global instruments include people-centered land governance principles (some or all)

Issues raised by ILC members are reflected in formal recommendations

Recommendations on implementing people-centered land governance are made

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Issues raised by ILC members are reflected in formal recommendations

Recommendations on implementing people-centered land governance are made

ILC gets increasingly invited to provide inputs into policy documents being developed by member IGOs (e.g. Governing land for women and men–A technical guide to support the achievement of responsible gender-equitable governance land tenure, FAO, January 2013) or that are led by member IGOs but meant for adoption by international fora (e.g. Voluntary Guidelines). Other examples of visible ILC influence are the reviewed safeguard policies of the World Bank promoting socially and environmentally sustainable approaches to development (2012/2013), the G8 donor working group and UN Habitat's expert group to formulate indicators measuring progress in land issues and the FAO expert meeting on forest governance. ILC was invited to participate in these fora and ILC contribution was clearly present in the debates.

These examples show ILC as key participant in global fora and explains progress on the first three steps of the progress ladder. The smaller and more specific the fora, the more noticeable ILC's contribution. In the technical gender guide mentioned above, two ILC members were invited and said to have made considerable inputs in particular by bringing in examples from reality at local level. Progress on the inclusion of people-centred land issues in policy documents is varied, with progress more clearly visible on specific sub-issues (e.g. collective land rights for indigenous people and the registration of land titles for women (including personal identification documents) in Peru) than on wider, more general issues.

ILC is being used as channel to get consolidated inputs (comments and/or consent) from a broad representation of CSOs (i.e. add to the legitimatisation of knowledge documents rather than the production of ILC knowledge products). Evidence has been gathered that

illustrates that ILC inputs are indeed taken into account (e.g. ILC's own assessment on the use of ILC inputs into the voluntary guidelines, and though this assessment comes across as an exceptional exercise, it is a good example of demonstrating ILC's contribution).

Less directly reflected in the outcome[3] (the General Recommendations on the Rights of Rural Women) but nonetheless influential were the recommendations of joint ILC members to the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) Committee. ILC engaged with the Committee before the decision on developing the recommendations was formally made, thus contributing to convincing the Committee of the need for such a document. As a result, ILC has been invited to the General Discussion and was mentioned by a number of members and partners (WFP, IFAD, GI-ESCR) as a reference on the topic. Moreover, the joint ILC submission was aimed to strengthen the profile of women's land rights and gender-sensitive and gender-equitable land governance in the General Recommendation on the Rights of Rural Women. This whole process raised awareness[4] within CEDAW on women's land rights.

In conclusion, progress towards influencing global land-related processes/systems is clearly visible. The effect of ILC's interventions in the global debate result in actual change of global policy frameworks and resolutions. Till date, the secretariat still plays a prominent role in achieving these results, illustrating that work remains to realise ILC's ambition to become less secretariat driven. In larger fora the **contribution** of social change remains a major challenge, as policy influencing at global level does not take place during a one-time event.

Progress at regional level picture is mixed. The regional activities ILC is developing are clearly contributing to a better understanding of land issues by CSOs, international organisations, governments, and other concerned actors (expected result 1). The brining together of different perspectives widens the land debate and adds the relevant regional context to national land issues. The extent to which regional processes benefit from and are meaningfully informed by these perspectives (expected result 2) is still lagging behind; the joint interventions at regional level are for the time being not translated into a visible change in land related processes and systems.

At global level the results are more clear-cut, partly because of a more targeted approach.

This is not the case at regional level. None of the regions have a clear and shared strategy for influencing targeted political structures/processes. Regional interventions primarily focus on research, not on joint ILC policy influencing.

Regional structures to be targeted are identified only in broad and general terms, and not (yet) agreed upon or prioritized.

The regional ILC structure at present lacks the manpower, direction and resources to engage national members successfully in the regional strategy. Regional nodes struggle to assist ILC members with limited budgets over which they have limited mandate. Their efforts to stimulate regional collaboration find limited willing ear by members busy implementing the strategy of their own organisation, and/or contributing to national ILC strategies.

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3   Still under development

4   According to (informal) communication between GI-ESCR and CEDAW.

The current decentralisation process is a good step in light of making ILC less secretariat driven. Therefore it is crucial that regional steering committees are able and enabled to take up their tasks of steering, managing, monitoring and reporting of regional ILC efforts.

The attribution of progress to ILC is a concern at regional level. The little progress visible is due to work of individual members, but not directly linked to their ILC membership. The indirect relation is however clear, ILC members claim to be more outspoken and prominently present as they feel protected by being part of a larger network.

» Progress towards expected results at global level on its way because of a targeted approach.
» Regional activities yield in collaborative partnerships, progress in influencing regional processes/structures lags behind.

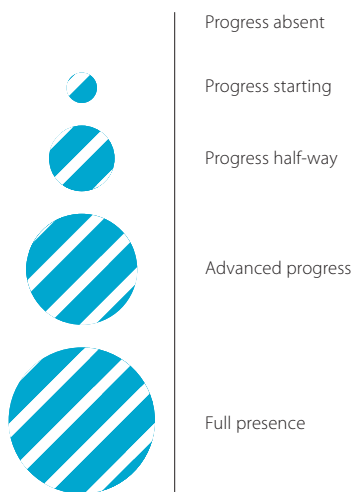# Progress in Influencing national governments (SO1)

The first Strategic Objective in the 2011-2015 framework is to influence the formulation and implementation of national land policy for the benefit of rural people. ILCs engagement at national levels takes a goal-oriented approach. ILC and its members are collaborating to formulate and implement a selected number of National Engagement Strategies (NES). These will strategically build on the expertise and current efforts of ILC members (and the ILC network at large) working at the national level to formulate and implement a coherent strategy for pro-poor change. ILC's substantive engagement through NES is relatively new and has started in 2012/13.

The aim of a NES is to formulate and implement a medium to long-term national level action plan in a collaborative manner with the active participation of a wide range of land sector stakeholders.
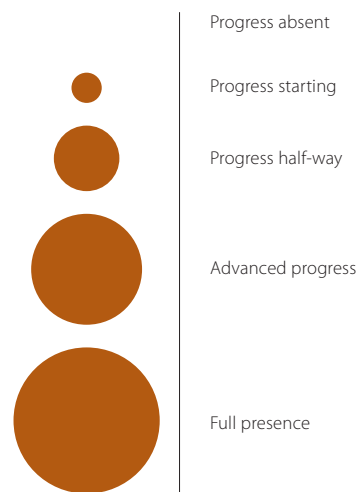
Building and strengthening synergies within the ILC network is envisioned to be an essential component of the NES, as well as utilizing existing financial and human resources effectively. Consequently, such a process must be strategically articulated, taking into consideration on-going projects and activities that are led by or involve ILC members and partners in the country.

In this chapter progress towards influencing the formulation and implementation of national land policy is discussed. This is being done by presenting the data gathered in six country case studies on the pathway of change measuring influence at national government level per country.

Signs of progress 2011

Progress absent

Progress starting

Progress half-way

Advanced progress

Full presence

Signs of progress 2013

Progress absent

Progress starting

Progress half-way

Advanced progress

Full presence

As illustrated by the legend above, dots of varying size reflect presence of evidence for reaching that phase on the pathway of change. Signs of progress in 2011 (blue coloured dots with diagonal striped pattern) are presented in one visual with signs of progress in 2013 (orange coloured dots), show progress made during the time-frame of the current strategic framework.
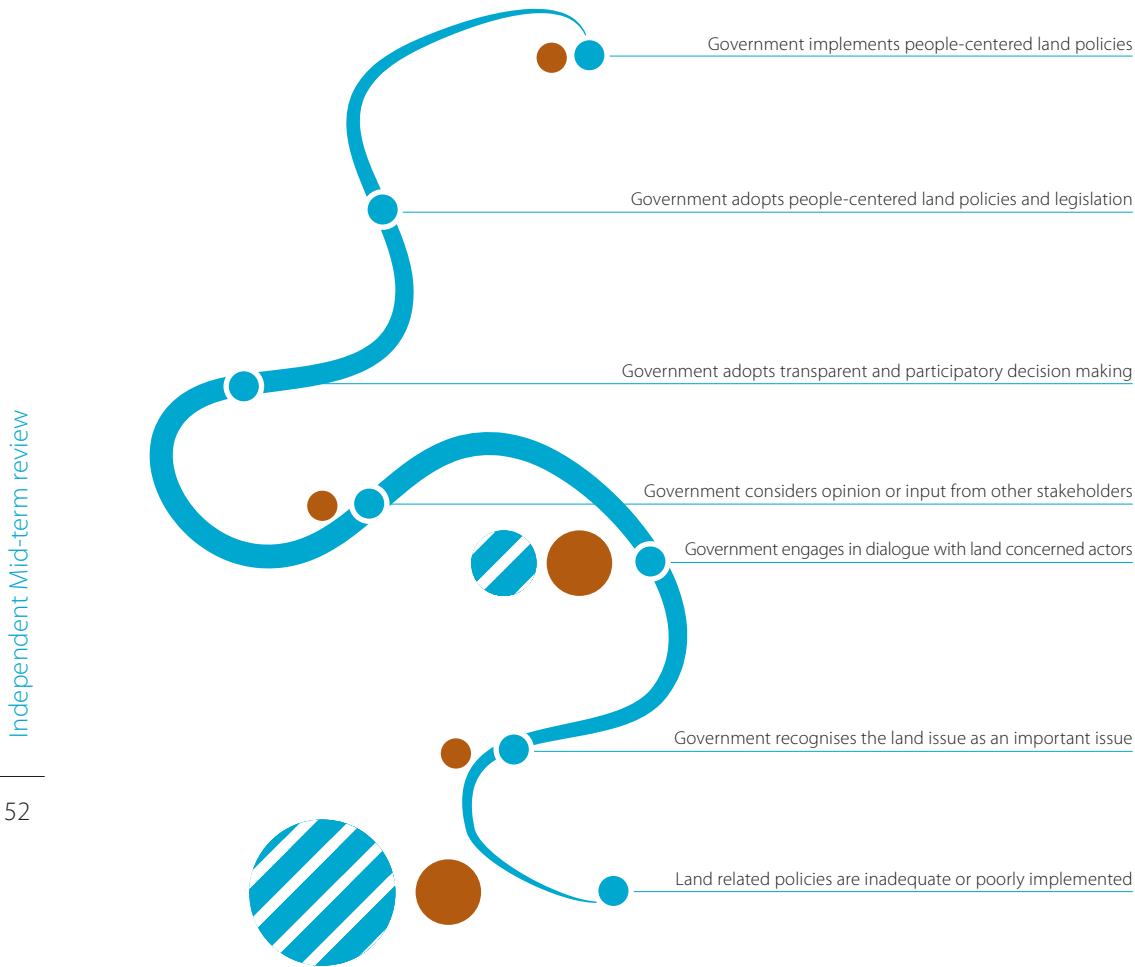
Indonesia

Introduction

In Indonesia, Basic Agrarian Law, adopted in 1960 and designated as the fundamental law regarding land, forests, plantations, coastal and marine and all natural resources, still exists but the implementation is considered flawed by the 4 Indonesian ILC members. The law of 1960 recognises rights of IPs, women and the poor however this law is not implemented. The laws regulating forestry, plantation and spatial planning, mining, land acquisition and coasts are inadequate and/or discriminating. Government priorities laid out in 2011-25 Master Plan for the Acceleration and Expansion (so called MP3EI) consider land for industrial development, without paying attention to agrarian reform. Progress can be observed in the form of the current drafting of a new land law that approaches Basic Agrarian Law of 1960 as its foundation that as well pushes the agrarian reform implementation, conflict resolution and brings overlapping land law to an end.

During the timeframe of the Strategic Framework ILC Indonesia has benefitted from four ILC grants; Workshops have been organised in the light of formulating the NES.

Moreover, a Gender Evaluation Criteria Training and Planning for In-Country Land Initiatives has been deployed meant to equip a range of diverse stakeholders involved in land policies and programmes in Asia with in-depth knowledge about the Gender Evaluation Criteria for Large-scale Land Tools (GEC). This training stimulated close collaboration on gender evaluation in Indonesia in particular. The highly diverse participating organisations developed a plan that is centred on regular contact between various stakeholders to jointly address gender issues.

Also, Indonesia hosts the ILC Asia Regional Co-ordination Unit from December 2013 onwards.

Progress

Government implements people-centered land policies

Government adopts people-centered land policies and legislation

Government adopts transparent and participatory decision making

Government considers opinion or input from other stakeholders

Government engages in dialogue with land concerned actors

Government recognises the land issue as an important issue

Land related policies are inadequate or poorly implemented

Progress in getting the land issue on the agenda the last two years comes from the collaboration with the anti-corruption committee. 'Using' corruption as a typical political issue, helps to enter land into political debate and to advocate for changes in legislation. Social movements work together with committee to eradicate corruption (KPK) in this.

Following the mandatory law on law-making with public participation since 2010, CSOs are invited to discussion of all laws. In 2011 their inputs were not considered seriously.

In 2013 a slight improvement can be observed. Government occasionally invites CSOs to meetings, where land rights are discussed. The presidential Working Unit for Supervision and Management of Development (UKP4) and the National Land Agency seem to open up to CSOs input on some issues to the degree of accepting proposed changes e.g. having one reference map (instead of multiple, ministry/agency made maps). Other examples are the moratorium of the licence for mining and logging till 2014 in the forest area and the new programme of UKP4 in cooperation with 12 ministries on forest demarcation, conflict-resolution mechanisms and expanding people's territory.

To assessment of ILC members in Indonesia, new policy on land acquisition law for development and public purpose #2/2012 can result in land grabbing; therefore KPA is in the constitutional court process to change it with some success (1 article has been modified[5]). Till 2013 Constitutional Court cases won are: Forest IPs is not part of state forests; Production of seeds is decriminalised; Use of plantation law to criminalise users is abolished by constitutional court; HP3 coastal law privatisation part is abolished[6].

As a result of advocacy from CSOs, among which ILC members, there is a National Assembly Decree #92001 on agrarian reform and natural resource management but it's not yet implemented. A sign of successful progress on implementation level is the tenure reform the last two years.

Due to the advocating for a civil society road map of forest tenure reform, the forest department started implementing tenure reform. There are few occasions of, on case-to-case basis, certifying of non-forest land to communities. Moreover, there are cases of local government's involvement in non-certified (since it's not under jurisdiction of non-forest land) agreement on boundaries and use of forest resources agreed by communities based on participatory mapping exercises.

Government does get financial resources from donors for implementation of land policies but more as a passive acceptance of donor-led initiatives than as a strategic priority taken action upon.

ILC contribution to the observed progress can be found in the cooperation of ILC members with implicit use of their comparative advantages: land mapping data from JKPP, community work from RMI and action research from SAINS joined into a powerful advocacy by KPA. ILC members' clear choice to engage into evidence-based advocacy seems successful, promising more political gains in the future.

In conclusion, a progress can be clearly observed, particularly in government including civil society members in the policy making process on land. ILCs contribution to further progress could be strengthened with more direct support of ILC Secretariat in relation to KPA becoming a new regional host of ILC Asia.

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5   The Constitutional Court in Indonesia court decided to scrap the word "state" from Article 1 of the 1999 Forestry Law, which says "customary forests are state forests located in the areas of custom-based communities". The court also ruled that the government had to recognize indigenous communities' ownership of customary forests. "Indigenous peoples have the right to own and exploit their customary forests to meet their daily needs" (see: Jakarta Post, 18 May 2013). Such developments provide greater opportunities to IPs to claim their forestlands in Indonesia. This case was filed by AMAN with support of JKPP

6   One of the most crucial and controversial parts of the enactment of Law No. 27/2007 2007 on the management of coastal zones and small islands is the introduction of a property rights system for coastal zones and small islands, namely the right to commercialize coastal zones (HPd), abbreviated as HP3. The owner of a HP3 would be able to utilize a designated area of the coastal zone. HP3 grants ownership of water columns (as well as small islands) in coastal zones.

Nepal

Introduction

Overall, as analysed by ILC members in Nepal, more than six decades' efforts of land reform could not solve inequitable and skewed distribution of land: landlessness, inequality, unequal power structure and social injustice still prevails and is a sources of decades of violent conflict (1996-2006). The radical statements and commitment of Comprehensive Peace Agreement and Interim Constitution, mandated for land reform, are not yet adopted and translated into laws and policies.
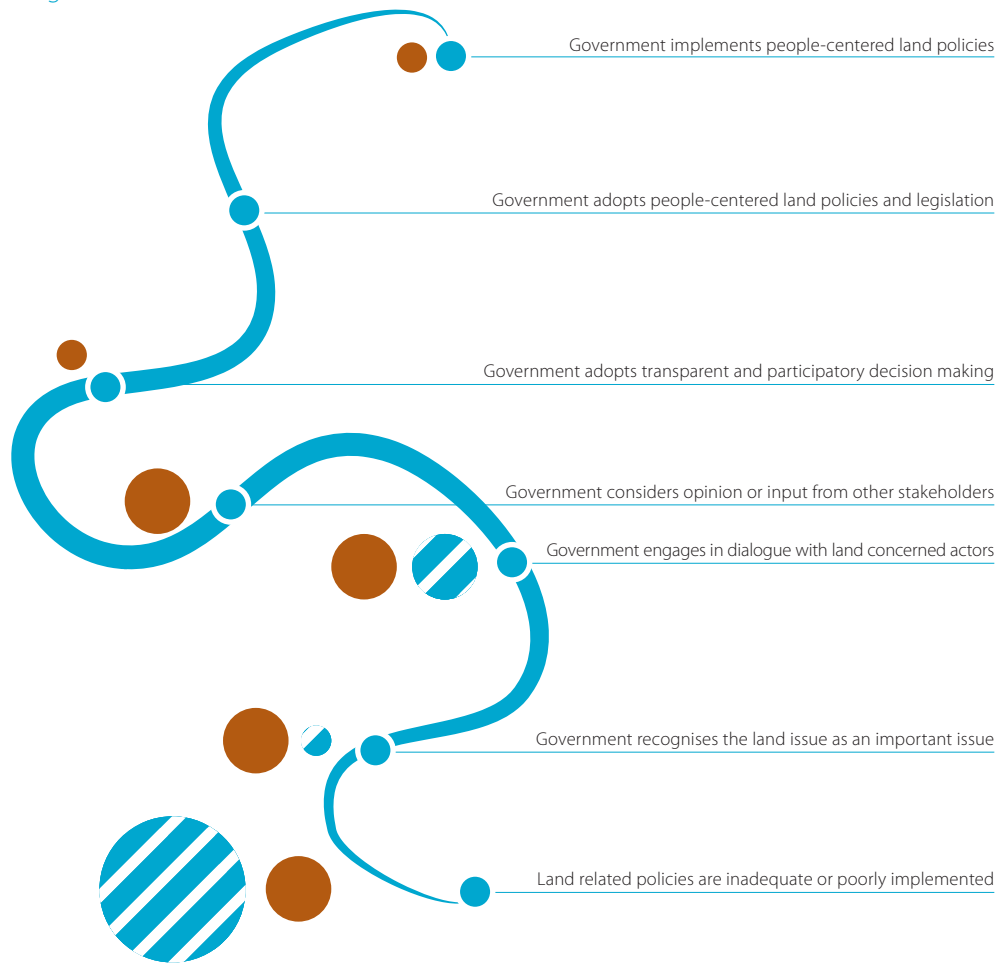
In the ILC Strategic Framework from 2011 six national level grants have been approved among which

» a learning mission to Philippines by a high level delegation from the government of Nepal and CSO representatives (February 2012);

» the writing of a shadow report on the present fulfilment of Economic, Social and Cultural Rights in Nepal with a focus on women's land rights;

» a series of policy debates on contemporary land issues providing a platform for the common understanding of land issues, evidenced based decision making and policy reform through empirical evidence from the grassroots level.

Joint activities are undertaken in the form of a comprehensive land resource mapping and land use database piloted at six sampled village development committees in collaboration with foreign and national universities. Joint lobby/advocacy is undertaken towards the national government to scale up.

Moreover, joint action research on Decentralized Land Governance is undertaken, for example an investigative study on corruption in sampled land revenue offices and a step-wise study into devising land governance framework by village development committees including capacity building and joint/self-monitoring.

Progress

Government implements people-centered land policies

Government adopts people-centered land policies and legislation

Government adopts transparent and participatory decision making

Government considers opinion or input from other stakeholders

Government engages in dialogue with land concerned actors

Government recognises the land issue as an important issue

Land related policies are inadequate or poorly implemented

The figure depicts the progress towards influencing the formulation and implementation of national land policy. As can be observed, progress has been made since 2011 in the recognition of land as an important issue. Recently, land rights justice has been established as the major agenda of the political debate. All political parties have agreed to reform the land distribution. Major political parties committed to land reform in their political manifestos.

In 2011, government holds debates with participation of NGOs that have good image. Some ILC members have good access to government institutions (unlike many other NGOs) due to their good image (transparency and accountability, having strong membership base) and constructive attitude of the organisation. Interventions like the presentation of a civil society Parallel Report on ESCR (Economic, Social and Cultural Rights) in Nepal at UN Committee on ESCR in October 2013 add to the visibility of ILC members as key stakeholder in the land debate.

In 2013, the input of a broader group of land-concerned actors finds its way to government than in 2011. Some examples are these changes resulted from the policy influencing and research work of ILC members:

» 15% (out of requested 20%) of total budget of village development plan is earmarked for land and agrarian reform.

» 1 dollar (USD) is considered enough for joint ownership of land by men and women (instead of tax on 50/50 ownership).

» Government has formed High-Level Commission for Scientific Land Reform reports of 2008 and 2009 were made public.

» A working group is created (in which ILC members participate) to make an Agricultural Development Strategy (ADS). In comparison to the earlier Agricultural Persperice Plan, ADS touches better on different land issues such as women rights, tenure reform, land administration and land use planning.

Progress can also be observed in transparent and participatory decision-making. The Parliamentary Committee on National Resources and Means requested respective ministries to formulate a new policy on Land Use. Based on MoU signed in 2011 between the Ministry of Land Reform and Management and a group of (I)NGOs, a comprehensive Land Policy is now being developed. The draft is shared for comments by experts and ministries. In addition, Committees for Land Use were created at local, district and national levels in 2012, but still are in the forming process.

A clear sign of progress is the start of the implementation of a 13-point Action Plan, that has been developed for the Ministry of Law and Justice based on recent recommendations of High Level Commission for Scientific Land Reform. The plan covers multiple aspects from equity to efficiency and is considered as a serious achievement. Government has started implementation of this plan. Although ILC members have their doubts about the effectiveness of the implementation, they continue working on operationalising it securing the right to land.

At present (2013), government continues to work with ILC members and selected CSOs, INGOs, IGOs and donors. Government claims to have funds for land related issues (e.g. from Peace Fund and DFID for land-related conflict resolution and land use) and is not hesitant to ask for more from donors.

In conclusion, in a challenging political climate, progress can be observed particularly at the second half of the pathway of change, hence towards 'implementation'. Illustrative examples highlight the **ILC contribution** in realising such progress. The NES process, in which ILC members engaged seriously in, played a crucial role in this. Members consider it as crucial in unifying action among ILC members in Nepal. Before NES, to their assessment, they met occasionally and though member of council coordinated inputs, member efforts were scattered and duplicating. Moreover, linkages between research, campaigns and policy-making were poor. Because of NES, partners engaged in multiple planning, divided the roles and responsibilities and developed a National Work Plan with budget and priorities. As a result joint and collaborative activities from NES 2012 and 2013 are implemented and reported on. Initiating all this, ILC's contribution to the observed progress in Nepal can be considered as substantial.

Kenya

Introduction

After a long and protracted struggle spanning many decades, Kenya has adopted progressive land policies in recent years. The National Land Policy adopted in 2009 and the Constitution of Kenya (2010) constitute a major breakthrough in the search for a framework for land governance and management that would foster an economically efficient, socially equitable and environmentally sustainable land tenure and land use system. They put in place measures to ensure more democratic institutions of land governance, with clearly articulated mechanisms for transparent and accountable decision making. The framework is underpinned by devolved land administration under the direction of an independent National Land Commission, subjected to Parliamentary oversight with regards to major land administration decisions.
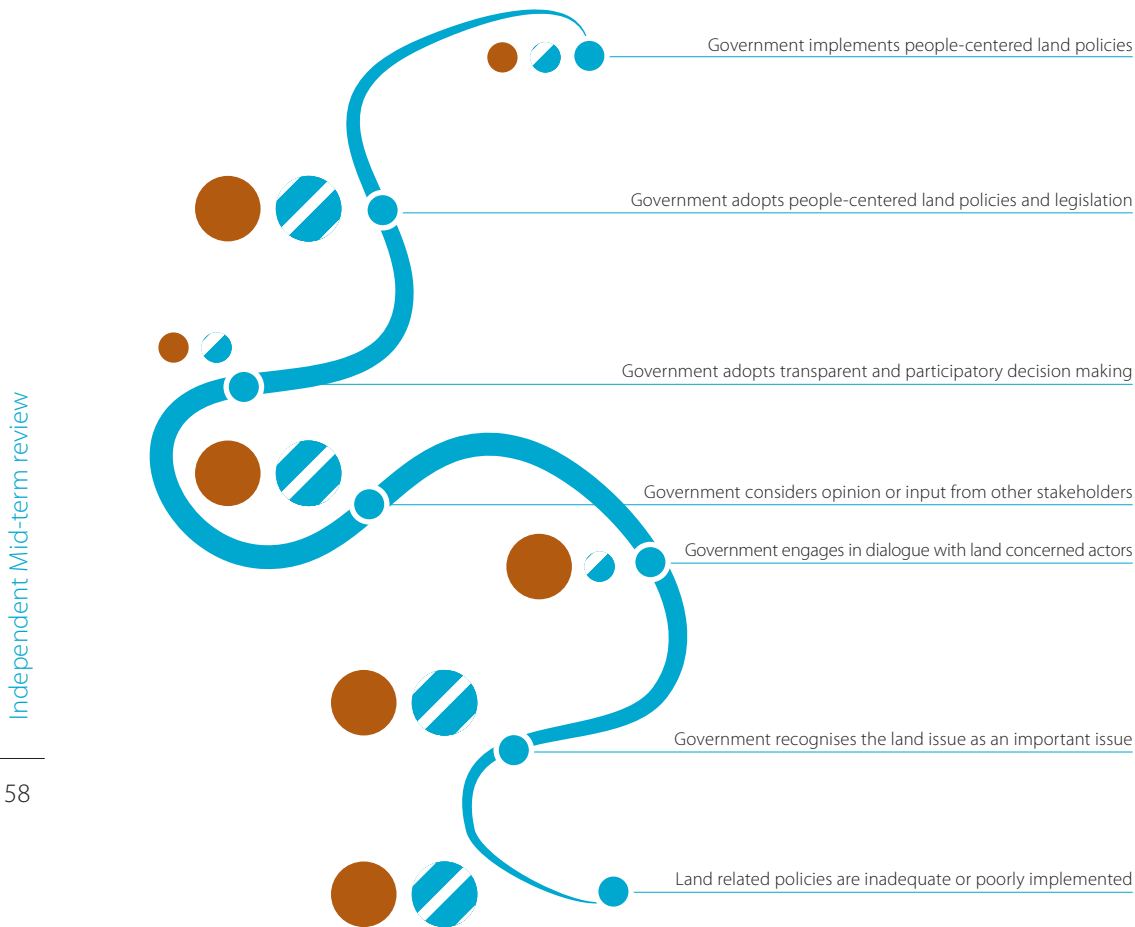
In the timeframe of the current Strategic Framework a total of eight grants were issued to two of the six Kenyan ILC members. ILC has supported its member organizations to implement Land Watch Kenya Project, currently in its second phase.

Focus in the engagement was the establishment and implementation of a policy implementation tracking and monitoring mechanism that will mobilize and build the capacity of citizens and citizen groups to better monitor policy implementation. The Land Watch project in Kenya, led by the Land Sector Non-State Actors (LSNSA) consortium of organisations, was piloted to monitor the land inventory and management system and to pilot research on community land tenure. Performance of land policy processes was also measured in Kenya, and other African countries using ILC Africa scorecard initiative benchmarks (43 dimensions and 7 thematic areas).

Furthermore, ILC supports the development of a National Engagement Strategy as a framework for tracking the implementation of land sector reforms, with active participation of key actors in the sector. The draft NES identified 13 key strategic issues at a general level and presents a roadmap for further discussions with communities, government and other stakeholders needed to finalise the strategy.

ILC has been active in Kenya to present content and processes of the Voluntary Guidelines to encourage engagement of regional participants in the African Women's Land Rights Conference organised by Action Aid International, ACORD and Oxfam in Nairobi (May 2011) to discuss the right to land and justice for African women, share experiences and strategies in addressing violations that women are suffering from.

Progress

Government implements people-centered land policies

Government adopts people-centered land policies and legislation

Government adopts transparent and participatory decision making

Government considers opinion or input from other stakeholders

Government engages in dialogue with land concerned actors

Government recognises the land issue as an important issue

Land related policies are inadequate or poorly implemented

As can be seen from the picture, no significant progress is being made on most of the progress markers in the 2011 – 2013 period. Already before 2011 the Kenyan government recognised land as a policy issue, showing from the new constitution in 2010 where land issues are addressed. Progressive land legislation policies since 2010 provide a relatively clear constitutional and legal platform. The challenge however lies in the implementation. Laws are recent; officials however are used to the old system, are change averse and in some cases corrupt. Respondents state it will take long time and a tremendous political will to proceed to implementation.

Progress has been reported related to the government's engagement with other land-concerned actors (third step). Tangible signs of this are the more active role of the National Land Commission (NLC) since 2012. Since 2009 this Commission is mandated to register land titles, decentralizing the executive powers of the president's office in land use. Since inception however, limited implementation budget and space for manoeuvre have been given to the NLC. According to ILC members, NLC started in 2012 to peruse for a more active role, claiming more operational freedom to carry out its given mandate. This is seen as the start of an internal debate within the government ('old versus new style'), which is far from settled.

Another example of progress of government engagement in dialogue is the NES process (2012/13), which is seen, as first platform were government discusses land issue with stakeholders. Even though bringing stakeholders together is considered a step forward, the formulation process itself has been (is) a challenge, with limited stakeholder commitment, raising concern on the follow-up and implementation.

In the process of making Community Land Bill and Eviction and Resettlement bill by a government task force in 2013, input form CSOs was actively asked. Drafts were open for discussion and inputs were shared. Because of strong opposition against the community land bill from the private sector, the bill did not yet pass parliament

Respondents do see their inputs being used by government, however till in a limited extent. One of the positive examples given was the implementation of the obligation of family consent for selling land after CSO consultation. Such legal obligation did exist, however was not implemented until CSOs lobbied for active compliance. Another example comes from the Garba Tula region were last year, after a long 'struggle' to get land management on the agenda, traditional systems of land governance were incorporated in bylaws, making them accepted by law.

Progress is also visible on the political accountability and information on land issues. Some of the examples mentioned in this light are the increased number of debates in parliament on land issues last two years (e.g. on incorporating elements of traditional land management systems in bylaws). Furthermore, respondents referred to the political commotion in October 2013, when the cabinet secretary beyond her mandate tried to appoint a land registrar. Parliament called her back immediately, threatening to impeach her because of abuse of power. Opportunities to influence policy decisions have increased thanks to Land Watch and Observatories campaigns.

ILC contribution is distinctive in the progress made in terms of the government engaging into a broader dialogue. Development of the NES process serving as a dialogue mechanism with government on land issues certainly marks progress for ILC. Such progress can be largely attributed to the ILC, as the NES and the subsequent government engagement were initiated by the ILC members in Kenya.

A more indirect ILC contribution can be seen in the form of capacitating members with knowledge, so functioning as a source of expert information.

In conclusion, Kenya already set the first steps towards pro-poor land governance before 2011. Further progress during 2011 – 2013 remains limited due to the persistent, change averse government officials, partly still caught in corruption networks. ILC members are not joining forces to counter-act these, and related challenges. They are operating as stand alone. The start with the development of a NES has, till so far, not changed this. Finding (making) time and opportunity to prioritise ILC membership and foster collaboration is by far a daily working routine.

Madagascar

Introduction

In 2005, a land reform was launched to arrive at the legal recognition of the existing customary land tenure system and thus reconcile legality with the legitimacy of local practices. The three key components of the tenure reform are the reorganization of the legal framework, the land services modernization and the decentralization of land management.

In Madagascar there are two official bodies with two systems for legalizing land management. The regional and central state land administration, which is in charge of delivering and managing titles and land registers (cadastres) and the land offices at the local government level (guichet foncier communal), which are in charge of delivering and managing certificates.

Absence of policy and law are not the biggest challenge, implementation and streamlining local customs with the existing law is. Since the 2005 reform, however still marginally addressing land issues, a law is there. Land access and land use still have not been addressed; but the reform is seen as major step forward from colonial laws.

During the timeframe of the current Strategic Framework a total of six grants were issued and ILC members began implementing the NES finalised in 2013.

The formulation of the NES was not an easy process, with the administration not willing to participate at first. According to the Land Administration, an engagement strategy must not be led by a CSO but by the government. With the support of World Bank experts the government finally became receptive and adopted the process. Though challenging, the NES process helped to identify and create partnerships with universities and other stakeholders traditionally not really considered as relevant for the land reform process.
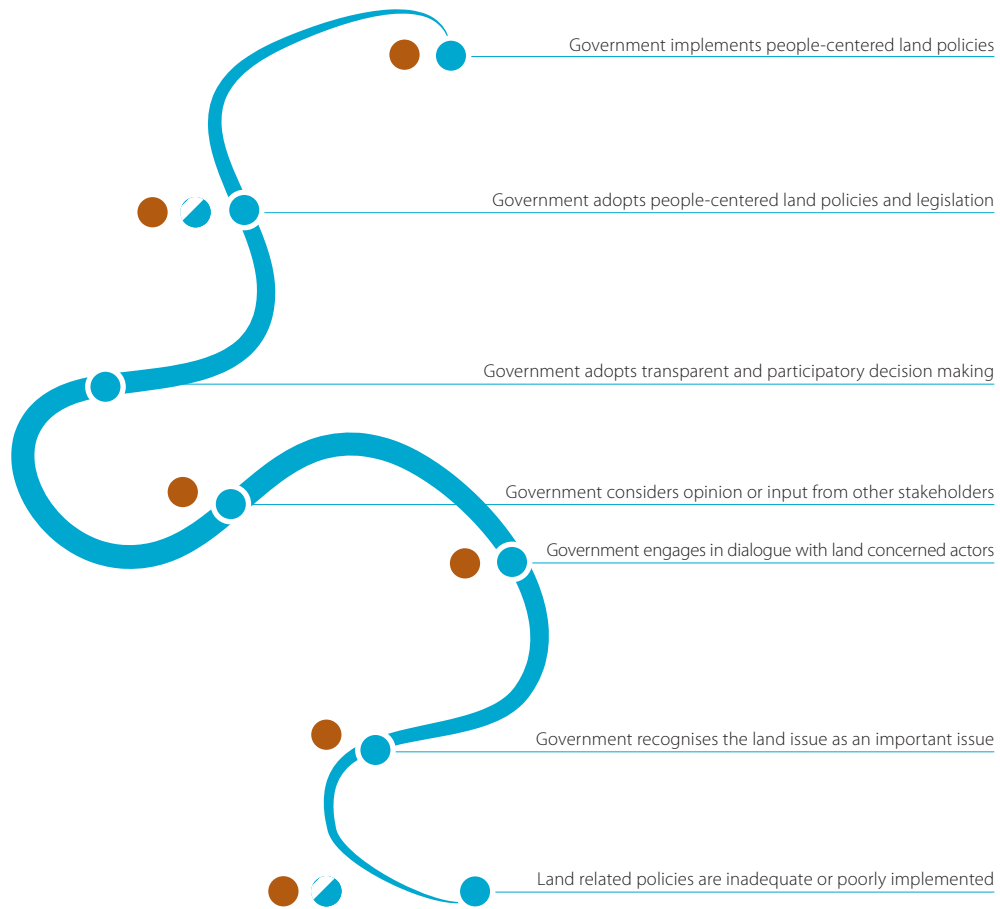
The first year of the implementation of the NES action plan (2013) was mainly used for studies (land grabbing, food security and land uses, impacts of customary practices and laws on women's land rights, etc.) and the development of a huge database linking all these topics.

In 2013, ILC supported the Women's Land Rights Initiative of the NES action plan. Moreover, ILC supported lead member SIF in their advocacy efforts, with consultations and recommendations on the adoption of a multi-sector land policy, and a number of studies analysing the challenges related to implementation and procedures at local level.

ILC members have developed a simplified methodology for the diagnosis and census of land settlements to be used at local government level for the development of communal land use plans, advocacy efforts, with consultations and recommendations on the adoption of a multi-sector land policy, and a number of studies analysing the challenges related to implementation and procedures at local level.

Apart from the financial and content support to the NES process, ILC implemented the land Matrix project in Madagascar, where an observatory is put into place to facilitate decentralised data collection.

Progress

Government implements people-centered land policies

Government adopts people-centered land policies and legislation

Government adopts transparent and participatory decision making

Government considers opinion or input from other stakeholders

Government engages in dialogue with land concerned actors

Government recognises the land issue as an important issue

Land related policies are inadequate or poorly implemented

In Madagascar, progress can be observed throughout the full spectrum of recognising land as an important policy issue to implementing people centred land policies.

Since the land reform, the unstable political environment has not favoured further development of land policy. A new land reform process has started, though it takes a stable government to get this further. In this challenging political landscape, recent promising signs of progress are the increased attention to the land issue during 2013 elections. ILC members (SIF members) drafted a declaration on land issues for presidential candidates to sign. Even though only two candidates signed, parts of the statement were wordily taken up in the programmes and speeches of most.

This is a major step forward since 2011, hence progress visualized on the 2nd step of the pathway of change; government recognition of land as an important issue.

Also progress regarding inclusive dialogue with land-concerned actors is made during the reporting period. The six Malagasy ILC members have finalised a NES in 2013 and embarked on implementation. The formulation process brought together a broad range of stakeholders, expanding discussions on land from the customary membership base of coordinator SIF (*Platforme Solidarité des Intervenants sur le Foncier*). The broad approach of the land issue stimulated national government departments to participate and to send delegates to meetings, hence stimulating inter governmental collaboration (Ministry of Agriculture, Justice, Education, Livestock and Mining) for the first time on the land issue.

Levels of government engagement and action do remain low, however a clear start has been made to engage more since 2011, hence showing progress in the 4th step of the pathway of change. Indications for this are for example the increased requests for technical advice on land issues from non state actors, like for the second phase of the *Projet de Gouvernance et de Développement Institutionnel* (PDGI II). The financial crisis 'helps': declining government budgets makes them more open to input (and budgets!) of (I)NGOs. One of the main driving forces behind multi-partner approach for the government seems to be (lack of) money, instead of an intrinsic commitment to jointly approach land issues.

The (slightly) more open attitude of the government on land issues results in an increased public opinion and awareness on land issues (and vice versa). People care enough to speak out and dare to face the government in public demonstrations. ILC members reported growing number of public protest on land issues, like the 2012 demonstrations on the land rights of five coastal islands.

Moreover, since last two years there seems to be more awareness of land issues in the international development community. An illustrative example of this is the invitation of the World Wide Fund (WWF) to ILC members (SIF members) to participate in the planning phase of new programmes.

(Mixed signs of) Progress in implementation of land policies can be seen in the form of the (partial) responsiveness of the government when ILC members (SIF members) last year filed complaint against the closure of land offices (regional/local government offices where people can register land titles). Legislative power was addressed upon to call executive government power to comply with legislation. Government did not take the case into court, though recognised the content of the complaint and re-opened the land offices. No full victory according to ILC members in Madagascar, though an important sign of (partial) implementation of people centred land policy (step 7 of the pathway of change).

Clearest **ILC contribution** in the progress made is the joint lobby towards the government, for example regarding gender since 2012. Inspired and capacitated by ILC, likeminded organisations start coming together to exchange views. The international orientation ILC is providing helps to connect organisations and address this theme.

Further to the international network ILC brings, funding, capacity development and access to knowledge (e.g. scorecard) gives ILC members a 'higher profile'. Though indirect, this contributes to change on government level. This 'high profile' does however not materialise optimally. International linkages and visibility beyond the SIF membership base are established in and by the Rome based secretariat. On national level these linkages and visibility materialise only marginally.

In conclusion, ILC members manage to bring about change in the Malagasy government despite the unstable political context. This effect could be even stronger, when clearer linkages are established between the ILC SF and activities presented in the country strategy (NES) for Madagascar.

Instead of jointly and strategically looking for opportunities in the scattered and complex political landscape, progress is made (especially) by individual members, whether or not joint in the SIF platform. There is a major potential to gain more influence by closer and more targeted collaboration. To this note, the strong position of SIF as uniting platform for CSOs working on land issues in Madagascar has a two faced effect, both positive and negative. On the positive side, the current structure allows easy access and communication with platform (and ILC) members. On the other hand, the strong monopoly role of the platform does not facilitate knowledge exchange and sharing beyond the network. Not only does it result in a challenge for Malagasy ILC members to get equal access to benefits of ILC network and getting 'their' issues in the ILC arena, the strong orientation via the CSO platform also puts a 'CSO' image on ILC in Madagascar, which is not always favourable in government or IGO circles. ILC in Madagascar mainly is the platform SIF. The contribution of ILC to change could be expanded when ILC Madagascar broadens and diversifies its base.

Guatemala

Introduction

Land issues in Guatemala are a hard core highly contested issue, both politically as with regard to human rights (violations). It has been part of the civil war for many years since 1996, and still is. Mobilisation of the farmers population keeps the land issue on the national agenda at the high cost of human rights violations.

In Guatemala ILC has four (CONGCOOP, CCDA, CODECA, UVOC) members (three farmers organisations, one NGO based in the capital). Oxfam Guatemala is also stated as an ILC member in Guatemala, but does not show in official ILC lists.

The IGO members like WB, IFAD and FAO are mentioned in the NES Guatemala in general term, but at country level they do not link much to other ILC members, as they do at international level, despite efforts by ILC members to get in touch.

The NES Guatemala gives sound information and analysis of the land and agriculture situation. 70% of the land is owned by 2% of agricultural producers. In Guatemala ILC members work together on a number of issues for several years already. The NES is starting implementation this year. Members are clearly involved and joint action and mobilization takes place.

In formulating the NES, no external stakeholders were involved from government or private sector, though separate round tables were organized for problem assessment and convergence. Guatemala NGOs and ILC members have been involved in Round Tables till 2000 (Mesa de Trabajo Nacional), but this does not exist anymore. Since 2000 the need for Farmers Mobilisation has increased as a means of activist policy influencing, because the private sector and multinationals were chasing more and more land (sugar cane, palm oil and mineral mining). Pressure was on the Land Act (Ley de Desarollo Rural) and the Agriculture Act (Ley de Apoyo Agraria).

In Guatemala the focus of ILC is on the following issues (also in other Central American countries like Nicaragua, El Salvador, Panama, Costa Rica):

» Armed conflict on land and displaced farmers due to land grabbing (5 farmers groups);

» Influence Law on Rural Development (Ley 4084: Ley de Desarollo Rural Integral)

» Defense of Territory against Extractivists and mining (and defense against pressure, criminalization, violation of human rights and prosecution)

» Access to public funding for rural women producers (Monitoring of the Programa PAFEEC from FAO/MAGA and Fondo de Tierras)

» Approval of a code on agriculture (Código Agrario, and Tribunales Agrarios)

» Implementation of Voluntary Guidelines on the Right to Food (FAO/FIAN)

Systematic and joint action is taking place on these 6 issues, looking to strengthen the ILC network in Guatemala, to raise awareness and capacity on claim making with the national government and to mobilise concerted action involving stakeholders.
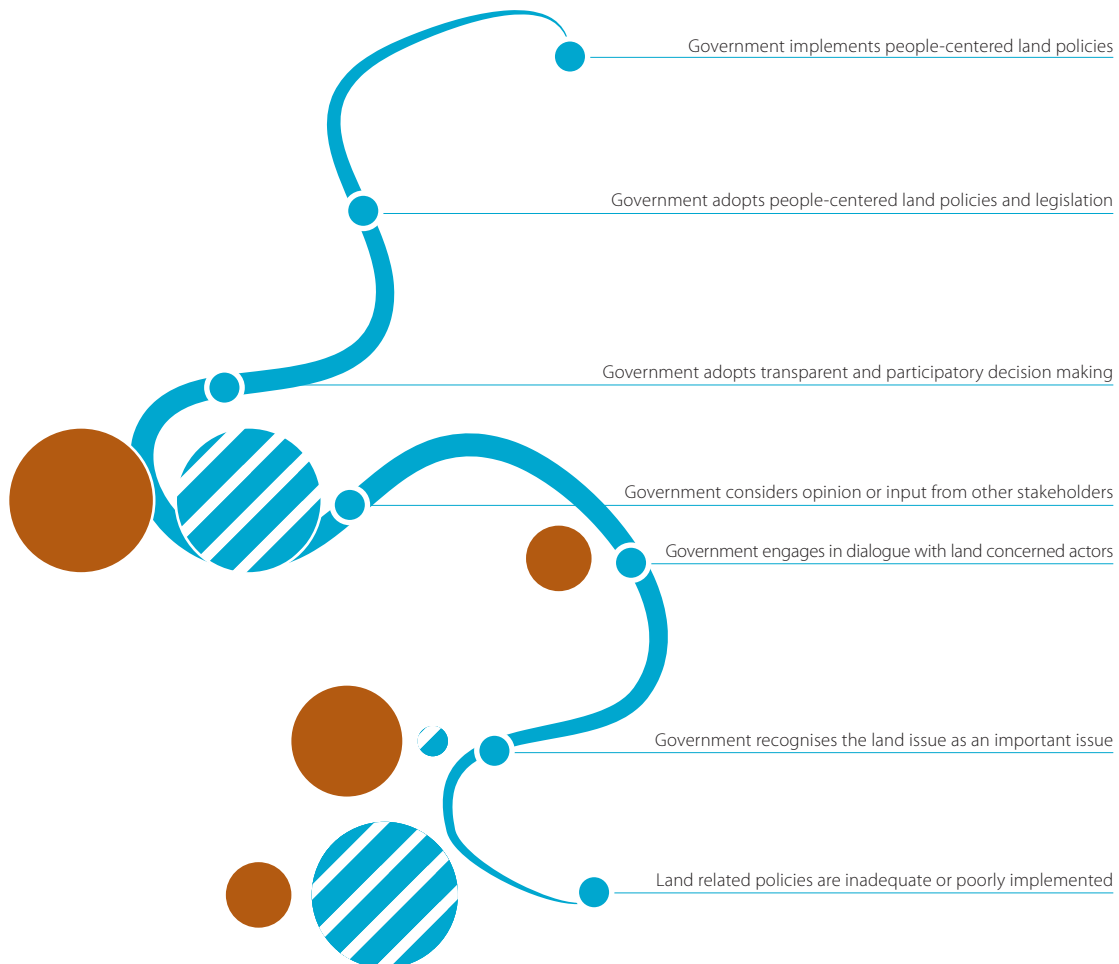
In the period 2011-2013, ILC had two main activities in Guatemala: the Global Land Forum (and AoM) and the formulation of NES Guatemala.

The Global Land Forum was held in Antigua and brought 273 people from 47 countries to Guatemala to discuss territorial governance and food security in the context of shifting patterns of land use throughout the developing world.

Due to the prevailing political tension and the in the country, caused mainly by mining activity, infrastructure projects and large scale plantations, and the delicate situation of human rights defenders security, it was estimated that there were no political conditions to establish a multi-stakeholder platform to develop the NES Guatemala. NES Guatemala is visualized by national members as a tool to monitor the governments commitments related to rural development and agrarian issues.

As part of the Legal Framework on Access to Land Series, ILC Latin America launched a report dedicated to Guatemala. This report is the product of a joint collaboration with ILC, CONGCOOP and CISEPA PUCP and includes a review and analysis of national laws on access to land, a synthesis of key aspects regarding land issues in the Peace Agreements and a reflection on current international agreements and their effects on agricultural issues.

Progress

Government implements people-centered land policies

Government adopts people-centered land policies and legislation

Government adopts transparent and participatory decision making

Government considers opinion or input from other stakeholders

Government engages in dialogue with land concerned actors

Government recognises the land issue as an important issue

Land related policies are inadequate or poorly implemented

As can be observed in the visual on the lefthand side, progress can be seen in the recognition of land as an important issue and the engagement in dialogue. Evidence for this progress is for example:

» Influence Law on Rural Development (Ley 4084: Ley de Desarollo Rural Integral)

» Defense of Territory against Extractivists and mining (and defense against pressure, criminalization, violation of human rights and prosecution)

» Access to public funding for rural women producers

» Approval of a code on agriculture (Código Agrario and Tribunales Agrarios)

» Implementation of Voluntary Guidelines on the Right to Food (FAO/FIAN). Though in 2013 progress can be observed in the level of dialogue between governments and land concerned actors compared to 2011, the interests of the private sector and multinationals in relation to other farmer populations (and their responsibilities and duties) are not matched. Two parallel circuits are influencing the government. The lack of collaboration is seen as one of the reasons why activist action, mobilisation and even violation and prosecution (armed conflict) still takes place.

The president of Guatemala participated in the Global Land Forum and stated his government's intention to push for the approval of the Rural Development Law and its adequate budgeting. This can be seen as evidence of the importance of land agenda in Guatemala and the incidence and capacity of ILC members to put land issues in that agenda.

The AoM and Global Land Forum have helped to raise the profile of ILC members in Guatemala. Few months after the AoM a number of positive developments were noted: imprisoned land rights activists were liberated and the first group of 140 dwellers from Polochic received property titles in compensation for the eviction from their lands. The application of fair compensation for victims of Polochic was one of the specific demands that were established in the Antigua Declaration signed by the ILC in the AoM 2014.

In Guatemala, the government speaks with other stakeholders (international companies) behind closed doors parallel to dialogue with civil society ILC members. Influencing government can only take place by mobilization, hardly by negotiation. Tough language is used especially by farmers' organizations (Skype and telephone interviews were interrupted often while talking to them).

ILC members in Guatemala join action for several years and all members are clearly involved. Joint action and mobilisation takes place.

ILC contribution to the observed changes can be clearly seen through the NES process and joint implementation: this creates coherence, legitimacy and power of ILC members in Guatemala. The results on the level of implementation are limited because of the far larger power of the private sector. The ILC members are left with little other options then to demonstrate and mobilize.

A lot of attention is put on analysing the situation, and in creating an alternative proposal to claim that from the government. Little negotiation takes place. Private sector is not in the picture and there are negative experiences in collaboration.

In conclusion, influencing government mostly takes place by mobilisation, hardly by negotiation. Tough language is used especially by farmers organizations. The result is limited because of the far larger power of the private sector to influence government. The ILC members are left with little other options then to demonstrate and mobilise, which they do frequently. Activist attitude is present in Guatemala, so the power to change can be and is activated. Political action takes place: the strategy has to be too harsh, and the human cost is high.

Peru

Introduction

The Land Reform Act was put in place 43 year ago (1970) with the expectation to have a more equal land distribution. Several changes result now in higher concentration of land in the hands of few, and fragmentation of land for most. Hardly any change is visible, and new pressure arises from new foreign and national land investors for plantations (bio fuels etc.,) and extractivist of subsoil resources. The existing land act is based on French law, distinguishing between top-soil (for agrarian production use) and subsoil (government owned, giving concession for exploitation), putting lots of pressure on indigenous lands.

Land is therefore a highly contested political and social issue, posing a challenging situation to create significant improvements. Human Rights violations are always on the look-out.

In Peru ILC has seven members (one platform of farmers organisations, four NGOs, one NGO-platform, and one academic research institute). Most organisations are already involved for many years in land issues and are members of ILC since the earlier days of ILC. Collaboration between the NGOs is easy and like-mindedness helps. Some collaboration takes place with the university institute. Some work directly with organisations in the countryside, some only in Lima. The IGO members like WB, IFAD and FAO are mentioned in the NES Peru in general term, but at country level they do not behave like ILC members, as they do at international level, despite efforts by ILC members to get in touch.

NES implementation started in Peru in February 2013. Efforts are being made to promote communities' land rights, for example with ILC members CEPES and IBC launching the campaign 'Secure territories for communities'.

The main political land issues that ILC works on are in Peru (source NES 2013):

» Judicial insecurity: Land titles and Rural Cadastre (PETT/now COFOPRI) – individual (56% not titled or registered) and collective (13% not registered) land titles

» Food security and poverty eradication (2004-2015 ENSA/ERSA and PSAN, 2012)

» Institutionalization of land issues (lack of) (INRENA, 1992 in Min of Agriculture and linked to COFOPRI, Min of Housing and SUNARP fragments control over implementation)

» Land governance and natural resources

» Land concentration (>25.000 ha per land owner) and land fragmentation (0,13 ha per person)

» Limited implementation of human rights for women and indigenous people
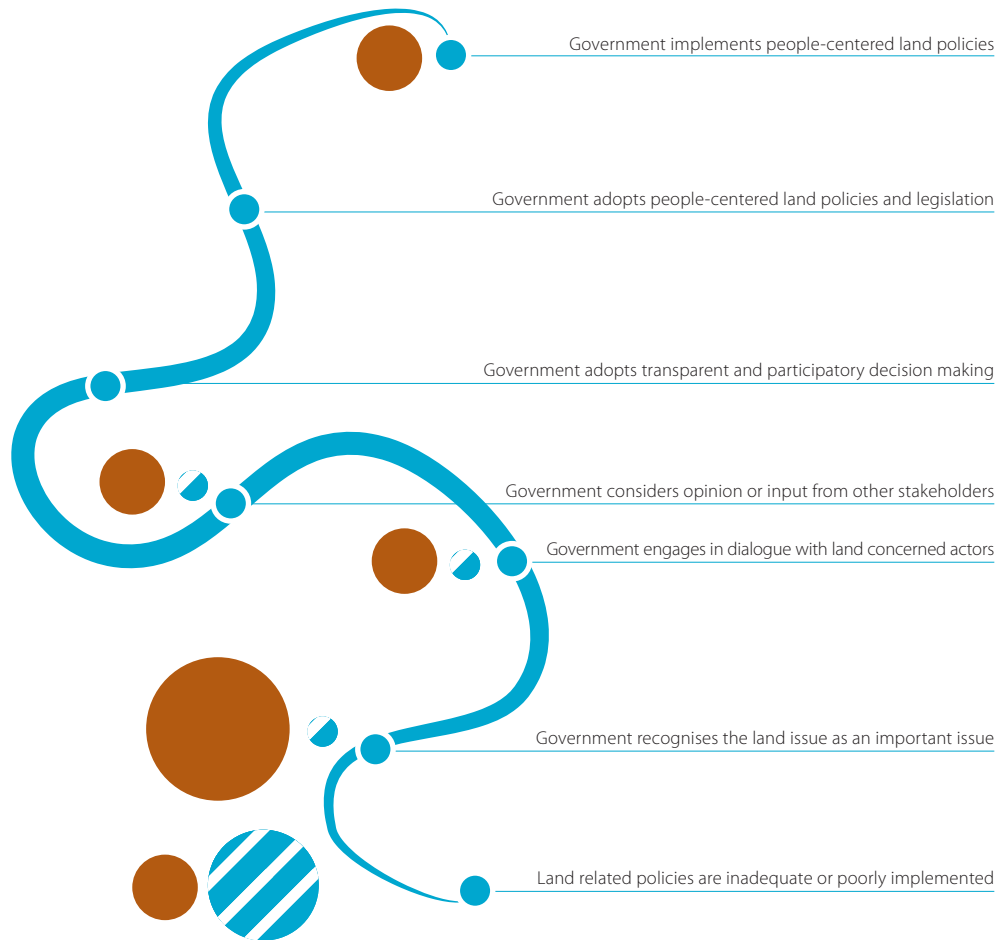
Lobbying on land issues is done by NGOs (transparent to the public in media, campaigns and awareness raising) but also by Private Sector companies and big land owners (behind closed doors). These lobbies are parallel to each other. So progress for the NGOs can be destroyed or disrespected easily at another moment by the same government.

During the timeframe of the current Strategic Framework, NES partners together with FAO are organising trainings for farmers' leaders disseminating and using the Voluntary Guidelines.

ILC support has allowed Peru to have an observatory to monitoring policies related to ensure land rights, which is used as a source of information and knowledge in support of public institutions and for advocacy of various actors in the country.

In addition, with ILC support, CEPES has promoted joint monitoring mechanisms with other organizations (ILC members and non members) in the region and globally. In this framework regional documents have been developed, giving to national problems a regional perspective.

Progress

Government implements people-centered land policies

Government adopts people-centered land policies and legislation

Government adopts transparent and participatory decision making

Government considers opinion or input from other stakeholders

Government engages in dialogue with land concerned actors

Government recognises the land issue as an important issue

Land related policies are inadequate or poorly implemented

In this tense social and political atmosphere around land, progress is made in recognising land as an important issue, the engagement in dialogue with land related actors and the inclusion of inputs from other stakeholders. The pathway of change shows improvement in these fields during the period 2011-2013.

More than in 2011, government in 2013 acknowledges as an issue, and is in dialogue with ILC actors and NGOs/movements on Land for the Poor, Food Security Guidelines, Land Rights (Guidelines in progress), equal land distribution (limit now at 25.000 ha).

This is partly successful, but implementation is disrespected because of more effective lobby of private sector stakeholders against implementation. Government is separately in negotiation with private stakeholders, like companies and large land owners (> 25.000 ha). A tri-partite dialogue hardly takes place; neither is there a dialogue between private sector and ILC members (civil society). This shows that when it comes to generating impact from laws and regulations agreed upon with the population represented by ILC members, and like-minded organizations progress becomes more challenged.

In relation to the NES process, important dialogue and workspaces between members of the platform and different public authorities have taken place to promote communities land rights. ILC members CEPES and IBC launched in partnership with other organizations the campaign "Secure territories for communities" (*Territorios seguros para las comunidades*"). As a result, the Ministries of Agriculture and Culture have committed to review policies to identify solutions for the advancement of community land titling, and established a dialogue space to assess the difficulties of communities to land titling. An ad hoc working group has been established within the National Congress and the debate is being decentralised to local level.

The SUNARP –public entity in charge of property registration- undertook to prepare a guide to facilitate the processes of rural land regularization for communities. Similarly, a space of dialogue between the IDB–financing the public land-titling program in the coming years– and the CSO participating in the NES was also opened. An ad hoc working group on the Agrarian Commission of the National Congress was created to analyse the situation of the rural land titling, in which CEPES had an important and active participation.

Another core issue Peru's NES is related to food security. In November 2013 the study *Seguridad alimentaria: una mirada prospectiva* (Food security: looking forward) was launched at an international event organized by CEPES and other institutions.

Thanks to the efforts of a working group of which ILC member CEPES is an active partner, a proposal for a new law on food security was discussed in Congress. The proposal was finally approved at the Congress with some changes that do not entirely reflect the demands of civil society. Though approval is recognized as a breakthrough for policies on food security.

These signs of progress become less when it comes to impact generating from laws and regulations agreed upon with the population represented by ILC members, and like minded organizations.

The **ILC contribution** to the observed progress is not clear. ILC members find it easier to stress their own contribution in the interviews. It is not clear if concerted action takes place as ILC members.

According to members, being linked with a worldwide network provides larger legitimacy and leverage for policy influencing. Moreover, the design of the NES in Peru shows a clear involvement from international institutions, national government institutes and NGOs, including ILC members.

This being said, ILC members in Peru do not seem to share the same vision and/or priorities. Lobby takes place in different settings, also with other (inter-) national NGOs like Oxfam, Via Campesina, or other farmers or indigenous movements, which makes attributing results to

ILC even more challenging. This collaboration is incidental: depending on the moment and the opportunity.

The ILC logo is not always used. Some members said they were not allowed to use the ILC logo, which after counter-checking was found out to be not the case.

The land issue land seems to become more replaced by food security, some ILC members consider moving to stronger land and agriculture reform platforms.

In conclusion, progress is visible in the first part of the pathway. Results at country level are based on individual or occasional (accion pontoal) in different collaborations. Lobbying on land issues is done by NGOs (transparent to the public in media, campaigns and awareness raising) but also by Private Sector companies and big land owners (behind closed doors).

When it comes to generating impact from laws and regulations agreed upon, progress gets challenged. Partly because of incompatible forces in the land debate: Lobbying on land issues is done by NGOs (transparent to the public in media, campaigns and awareness raising) but also by private sector companies and big land owners (behind closed doors). These lobbies are parallel to each other and more often than not incompatibly. So progress for the NGOs can be destroyed or disrespected when the lobby of private sector parties becomes more successful.

Analysing progress SO 1

In the table on the next pages an overview is provided summarizing the most important case study observations.

	Indonesia	Nepal	Kenya
ILC grants during SF	4	6	8
Visible progress (to certain degree) on government level during reporting period	*Recognising importance land issue *Considering input Implementing people centred land policies	*Recognising importance land issue *Considering input Participatory decision making Implementing people centred land policies	Engagement in dialogue
Collaboration (external)	* Collaboration with anti-corruption committee. 'Using' corruption as political issue helps to enter land into political debate	* Collaboration with foreign and national universities.	
Collaboration (among ILC members)	Collaboration of ILC members with implicit use of their comparative advantages. Clear common choice to engage into evidence-based advocacy.	Joint activities (land resource mapping, land use database, action research). Joint lobby undertaken towards gvt to scale up. NES process crucial role in unifying ILC members.	* NES is 1st platform where gvt meets land related stakeholders. * Limited stakeholder and member commitment during NES formulation. * Limited collaboration between ILC members.
Relations with government	Presidential working unit and national land Agency are opening up to CSO input	Good access (some) ILC members to gvt institutions. MoU with ministry of Land	* National Land commission starts to become more active. * ILC stimulates internal gvt debate implementing land reforms. * Change adverse gvt officials.
Other			Opportunities to influence policy decisions have increased because of data/evidence gathered by ILC.

	Madagascar	Guatemala	Peru
	6	2 activities: GLF and NES	6
	*Recognising importance land issue *Engagement in dialogue *Considering input *Adopting people centred land policies *Implementing people centred land policies	*Recognising importance land issue *Engagement in dialogue	*Recognising importance land issue *Engagement in dialogue *Considering input Implementing people centred land policies
	*NES process (though challenging) helped to create relations with 'new' stakeholders, e.g. universities. *Increasing profile of land issues within international dev. Community. *ILC Madagascar has CSO image	*Because of political tensions no multi stakeholder platform could be organised to formulate NES. *Parallel circuit of private sector lobbying gvt on land issues. * AoM and GLF in Guatemala raised ILC profile facilitating collaboration	*Collaboration with university institutes. *Joint monitoring mechanisms with other stakeholders are promoted (also regionally). *NES process brought together broad range of stakeholders.
	*ILC members collaborate mainly via SIF (CSO platform). *Joint (CSO) lobby regarding gender. *Limited joint planning and programming. *Limited involvement of non-CSO members.	*Systematic and joint action of ILC members. * Visible ILC involvement of members.	* Incidental collaboration among like-minded, same-type organisations. *No clear concerted action takes place as ILC members. * Limited collaboration with IGO members.
	*Challenging working relations with gvt. *Unstable political environment. *ILCs broad approach to land issue stimulates intergvt collaboration.	*High level (president) participation in Global Land Forum. *Influencing gvt by mobilisation, hardly by negotiation.	*Dialogue between ILC members and different public authorities takes place to promote community land rights. *Ministries start to commit to review policies.
	Increased public awareness on land issue.		ILC membership provides legitimacy and leverage for policy influencing.

From these six case studies some generic observations and factors can be drawn analysing progress towards influencing national land policy. The most remarkable changes at country level are progress in recognising land as an important issue and governments entering into dialogue with land concerned actors. More than in 2011, governments and political parties put land on the agenda of electoral campaigns and/or political debates. ILC contributed to this agenda setting by constantly seeking podia and platforms to ventilate the land issue.

Further to the recognition of land as an important issue, governments are launching initiatives and form commissions to address specific land-related issues. In general, working relations of ILC members with such commissions/taskforces are collaborative. The fact that these operational contacts do not (yet) yield in more results in implementation of people centred land policies has to do with the limited power and mandate of these government commissions. In other words: ILC members do have the relevant operational contacts at government level, the limited scope of these government structures responsible limits progress in implementation.

Countries differ in the extent to which ILC members collaborate. This relates both to internal collaboration (between ILC members), and to collaboration with external stakeholders and/or government. The timeframe and scope of this review and six case studies are too limited to witness a causal relation between the amount of collaboration and a change in policy implementation.

In some countries the limited involvement of the full set of implicated actors (e.g. private sector) is the one of the explanations for progress concentrating in the middle of the ladder, implicating more sharing and dialogue with (still) limited translation in actual implementation and/or results.

ILCs focus on analysing information strengthens the credibility of the issues at stake. The collection and publishing of relevant information adds evidence to the land debate and is highly valued at all levels. Nevertheless the legitimacy and joint action are lagging behind, which diminishes the effect of policy influencing on land issues.

ILC contribution at country level remains an issue. Is progress achieved because of the network, or by interventions of individual members that would have been carried out anyhow?

One of the distinctive features of the 2011 – 2015 SF is its strong emphasis on country level actions. Main strategy of ILC to achieve this is the NES process, embarked upon in 2012 as collaborative strategy to fuel engagement in national land policy debates. ILC members, often for the first time, meet to share perspectives and achieve consensus with other civil society and government actors on key land-related challenges, culminating in the envisioned formulation of a NES as roadmap for land policy formulation and the implementation of pro-poor land governance.

By the end of 2013, 8 countries are at the NES implementation stage, 12 are in the process of (finalising) formulation[7]. Further to the development of NES in 20 selected countries, under the 2011 – 2015 Strategic Framework interventions in other countries of interest take place in the form of land monitoring activities and support for innovations and high-impact initiatives.

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7   Report on the programme of work 2013.

The strong, dedicated and sustained attention from the secretariat to national processes clearly helps in being influential at national level according to all stakeholders. Since two years the secretariat effectively engages more at national levels with focussed attention to promote joint activities.

The results of the NES process differ per country; the process itself however bears high value bringing together stakeholders, resulting in (increased) progress in the recognition of land as an important policy issue and the amount of multi stakeholder dialogue. Further progress towards inclusiveness, adoption of transparent and participatory decision-making and the adoption of people entered land policies can be expected when the NES process continues.

As the majority of the respondents clearly state the added value of ILC membership to their organisation in providing new insights and helping to give weight to the land issue, at least an indirect contribution can be identified. The new knowledge and the 'weight' gained by membership make ILC members a more interesting partner for government, opening doors that otherwise would have remained close, according to many respondents. Moreover, the ILC membership connects members to more discussions and platforms hence enlarging the land debate.

The attribution of signs that illustrate achievement of inclusiveness (step 4) may be less controversial as these largely reflect participation by ILC members in national policy dialogue (so close to the sphere of control of members). ILC attribution is more direct here.

In conclusion, the progress towards the expected results as formulated in the Strategic Framework contributing to influence the formulation and implementation of national policy (SO 1) is partially on its way. Though the Outcome Mapping approach adopted does not measure progress on the basis of the logframe and mentioned indicators, the description of progress in the six case study countries can be linked in general terms to the current logframe. Worth mentioning is that none of the NES studied translated the expected results formulated in the Strategic Framework into national results and indicators.

As for the strengthening of collaborative partnerships in ILC focus countries (result 1.1) we can see a clear and promising progress, confidently on its way to fulfilment in 2015. The NES processes, even though status, national collaboration and practical applicability vary highly per country, is in any case bringing partners together creating platforms for discussion and exchange on land issues, fostering collaborative partnerships involving government. One challenge needs to be flagged here: IGOs appear reluctant to become active in national networks (although they are at global level). The coalition at national level lacks active engagement of IGOs, as it appears to be difficult to reconcile the mandate and interests of CSOs and IGOs to come to joint action at country level.

In other words, the uniqueness and subsequent power of ILC at global level, bringing together different types of organisations, seems to get lost at national level. Cooperation among like-minded members organised in similar organisational structures is strongest.

The testing, documenting, sharing and adopting mechanisms for implementation of land policies (result 1.2) seem less advanced. Even though indisputably numerous interventions on the ground do take place, systematic sharing and joint execution remain limited and secretariat centred. Some NES documents do foresee clear activities going into this direction (e.g. the implementation of the CARPER extension in The Philippines and land restitution in Colombia).

The picture obtained from the country case studies using the Outcome Mapping approach show progress to this result is not yet well on its way. Implementation of pro-poor land policies is tested on specific themes in specific countries/regions.

For example through the ILC facility for supporting high-impact and innovative interventions (FTI) under which nine projects are funded aimed at securing land rights of marginalised groups. The linkages however of these interventions with the NES (in case present), the regional strategy and the strategic framework could be strengthened. In the case of the Emergency Solidarity Fund (ESF) for human right defenders working on land en environmental issues that link is clearly present: members have included specific activities in their NES processes.

Documentation and sharing of lessons happens on a more general level, not specifically aimed at replication and adoption of pilot-tested land policies. This makes it difficult to build upon earlier experiences and does not stimulate replication. A more tailored sharing of best practices, targeting specific members and their working reality, would have a more empowering and inspirational effect.

» Progress: More than in 2011, governments and political parties put land on the agenda of electoral campaigns and/or political debates.
» Progress: Governments are launching initiatives and form commissions to address specific land-related issues. ILC members have the relevant operational contacts at government level.
» Limited effect of policy influencing on land issues because of:
» limited involvement of the full set of implicated actors.
» focus on analysing information, joint action lags behind.
» Clear and promising progress towards strengthening collaborative partnerships in ILC focus countries, though the coalition at national level lacks active engagement of IGOs.
» Less advanced progress towards mechanisms for implementation of land policies because of lack of strategic focus.

Effectiveness in delivery

In this chapter we review factors that determine the delivery of the network, including the implementation of the monitoring and learning component of the SF. In other words it aims to explain the internal factors that determine ILC's achievements in terms of results and progress towards the strategic objectives as described in chapter 4 to 7. The effectiveness of ILC in terms of delivery on expected results- is annually described in its report on Progress of Work. This report provides a comprehensive overview of concrete deliverables under each of the four Strategic Objectives.

In summary the 2013 report highlights under SO1 that NES implementation has started in 8 of the 20 focus countries, while in the remaining 12 focus countries NES formulation had been completed. In addition ILC has supported Land Monitoring through the establishment and use of Land Watch and Land Matrix initiatives in the framework of the NES Processes. Finally the report reflects ILC supported activities in four non-focus countries/regions, the launching of the facility for high impact and innovative interventions and the pilot project of the Emergency Solidarity Fund.

Under SO2, the report provides an overview of seven global events that the ILC has engaged in and illustrates that regional engagements in 2013 have been limited. Besides the report reflects ILC's consultation in seven thematic initiatives.

Under SO3, the report highlights its achievements in the Land Portal, the Land Matrix and the Rangelands Observatory. It furthermore describes a number of secretariat-led knowledge creation, capacity building and learning initiatives like: Framing the Debate, the publication of a range of knowledge products, training courses on Gender Evaluation Criteria in nine countries and the Global Land Forum in Guatemala. Furthermore an overview of member-led knowledge creation, training and learning initiatives are described, illustrating that most Knowledge generation took place in Latin America whilst documenting the organization of training courses and Learning routes in the different regions.

Finally under SO4, ILC achievements in governing the coalition are described, including references to two council meetings, expansion of membership and progress in receipt of membership contributions (55% by mid-November). Besides the decentralization process is described, particularly related to the strengthening of regional coordination units. In addition, an overview of ILC's communication/outreach achievements is included.

As ILC's own reports and records provide a comprehensive overview of its activities and deliverables, the MTR focused on analysing the factors that helped or hindered ILC's effectiveness, using the network management model of Capacity Works. In this model five clusters of factors are distinguished which have facilitated or impeded the effectiveness of ILC delivery. These factors include: Strategy, Cooperation, Steering Structure, Processes and Learning & Innovation. The Keystone Survey comparing 2009 and 2012 was furthermore used as background information. This analysis aims to deepen the views behind the survey and is intended to help in sketching ways forward.

Strategy of the network

Since 2003 ILC is framing the activities of the network in 4-year strategies. Within the context of increasing challenges affecting land and its governance the need for a strategic and targeted approach increased and ILC responded adequately by providing members a jointly developed frame for operations.

The coherence and alignment between planning documents at different levels of the ILC structure is an important improvement, but still there is space for further vitalisation. With the newly developed NES process at national levels, a layer has been added. Ultimately meant for coordination and collaboration purposes, at present members struggle to see the linkages of their organisational strategies, the NES, the regional work plan, the global programme of work and finally the strategic framework.

The broadness of the strategic framework creates a huge potential for action and numerous areas to which ILC could contribute. This creates challenges for the visibility and value added of ILC. Because of the wide scope, the strategic framework and underlying supporting documents do not provide clear operational guidance on what to do and what not? As a result, National Engagement Strategies become compilations of scattered ILC interventions without clear coherence and coordinated prioritisation of action.

With limited staff and budget and endless drive and motivation, **ILC is seen as doing too much** by multiple respondents. According to many, operational activities are carried out at the cost of providing strategic guidance to members and the network. An assessment on how ILC can best support specific (groups of) partners and strategic reflections seems absent. More focus is needed (see also Keystone Report).
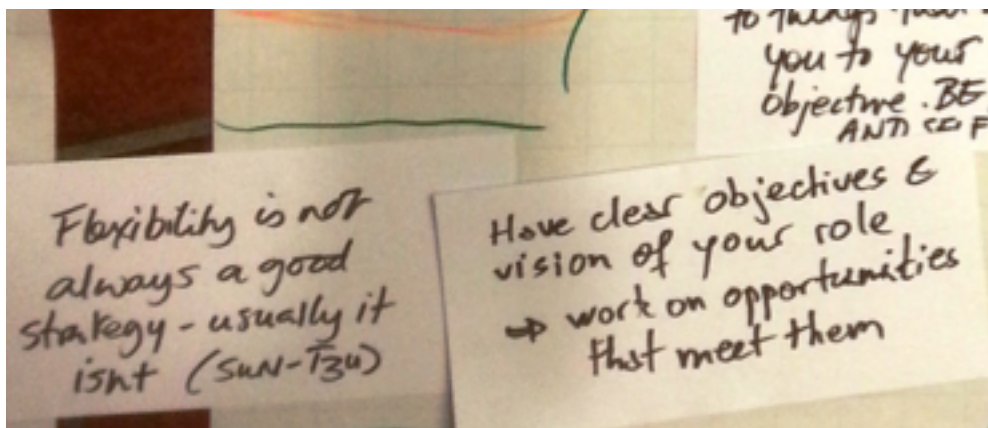
One of the consequences of the top-down yet participatory planning process, is the 'NGO/donor image' certain members have of the ILC secretariat. Members come together at country-level (with the exception of local IGO representatives) and contribute to the NES at the initiative of the secretariat but express disappointment about the extent to which resources are made available to implement the NES. Once the NES is formulated, members concentrate on their own land-related activities, while a dynamic of "wait and see" is created concerning NES follow-up. The value of the NES as coherent framework for action remains unclear and is actually undermined by "call for proposals" that distract attention away from the NES towards more concrete funding opportunities.

In terms of budgetary frameworks, ILC's capacity to mobilize appropriate resources to implement its strategy partially seems to be on target with the results as formulated in the Strategic Framework 2011- 2015.

Expected result 4.2 reads ILC's financial situation is improved with the following indicators:

» ILC's average annual budget level doubles during the 2011-2015 period, compared with 2007-2011

» At least 40% of financial resources are mobilised from regional platforms

» At least 80% of membership dues are collected every year

ILC is well on its way in reaching the ambition to double the average annual budget compared to the previous SF timeframe with an approved budget for 2013 of about $ 8.37 against the average annual budget of about $ 4.04 million in 2007 – 2011.

As for proportion of resources mobilised from regional platforms, progress remains well below target as ILC is far from reaching the 40% as mentioned in the SF. Valid point made by members is however that ILC is not accounting for co-contributions in-kind, so ILC is retroactively calculating this for the current SF timeframe.

The percentage of membership fees collected is declining from 80% in 2010 and 2011 to 60% in 2013. This is another sign illustrating a reality of limited engagement and commitment of members to the ILC.

» Facilitating factors: 4-year strategies, ability to raise funding for execution of strategy

» Impeding factors: Limited alignment of planning documents, broadness of strategy, operational role secretariat fostering 'NGO/donor image'

Cooperation

The value of cooperation in ILC already showed improvement in the Keystone report. The highly diverse membership base is a unique feature of ILC. The high-level representation and participation of IGOs in the Council provide legitimacy to the ILC membership, CSOs and NGOs provide reality checks and close ties to ultimate beneficiaries and research institutes provide linkages to science and education. This composition assures for access and inside tracks to governments, CSOs and International Organisations. Moreover it is highly attractive for donors.

This unique membership base is less convincing/obviously present at national levels. The involvement of IGOs at national level is low. Partly because of their constituency and relation with national governments affiliating too much with ILC that also includes members that are critical of the government, could put IGOs in a difficult position towards their member states. As a result IGOs display a limited amount of time and willingness to take risks and/ or do things differently as part of the ILC. This also differs significantly per representative, making linkages more personal than institutional.
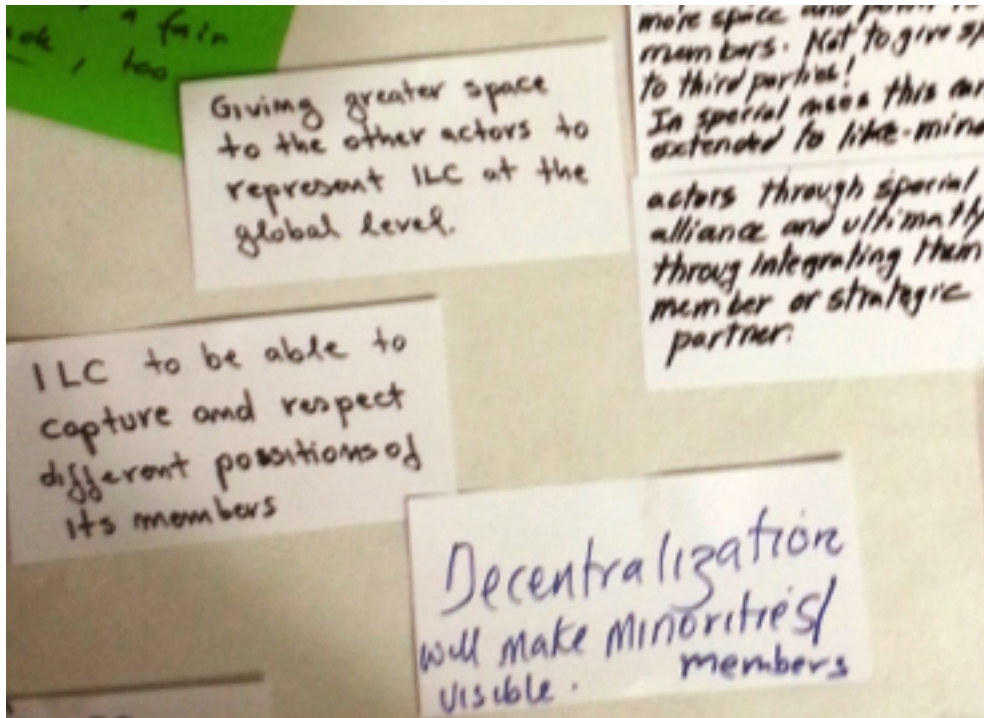
Another cause for concern is the underrepresentation of claim making stakeholders (e.g. farmers organisations, indigenous organisations, women's organisations). Even though deliberate and successful action is taken to increase their numbers, they still represent a minority of the membership and are relatively voiceless in national ILC structures. This weakens the legitimacy of ILC as a political actor.

The circle of ILC's influence is considered substantial by all respondents. At global level ILC's voice is heard in prominent fora and ILC is visible and appreciated. The outcomes for members are good, though the outcomes at global level are not so much perceived as results of the network but more as the results of knowledge and expertise at secretariat level. The role of the secretariat in mobilising participation in global fora remains dominant/leading despite the ambition to operate more member-driven.

A leading role for the secretariat does not only apply to inputs in global fora, but also goes for other kind of interventions. When asked for 'joint activities', members primarily refer to interventions they carried out together with the secretariat. Joint interventions between ILC members, without an active role for the secretariat seem to be rare. The secretariat seems more prominent than the network, and despite its ambition to create a more member-driven ILC, the full and active engagement of members has not been realised yet.

National ILC members gain legitimacy by ILC membership because of the high international visibility at global level. The contribution of national members to regional and global levels remains focussed at research instead of joint (political) action.

The distinction between members, partners, initiatives and others is not always clear, diminishing the status and value added of ILC membership. Examples of this are the ILC Rangeland programme, where not all project partners are ILC member and IUCN and GI-ESCR, both non-members, featuring prominently in ILC activities.

These fuzzy lines risk diminishing the advantage and the status of membership. Moreover, without formal structuring of collaborative relationships, relations and task distribution highly depends on the commitment of individuals and is not institutionalised within the network.

It is well understood that partnerships for ILC represent a way to broaden and multiply the impact of the work of ILC members and that around specific land issues more flexible working arrangements are preferred above membership. The current modus operandi however, with an operational secretariat centrally managing 'external' (non member) relations (secretariat as linking pin) risks undermining the ambition of becoming a more member-driven network.

- » Facilitating factors: highly diverse membership, ILCs huge circle of influence, partnerships multiply impact of work
- » Impeding factors: limited involvement IGOs at national levels, ILC interventions mainly secretariat driven with limited member engagement, cooperation mechanisms not well defined (partnership/membership), underrepresentation of claim making organisations, limited connections to private sector.

Steering structure

The steering structure in a network is meant to organise predictable behaviour on communication, decision-making and interaction between members. The steering structure should contribute to managing expectations (strategy, decision making, planning, funds, conflicts), and accountability of members regarding their strategic commitment, the mutual agreements, their responsibility towards their constituencies and finally towards principle agents (boards, donors, society etc.).

The on-going decentralisation process of ILC in this regard is promising. Staff for regional coordination nodes is mobilised, responsibilities and reporting lines clarified and decision-making power has been delegated to lower network levels. In this way the ILC is pursuing its ambition to become less "secretariat-driven" and to operate closer to impact level. Strong and constant engagement of the ILC secretariat to realise the decentralisation process is also being felt in the regions.

Nevertheless, the regional ILC structure at present still lacks the manpower, direction and resources to engage national members successfully in the regional strategy. Regional nodes struggle to assist ILC members with limited budgets over which they have limited mandate. Their efforts to stimulate regional collaboration find limited willing ear by members busy implementing the strategy of their own organisation, and/or contributing to national ILC strategies. Adding interventions targeting regional levels without much means and structured strategic guidance seems asking too much of national members.

The roles and responsibilities of the regional nodes are not clear to all. There seems to be limited awareness of the mandate of the regional Steering Committees (existence not known

by all) and activities of regional coordinators (not visible). Relations and task distribution at regional level depend on personal linkages and the commitment of individuals.

The elaborate mandate and responsibilities of the regional steering committee do not seem to leave much space for regional coordinators to take quick decisions or seize opportunities as they come along. (Operational) Decision-making lines are long and hamper flexibility in execution.

The NES process is seen as a step forward in terms of ILC's effectiveness in delivering on its mandate. Further progress towards inclusiveness, adoption of transparent and participatory decision-making and the adoption of people entered land policies can be expected when the NES process continues. The following challenges need to be highlighted:

» The inclusiveness of the NES process is not yet optimal: In some of the case study countries it is observed that strong partners dominate process and others are there to applaud. This setting is not fostering commitment. In other cases NES is written by an external consultant with limited possibility for members to follow the progress and/or even contribute to it.

» NES implementation is at present not well monitored. Members come together to formulate the NES, not to monitor progress. No joint responsibilities concerning implementation and regular joint monitoring/learning are formulated.

» Related to the above: there seems to be limited commitment of ILC members to implement the NES. The fact that no secured funding is involved, risks making NES a wish list of good ideas.

» Facilitating factors: Decentralisation process, NES process
» Impeding factors: Weak regional structure

Processes

At present the ILC secretariat makes decisions on implementation as manager of (limited) project funds, implemented through partners. Decision-making mechanisms/lines are scattered and differ per working arrangement. Further to the multiple hats of the secretariat (fund raiser, project administrator and network representative and facilitator) this creates a challenging and complicated situation. Project development in this perspective can become cumbersome when roles and responsibilities are not well defined.

Structuring decision-making processes is a challenge. Projects and ideas emerge from the ideas/energy of people and quickly find their own path, often via personal networks. This flexibility matches the daily reality of members, dealing with volatile land issues. On the other hand, by means of this flexibility there seems to be limited structured and systematic consultation of ILC members as to assess whether this idea meets their needs. Moreover, structured thinking about how this idea fits within the broader frame of ILC (relation to other initiatives/link to strategic framework) seems to lose out on an enthusiastic drive for action.

» Facilitating factors: Flexibility in operations matching daily reality of members
» Impeding factors: Scattered and unclear decision making lines in projects, dual role of secretariat as fund administrator and network facilitator leading to lesser ownership and commitment by members

Learning and innovation

Considerable time and efforts have been invested in M&E, ranging from the development of an M&E framework and systems for the secretariat and regions to the platform unification project, an electronic space where the M&E forms can be filled out and stored. As a member-led organisation, ILC relies on the goodwill of members and the functioning of their monitoring systems to operate the ILC M&E system. This means member engagement and commitment are preconditions for successful ILC-wide M&E.

The current M&E and learning is organised with the secretariat as spider in the web. The larger part of the information is circulated to and by the secretariat. Remarkably, participants appear to report on their interventions (e.g. ILC financed participation to global/regional event) to the secretariat rather than to their own organisation or the coalition as a whole. This illustrates the "donor" role perceived to be played by secretariat.

Conform external advice[8] the ILC M&E system primarily allows it to be accountable to its donors and supporters and to the network as a whole. Supporting and enabling learning is seen as a bonus. Without a comprehensive strategy for network learning, this is a missed opportunity. Knowing that monitoring ILC progress starts with member engagement, more emphasis should be given to the practical (learning) use of monitoring data. Only when perceived as adding value, members will be committed to monitor.

At present ILC membership does not necessarily facilitate connections with other ILC members. There is limited knowledge sharing between members, without the secretariat as linking pin. Members perceive ILC more as a funder and an expert than as a facilitator for horizontal learning.

There is not enough time and budget for regional coordinators to properly facilitate learning oriented communication between members. Communication from regional nodes to members remains in general a top-down, electronic message to inform people, not to stimulate action (replicate good initiatives) or to inspire.

» Facilitating factors: Efforts to share information
» Impeding factors: Leading role of secretariat and limited member-to-member sharing, no comprehensive strategy for network learning, lack of time and budget at regional level to facilitate communication

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8   INTRAC, Mr. Simister

Overall conclusions and recommendations

This chapter provides an overview of conclusions and recommendations. Conclusions are structured along the three key-elements of the MTR, which are:

» Relevance of the Strategic Framework

» Progress towards Strategic Objectives

» Effectiveness in the delivery of the Strategic Framework including Monitoring and Learning.

Recommendations are made in the light of the current SF and focus on the next two years. Though implementation in some cases will obviously require a longer timeframe than the current SF, all recommendations could be made actionable at short notice.

Conclusions

Relevance of the Strategic Framework

The overall goal and strategic objectives as formulated in the Strategic Framework 2011 – 2015 remain relevant. Land is increasingly being recognized as a scarce commodity, resulting in secure and equitable access and control over land becoming an ever-increasing development challenge. National governments face a variety of political, social and economic interests from national and international actors that intensify efforts to influence land-related policy making and implementation. As such, the role of ILC as a strong international coalition, with the objective of becoming a solid, influential actor promoting pro-poor land governance among national governments through regional and global systems, is still seen as highly relevant by its members.

It is also recognised that being influential on land-related issues requires sound land-related knowledge. This makes the general vision and mission of ILC, as laid down in its goals and strategic objectives, widely appreciated by its diverse and growing membership.

At the same time it is acknowledged that the Strategic Framework is broadly formulated and requires operationalisation at regional and country level. In this process of translating the broader strategic framework into more operational plans and strategies, some of ILC's relevance as a network gets lost. Members at regional and country level are passionate about the land issue, but less obviously engaged with the ILC. As a result, National Engagement Strategies in particular become a compilation of individual member ambitions rather than an aligned coherent strategy in which priorities are jointly assessed and acted upon. A typical challenge in this regard, complicated by ILC's diverse membership, is the continued controversy concerning ILC's engagement with governments and the private sector, both considered instrumental in making actual change in pro-poor land-governance at country level. This lack of coherence not only affects relevance but also makes it more difficult to monitor and aggregate achievements and enable cross-country learning.

Another development affecting ILC's relevance is the emergence of other international networks and campaigns on related themes (e.g. food security and nutrition) attracting the attention of members. These networks in themselves are not a threat to ILC's relevance and even offer additional opportunities for wider advocacy on land issues. However, given that active engagement in network activities takes time, it is likely that (potential) members will prioritise their engagement based on perceived relevance. In several of the case countries, particularly in Latin America, members hinted at moving to other networks, illustrating a challenge in perceived ILC relevance at country level.

Progress towards Strategic Outcomes

Becoming a vibrant, solid and highly influential global actor on land-related issues (SO4)

Progress towards becoming a vibrant and influential global actor on land issues remains an on-going challenge, but the initial steps have successfully been taken. The subsequent steps lying outside ILC's scope of control remain however work in progress.

Taking the Spiral of Innovations as framework for analysis, it appears that the ILC has firmly covered the process from initial idea to planning stage and now finds itself operating comfortably in the 'development' stage, with the Secretariat still playing more of a 'driving' than an 'enabling' role despite the on-going decentralisation strategy.

Efforts are clearly being made to move beyond *development towards upscaling/realisation*. However given the fact that crossing this stage is more a matter of successfully influencing others than being in control, more mass, unity and negotiation power is needed. It is at this point that the diversity of membership has to be converted from being a 'complication' into becoming a 'strength'.

The ILC therefore finds itself in a difficult transition process, whereby the common goal and individual interests of an increasingly diverse membership will have to be aligned without jeopardising the support of members' constituencies. This transition process has been on-going for some time, and it is difficult to predict whether or how fast ILC will succeed in progressing towards pro-poor land governance firmly embedded in national policy development and implementation. In this process a number of challenges will have to be faced, including:

- » The successful completion of the decentralisation process already initiated by ILC, with regional steering committees actively taking over regional network management, and the subsequent conversion of the Secretariat from a programme coordinator/fund administrator to a network supporter/facilitator, requiring a new set of competencies in diplomacy and negotiation.

- » The development and implementation of more coherent programmatic national engagement strategies, capitalising on the complementary contributions of ILC's diverse members and partners.

- » The creation of national ILC platforms of increasing strength and diversity, including claim-making organisations and IGO country-level representatives jointly forming coalitions that cannot be ignored by national government and businesses in land-related policy matters.

» The transition of adopting a real country-focus, where relevant and coherent national engagement strategies are supported at regional and global level through policy influencing and the sharing of knowledge and advice.

Becoming a leading knowledge network on land-related issues (SO3)

The question as to what extent ILC has progressed towards becoming a leading knowledge network can be answered by describing the glass as being 'partially full and continuing to be filled'.

It is however difficult to assess in more specific terms how far ILC has advanced towards this strategic objective. Using the logframe in the Strategic Framework provides an unclear picture, as for instance the development of the land portal was expected to feature prominently in ILC's SO3 ambition at the time the SF was formulated. Now the land portal is being disconnected from the ILC, it is losing its value as indicator of ILC success in pursuing SO3. Other results indicators in the area of Strategic Objective 3, such as the global land indicators being finalized and agreed in 2012, or the number of interns moving towards 50, have also (partly) lost their relevance and can no longer be considered as valid progress indicators.

In other words, also on this Strategic Objective, the evolution of ILC could not be captured in predefined SMART indicators and as a result progress towards the ambition of becoming a leading knowledge network cannot be as clearly measured as originally intended. At the same time, it is clear that many, often unforeseen, steps towards becoming a leading network on land issues have been taken. The land matrix for example, although not mentioned in the logframe is certainly relevant in light of ILC's ambitions.

Instead of giving a clear judgement on progress, the MTR therefore acknowledges the clear achievements made in identifying and filling knowledge gaps, and aims to illustrate for each area of achievement the space and direction for further growth.

Identification of knowledge gaps takes place in a rather organic manner, which illustrates the spontaneity of (some) network members and keeps knowledge creation efforts focused on the actual issues at play. In the absence of a systematic prioritisation mechanism however this also carries the risk of sub-optimisation in knowledge creation.

Similarly, financial support from strategic partners remains a point of attention as interest is expressed in a more predictable and systematic approach in knowledge creation, with clear demonstration of intended and actual results.

Synthesis and validation of knowledge is time-consuming but appears to be an appreciated and effective way to improve mutual understanding among and beyond ILC members, increase the quality of knowledge products and ultimately to influence policy of ILC members and external actors. At the same time, current practices carry the risk of ILC being perceived as more of a CSO network rather than the diverse network it actually is. Opportunities created for knowledge production are appreciated by local members, but are to a certain extent contested by larger members (IGO, INGOs) who depend on their own fund-raising capacities. It is argued that ILC funds knowledge-creation initiatives that could have been funded through other channels, illustrating the need for more clarity and transparency on the selection criteria for knowledge-creation initiatives taking place with ILC generated funds.

Dissemination of information and knowledge has rapidly increased in volume in the past years, though the fragmentation of channels used for dissemination and the quality of knowledge shared is questioned–qualifying more as information than knowledge.

Many examples of the **use of ILC provided information/knowledge** have been found, indicating that the MTR may have only uncovered the tip of an iceberg. The question as to when, where and by whom information/knowledge will be used is difficult (if not impossible) to predict, as this depends on the emerging opportunities and challenges faced by members. It is however a pity that these achievements have not been tracked and captured in a more systematic way, using more advanced monitoring approaches that could deal with the unpredictability of knowledge use (e.g. Outcome Mapping).

Finally, there appears to be increasing impetus for capacity building and learning among ILC members. In a network the size of ILC this happens understandably in a spontaneous and organic manner, giving an 'energy' to the network, crucial for its survival.

Influencing global and regional land-related processes/systems (SO2)

Progress towards influencing global land-related processes/systems is clearly visible, with ILC interventions in the global debate resulting in actual change in global policy frameworks and resolutions. To date, the Secretariat still plays a prominent role in achieving these results, illustrating the fact that work remains to be done in realising ILC's ambition of becoming less secretariat-driven.

Progress at the regional level is mixed. The regional activities developed by ILC are clearly contributing to a better understanding of land issues by CSOs, international organisations, governments, and other concerned actors (expected result 1). The bringing together of different perspectives widens the land debate and adds a relevant regional context to national land issues. The extent to which regional processes benefit from and are meaningfully informed by these perspectives (expected result 2) is however still lagging behind, with joint interventions at regional level only to a small extent translating into visible changes in land-related processes and systems.

Results are more clear-cut at the global level, partly because of a more targeted approach, which is not replicated at regional level. None of the regions has a clear and shared strategy for influencing targeted political structures/processes. Regional interventions focus primarily on research, not on joint ILC policy influencing. Regional structures to be targeted are identified only in broad and general terms, and not (yet) agreed upon or prioritised.

The regional ILC structure at present lacks the manpower, direction and resources to successfully engage national members in regional strategies. Regional nodes, with limited budgets and limited mandates, struggle to assist ILC members in contributing to national strategies. Their efforts to stimulate regional collaboration encounter limited impetus from members too busy implementing their own organisations' strategies

The current decentralisation process is a good step in making ILC less secretariat-driven. It is therefore crucial that regional steering committees are both able and enabled to take up their tasks of steering, managing, monitoring and reporting of regional ILC efforts.

The direct attribution of progress to ILC activity is a concern at regional level. The little progress visible is due to the work of individual members, but is not directly linked to their ILC membership. The indirect relation is however clear; ILC members report being more outspoken and of increased prominence due to the protection offered by being part of a larger network.

Influencing formulation and implementation of national land policy (SO1)

The strong, dedicated and sustained attention from the Secretariat to national processes (NES) clearly helps in influence at national level. Progress is visible in governments recognising land as an important issue and their entering into dialogue with land-concerned stakeholders. Often however, this appears to be the result of individual members' efforts, and not of joint network action.

The NES process is a good first step in bringing together ILC members at country level and in initiating dialogue towards common goal contributions. Progress towards strengthening collaborative partnerships in ILC-focus countries (expected result 1.1 in Strategic Framework) is promising, although the coalition at national level lacks active engagement of IGOs. This is partly due to the fact that too much perceived affiliation with ILC could place IGOs in a difficult position vis-a-vis their constituencies (i.e. national governments). This results in the full potential of the ILC coalition not being used at national level.

NES implementation could be better monitored. Members come together to formulate the NES as a combination of projects instead of as a joint and coherent plan of action. No responsibilities concerning joint implementation are formulated, nor is secured funding linked to it. The alignment with regional plans and/or the strategic framework is limited.

ILC's focus on analysing and sharing information strengthens the credibility of the issues at stake. Nevertheless the legitimacy and joint actions lag behind, so diminishing the effect of policy influencing on land issues. Signs of progress stagnate when it comes to adopting policies and implementation. The limited translation of ILC interventions into actual policy-influencing results, challenges the visibility of ILC as a political actor at national levels.

The mechanisms for implementation of land policies (expected result 1.2) advance moderately. Even though indisputably numerous interventions on the ground do take place, systematic sharing and joint execution remain limited and secretariat-centred.

Overall, progress towards Strategic Objective 1 has certainly been made in terms of getting land on the political agenda and opening up the debate, while varying levels of progress can be found in the adoption of pro-poor land policies, especially with regard to specific thematic issues rather than generic land nation-wide land policies.

Effectiveness in delivery (including M&E and learning)

ILC's effectiveness in terms of delivery on expected results is described in its annual report on Progress of Work. This report provides a comprehensive overview of key activities and concrete deliverables under each of the four Strategic Objectives. The MTR recognizes these achievements and aims to analyse the factors that explain ILC's effectiveness in delivery using the Capacity WORKS network management model, resulting in the following conclusions:

1. The Strategic Framework provides agreed and binding direction to the ILC. The SF has subsequently been translated in an Operating Framework, annual regional plans and 20 NESs. These planning documents, in particular the NESs, illustrate a significant step forward in translating the SF into country-level action. At the same time it is recognized that the NES approach is clearly still in its inception phase. Most NESs are not (yet) systematically aligned with the SF and do not (yet) represent coherent and compelling strategies for national networks but more an overview of individual member ambitions. In terms of its funding framework, ILC is certainly well on its way to reach the target of doubling its annual budget in comparison to the previous planning period. At the same time however it is worrying that ILC's regional resource mobilization remains well behind target while the decline in collected membership dues is a worrying sign in terms of member commitment.

2. ILC has a unique diversity of members with an incredible potential to influence others. At the same time this diversity complicates collaboration amongst members due to the varying member constituencies whose interests are not easily aligned. For years the Secretariat has played a key-role in bringing members together, resulting in ILC being perceived as secretariat-driven; displaying typical donor-recipient behaviour with members taking on an expectant attitude vis-à-vis the Secretariat. This has been recognized and is gradually changing as a result of deliberate remedial action. Important in this is the on-going decentralization process by which decision-making power is transferred to member-managed regional steering committees. Nevertheless old habits die hard and calls for proposals channelled through the Secretariat slow this trend down. At the same time regional capacity in both the regional coordination units and steering committees remains limited, necessitating careful pacing of the decentralization process.

3. As illustrated above, the steering structure of the ILC is in transition due to the on-going decentralization process in light of ILC's ambition to be less dependent on its central Secretariat. The Secretariat is positive in its response in encouraging this decentralization and in trying to adapt to a new role to optimize the effectiveness of the ILC. Illustrative of this is the strengthening of regional coordination units and the elimination of programme management functions at central level, designed to reduce the Secretariat's image of programme administrators as opposed to network facilitators. Reported efforts to put learning more prominently on the agenda of global and regional assemblies also illustrate the Secretariat's responsiveness in becoming more of a learning facilitator. This transition process is considered timely and valuable. At the same time it is observed that the ILC remains highly dependent on the Secretariat for resource mobilization. A resolute yet paced transition is therefore needed not only in light of available capacity at regional level, but also to avoid jeopardising the ILC's financial sustainability.

4. The ILC steering processes can be described as 'top-down participatory processes'. ILC works from a global Strategic Framework down to the formulation of NESs that ideally provide direction for aligned and concerted action at country level. As indicated earlier however, this process is not yet reality. While the NES is a crucial step forward in bringing (part of) ILC's membership together at country level–where the real change in terms of pro-poor governance needs to happen–the NES process is still too much driven and dominated by the individual interests of the more vocal members. The NESs also do not yet carry the full weight of the ILC, given the absence of the IGO members that often have the most direct links with relevant government authorities. Nevertheless the NES approach is of key-importance to ILC in achieving its ambition of being an influential force on land-related issues at country-level.

5. The current monitoring and learning is still organised with the Secretariat as 'spider in the web'. The majority of the monitoring information is activity-focused and circulated to and by the Secretariat. Remarkably, participants appear to report on their activities (e.g. ILC financed participation to global/regional events) to the Secretariat rather than to their own organisations or the coalition as a whole. The current ILC M&E system largely serves the purpose of accountability to donors and strategic partners rather than the purpose of steering and learning by the ILC itself.

Recommendations

Relevance

Increase ILC's country-focus using National Engagement Strategy as starting point

ILC's relevance is determined by the extent to which it is able to identify and address real national priorities and add value to the work of (external) others. This requires the development and use of a more programmatic NES with a stronger, inclusive, national ILC platform. The NES would have to recognise the complementary contributions of the different ILC members (including those of the currently absent IGOs) and a limited number of claim-making organisations. IGOs in direct contact with senior government would be called upon to use their political weight, whilst the inputs of claim-making organisations will be needed to assure NES legitimacy.

This more programmatic NES is then to be used by an increasingly strong national ILC platform as framework for joint policy-influencing efforts, making the national ILC platform an entity the government and private sector cannot ignore in land related policy development and implementation[9].

Practical measures recommended for achieving this include:

» Engagement of an impartial country-level facilitator, resourced by ILC members and/or strategic partners and reporting to the regional steering committee, with the specific role of bringing and keeping the country-level ILC platform together.

» Stimulate and enable the evolution of current 'project-wise' NESs into a more coherent and programmatic NES; starting with defining ILC added value at country level and based on a joint systematic (and regularly updated) country needs assessment. A joint strategy can then be articulated, clearly indicating how individual members could contribute based on their particular strengths and mandates, and how local networks as a whole will cooperate, coordinate and monitor progress on achievements and relevance of their work.

Adopt a bottom-up approach, shaping regional/global efforts in support of country-level ambitions

ILC work at regional and global level would increasingly have to be shaped in support of national policy-influencing efforts as laid down in a new generation of NESs. Regional/global frameworks for action would identify international policy advocacy needs and opportunities, and ensure that these were acted upon in support of national land-related challenges. At the same time, such frameworks would encourage and enable international capacity-making, and ensure that the latest land-related knowledge was available at country level.

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9   In the longer term this may lead to transformative change, whereby the government takes the lead and pro-poor, people-centred land governance becomes embedded in national policy frameworks to which the ILC platform will provide support. Given the specific and contested nature of land-issues, the realisation of such a vision will be different from country to country and may never be realised in some.

Keep current SF, start development next SF, but monitor differently

In light of the continued relevance of the existing Strategic Framework 2011–2015 there is no immediate need to revise the framework before the end of its current planning horizon. The Theory of Change lying at the heart of the framework is still relevant and broad enough to be used as overall coalition framework. The same applies to the intervention logic (translation of Strategic Objectives into expected results) although some shifts in emphasis might be considered, such as:

» Pursue results under SO2 more explicitly in support of country-level ambitions.

» Pursue result 3.2 more explicitly through synthesis and validation of knowledge and less through knowledge creation.

» Pursue results under SO4 more in qualitative than quantitative terms (engagement and contribution of members rather numbers).

The main immediate change recommended to the existing SF is on its monitoring system. The current system of indicators may have served its purpose for resource mobilisation and may still need to be used for accountability purposes. However, even before the MTR a significant part of the indicators had lost their relevance and this will worsen over time, given that ILC is not just a project with relatively predictable outputs and outcomes but a large and complex network. A more sophisticated and flexible system is needed to monitor actual success and failure for purposes of steering and learning. This would have to be a monitoring system that captures the actual effects of the ILC rather than those predicted. A range of monitoring concepts is nowadays available that does more justice to the complexity of an advocacy network, whereby Outcome Mapping as used in the MTR is just one of the possibilities[10].

As discussions on the next (fourth) Strategic Framework are expected to start in the second half of 2014, it is recommended that these would aim towards positioning ILC as a country-focused learning facilitator in the land debate. This would not fundamentally change the existing Theory of Change, which already considers influencing the formulation and implementation of national land policy as ultimate objective towards its goal.

A change would be in raising the ambition level in countries, emphasising the adoption of pro-poor land policies and going beyond pilot-testing and advocacy. Other changes would relate to ILC's ambition of becoming a vibrant platform for exchange and learning at regional/global level but clearly remaining *in support of ILC's country-level ambition*. These are still with the intention of making ILC a solid and highly influential actor on land-related issues, but elevating its status/influence at country level.

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10 See for instance Wilson-Grau, Ricardo. N.d. Evaluating the Effects of International Advocacy Networks; W. K. Kellogg Foundation 2007(a). An Overview: Designing Initiative Evaluation, A Systems-Oriented Framework for Evaluating Social Change Efforts.

Concerning SO4: (SO4) ILC to focus on becoming an influential actor at country-level

ILC should position itself as a facilitator of country-level multi stakeholder platforms, complemented by regional and global networks in support of national policy influencing priorities.

At country level, ILC would concentrate on broadening the network, starting with mobilising relatively inactive existing ILC members. A second step would be strengthening the network, drawing in other members with particular added value (e.g. claim-making organisations). In other words, a country-level ILC would be created that is facilitated towards developing a joint strategy for policy influencing, recognising the complementary contributions of individual members in line with their mandates and strengths. It is assumed that, although land is a contested issue, there will be more scope for agreement at country rather than at international level. These agreements will pave the way for joint and concerted action; an essential factor in realising the ambition of becoming an influential actor.

Obviously, this does not happen on its own, but requires skilled and dedicated network facilitation at country level by facilitators recognised for their impartiality and diplomacy, and committed to aligning their efforts to the overall ILC objectives.

At the same time a paradigm shift at international level is suggested. Regional and global policy advocacy efforts would be less 'ends in their own right', but take place (as needed) as 'means' in the support of policy influencing efforts at country level. This implies that besides country-focused international advocacy, activities at regional and global level would concentrate on offering a vibrant and attractive meeting place to share knowledge and experiences among members.

ILC ambition at regional and global level would primarily be one of (mutual) influence, resulting in 'mutual adjustment' rather than agreement. This in the expectation that individual members in their own circles (in particular at country level) would then use these newly adjusted insights in pursuit of their joint overall objective of pro-poor, people-centred land governance. ILC's international ambition would however need to be stretched to the level of agreement on selected prioritised issues requiring international consensus for progress at national level. This distinction between ILC's national and international ambitions in terms of 'level of coordination & cooperation' is illustrated in the figure below.

Sharing of information

Engage in dialogue

Mutual adjustment based on dialogue

Shared opinion and agreement — International ILC ambition

Agreed and concerted action (advocacy) — National ILC ambition

It is recommended that ILC's ambition be adapted at regional/global level in support of its becoming a solid and vibrant influential actor on land-related issues at country level. It is felt that this recommendation will help ILC make a bigger difference where it really matters (i.e. at country level).

At the same time this would be more in line with what can be expected from a diverse international network such as ILC, in which members not only *agree to disagree*, but actively try to understand and influence each other (i.e. mutual adjustment).

Concerning SO3: (SO3) Redefine and clarify ILC's ambition as knowledge broker

ILC needs to more clearly redefine its ambitions of becoming a leading global knowledge network.

Does being a leading network mean that ILC becomes *the* main arena where land-related actors come to share and access land-related knowledge? That is, being the most prominent meeting place of supply and demand of land-related knowledge. Or does being a leading network mean that ILC is the entity stimulating and enabling the creation and sharing of land-related knowledge in response to knowledge gaps identified by its members?

Once having defined ILC's ambition more clearly, it will become easier to make clear strategic choices on the distribution of roles, responsibilities and the creation of required capabilities throughout the ILC. A future as a vibrant global meeting place demands different roles and expectations from the various types of members and the Secretariat, different to those required by an entity that stimulates and enables (including resource mobilization) the creation of knowledge.

The MTR recommends a focus on creating a vibrant global meeting place, with the Secretariat offering competent knowledge *brokers*, dedicated to creating and sustaining a state-of-the-art infrastructure through which the most relevant knowledge (i.e. information processed into knowledge that can be applied by its intended users) can be selected and made globally accessible. This would not only require an adapted skill set of Secretariat staff but also an evolution from offering a repository of land-related documents and reports to a self-learning website offering personalised user/search profiles based on historical search patterns (e.g. think of YouTube offering suggestions associated to your own search queries).

(SO3) Position ILC as legitimate body for validation and synthesis of knowledge

In line with the above recommendation ILC's role should be more to assimilate rather than to produce knowledge, and should go further than just being a repository of information. It includes maintaining and expanding ILC's reputation as an efficient and legitimate body for the synthesis and validation of land-related knowledge products – be it policy, opinion or research papers from members or non-members – with the aim of increasing quality and broadening support for these knowledge products in line with ILC's overall goal. In doing so, ILC needs to ensure that it performs this function for its entire membership base (and not primarily for IGOs to get inputs from CSOs but also vice-versa) to secure continued recognition and respect for its diverse membership base.

Concerning SO2: (SO2) Further reaching decentralisation

The current decentralisation to regional level is a promising initiative, which could be used to create inclusiveness and ensure substantive impact at national level. More far-reaching regionalisation is needed to fully operationalise the regional structure. One regional coordinator with limited budget and mandate is not enough to maximise regional potential. Regional nodes need to become more independent and more operational freedom and budget will be required for regional coordinators with mandated responsibilities in the execution of (semi-) annual plans in support of NESs, with the regional steering committees providing strategic guidance in cross-country learning and prioritisation of international advocacy efforts.

(SO2) Bottom-up alignment towards regional and global action

Align ILC strategy from country level upwards. Translate country level strategies into joint regional action. Stronger and better equipped ((human) resources and capacities) regional nodes should assess thematic overlaps between NES and bring country networks together based on identified shared themes. Apart from sharing knowledge, discussions should focus on joint regional (political) action in support of national policy influencing priorities. Impact at national level remains key, hence all regional (political) action must contribute to changes at national level.

To ensure operations take place as close as possible to impact level (hence at national level), global action also needs to be decided bottom-up (hence country or regional level). To ensure the maximum contribution of global interventions to national change, access to global fora should be decided on regional or national level.

Concerning SO1: (SO1) More dedicated focus on country level

Change at government level could be further influenced by neutral facilitators (financed by national members) at country level with the sole objective of fostering multi stakeholder collaboration. These 'national facilitators' would report to the regional steering committees, so that country information feeds directly into the regional structure. The active 'pushing and pulling' role the global Secretariat currently plays in the attempt to link members, share information and influence policy fora, would need to be copied at national levels.

(SO1) Adopt collective working approach

In facilitating the process towards a common frame of action (see also recommendation 1) ILC could stimulate a more collective working approach at country level, capitalising on the complementary contributions of diverse members according to their individual interests and constituencies. A collective working approach does not mean doing everything together, but is a joint approach calling on contributions from each member according to their comparative advantages and each using a variety of policy-influencing instruments appropriate to their identity (see picture below). This includes calling upon the networks and structures of country-level representatives of IGO members and Strategic Partners.

Policy influencing continuum
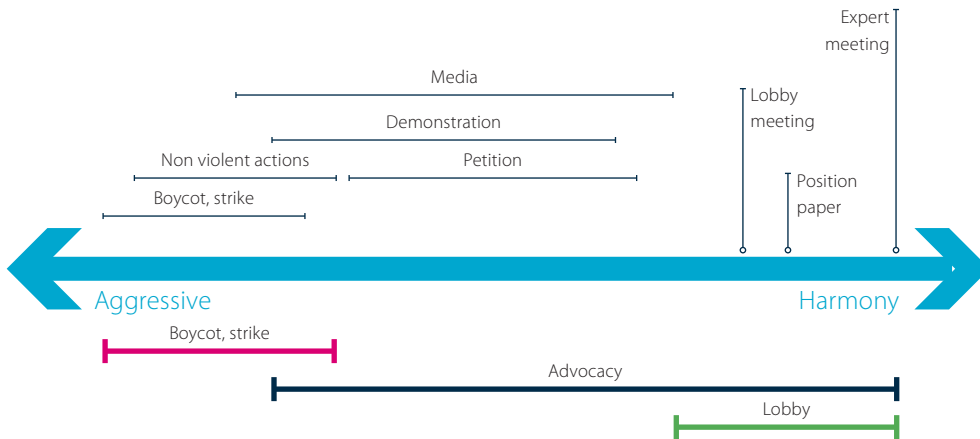
Note: The policy-influencing continuum illustrates a range of actions and approaches from more aggressive to harmonious that can be adopted to influence policy. It is recognised that different types of organisations will naturally adopt different approaches, whereby three broad categories of organisations are distinguished: activist, advocacy and lobby organisation. In one policy setting, a particular category of action can be most effective, while in another a combination of approaches may be required.

With regards to the roles of different members, IGOs could play a convening role in negotiations and improved relations between ILC members and private sector stakeholders. NGOs could play a role of research and support to FOs/IOs, rather than being an independent political actor. More activist-oriented members could contribute towards the same (strategic) objectives from the other end of the policy-influencing continuum, by for example non-violent protest action, demonstrations and/or strikes.

(SO1) Ensure claim making capacity

IGOs, NGOs and research institutes more often limit themselves to analysing the land situation and human rights violations, rather than making a claim on land and food rights. The composition of ILC members should include both land claim-making organisations and the NGOs, with the latter playing more of a supporting role. At the moment the influence of NGOs and IGOs is stronger in ILC than that of traditional claim-making organisations such as FOs and indigenous organisations.

Effectiveness in delivery (including Monitoring and Learning)

Recommendations concerning the effectiveness in delivery of ILC should be regarded in conjunction with the above mentioned recommendations, as these relate to the five 'building blocks' of the cooperation system that determine the relevance and outcomes of the ILC. The recommendations below suggest internal measures to the ILC governance system:

Country driven bottom-up alignment of strategies

Within the context of the wider SF, work towards more coherent programmatic NESs to give direction to concerted ILC action at country level. At the same time consider and use

the new generation of NESs as the basis for operational (annual) advocacy and knowledge planning at regional and global level, whereby conscious efforts are made to prioritise actions at international level based on their relevance and potential contribution to policy influencing at national level.

Tailored cooperation based on needs and possibilities at country-level

Land-related needs and possibilities for cooperation will differ from country to country. The national ILC platform membership will have to be tailored to specific country contexts, and with existing local ILC members taking the lead in identifying and recruiting partners that can make the biggest difference in their policy-influencing efforts. This could start with (re-) activating members that have so far remained passive, or actively approaching new members representing constituencies that remain underrepresented or that are powerful and therefore instrumental in realising ILC ambitions. This also implies that in certain countries members would accept and pursue close partnerships with the private sector and/or government entities, even if formal membership of the global ILC would still be too controversial. It is recommended that local network facilitators be appointed to support this process.

In line with this increased country-focus, national platforms would have to take on more responsibility in terms of resource mobilisation. The in-country representatives of ILC's strategic partners may prove to be an entry-point for this, but a county-specific budgetary framework including local fundraising strategy would have to become part and parcel of the next generation of NESs.

Regional steering committees as central player in ILC

It is felt that the regional steering committees are ideally placed to govern a country-focused ILC. The regional steering committees could supervise and steer ILC facilitation at country level; ensure that the common elements in NESs in their particular region are identified and used for regional action/recommendations for action at global level; collect, analyse and convert local experiences into knowledge, and enable cross-country exchange and interaction–all activities being continuously monitored for compliance with support to national policy-influencing processes. This requires continuation and/or reinforcement of current decentralisation efforts to ensure that the regional nodes have the necessary capacity to play a key role in linking national with international ILC efforts.

Align processes to clarified roles at country, regional and global level

Once agreement is reached about the specific roles and ambitions of ILC at country, regional and global, processes need to be redesigned for fulfilment of these roles. At national level, processes and mechanisms for country-level facilitation will be required, including recruitment, management and resources. At regional level, managerial processes for the regional steering committee will need to be elaborated. At global level processes by which global advocacy efforts will be prioritised and implemented in support of country-level ambitions will have to be reviewed. In the same way knowledge management processes will have to be brought in line with ILC clarified ambitions in terms of becoming a leading knowledge network on land-issues.

Expand monitoring to assess ILC outcomes/Learn from experiences

Currently monitoring is primarily performed by the Secretariat, focusing on inputs, activities and outputs (deliverables) with accountability as its main driving force. This type of monitoring of course remains important and needs to continue to ascertain transparency and ensure continuation of (financial) support from strategic partners. It is recommended that these monitoring efforts are expanded to outcome level, aimed at capturing the many but diverse effects of ILC's knowledge management and policy influencing efforts. It is recognised that the indicator system of the existing logical framework does not provide ILC with the necessary tools to capture these higher level results, and that another monitoring system is needed that is better able to deal with the complexity and unpredictability of ILC's results. Outcome Mapping may serve this purpose and the MTR could even serve as its baseline, but various other resources exist that describe M&E frameworks specifically designed to monitor the effects of advocacy work.

Annexes

Terms of reference

Introduction

2013 is the second year of actual implementation of the 2011-2015 Strategic Framework of the International Land Coalition. The strategic framework is a tool to help ILC to fulfill its mandate, position ILC as a leading voice and a representative global actor in the land arena and fulfill members' expectations, taking into account key land-related challenges at global, regional and national levels. In order to assess the continued validity of the Strategic Framework 2011-2015 and progress made towards achieving the 2015 targets as well as to identify any need for adjustments, the ILC Secretariat is commissioning an independent mid-term review (MTR) to be carried out by a consulting organisation.

The primary audiences for the MTR are the ILC Secretariat, the ILC Council and core donors of the Coalition. The results of the MTR will be used to take necessary corrective actions that enable the delivery of the objectives, targets and expected outcomes of the Strategic Framework.

Background

The ILC is a global alliance of 152 intergovernmental and civil society organisations working together to promote secure and equitable access to and control over land for poor women and men through advocacy, dialogue, knowledge sharing, capacity building, and empowerment. In pursuit of this mission, ILC members, with the support of the Coalition's Secretariat, develop and implement quadrennial strategic frameworks that guide ILC interventions.

The current Strategic Framework, approved at the Tirana Assembly of Members in 2011, covers the period 2011-2015, with the general thrust of "*catalysing partnerships for a stronger commitment to a pro-poor land governance agenda*". The goal of the Strategic Framework is "to enable rural women and men to gain secure and equitable access to and control over land in order to increase their food security and overcome poverty and vulnerability", assuming therefore that equitable land access and tenure security contribute to poverty reduction and to the resilience of production systems of poor rural households.

This goal is supported by four Strategic Objectives:
1. Influence the formulation and implementation of national land policy for the benefit of rural people;
2. Influence global and regional land-related processes and systems in favour of pro-poor land policies and governance;
3. Build the world's largest leading knowledge network on land governance, contributing to substantive improvements in the monitoring, sharing, and uptake of land-related knowledge;
4. Strengthen ILC as a vibrant, solid, and influential global actor on land related issues.

The achievements of these objectives are expected to radically transform ILC into a model Global Action Network that effectively influences land-related policies at national, regional and global levels by mobilising and connecting members, by generating quality knowledge and by convening inclusive multi-stakeholder consultative processes.

Objectives and scope of the mid-term review (MTR)

The selected consulting organisation shall carry out the MTR with the overall objective of enabling the International Land Coalition (members, the Council, the Secretariat and partners) to assess progress made toward achieving Strategic Framework (SF) objectives and key targets and identify possible adjustments to be made. The purpose of the review is to *assess the achievements of the Strategic Framework activities against the stated results and toward the expected outcomes*. It involves a *re-examination of the relevance of the strategy design and of the soundness of the logical framework*. It will also *identify significant factors that are facilitating or impeding the delivery of expected results and to moving toward achieving the end-of-strategy outcomes*. The assessment is expected to lead to *lessons learned* and concrete and feasible/ actionable and realistic *recommendations* for the future*, specifically on activities (on-going or planned) to achieve the Strategic Objectives*.

The selected consulting organization will review progress made and obstacles encountered in the pursuit of the objectives of the Strategy, as well as re-examine key aspects of the Strategic Framework as follows:

- RELEVANCE OF THE STRATEGIC FRAMEWORK
- EFFECTIVENESS IN THE DELIVERY OF THE STRATEGIC FRAMEWORK
- EXPECTED RESULTS AND PROGRESS TOWARD THE END-OF-STRATEGY OUTCOMES
- MONITORING AND LEARNING

RELEVANCE OF THE STRATEGIC FRAMEWORK

- Appropriateness of the strategy's level of integration between the focus areas, in light of the current global context as it pertains to land governance;
- Coherence between the objectives, approaches and the expected end-of-strategy outcomes;
- Members' participation in the formulation process and sense of ownership of the Strategic Framework
- The likely sustainability of the Strategic Framework interventions and activities;

Some of the key designs questions to answer include:

- How well are the four Strategic Objectives responding to the identified priorities, the expressed needs and demands?
- Are there gaps or insufficient focus in some areas?
- How far has the ILC been able to respond to regional and country priorities and needs in general as well as in particular to the demands of its members?
- To what extent are the intended outcomes the most relevant and feasible indicators of achieving the SF objectives, and what adjustments may be advised?
- Is the design of monitoring mechanism appropriate?

EFFECTIVENESS IN THE DELIVERY OF THE STRATEGIC FRAMEWORK

- General implementation and management of ILC's Strategic Objectives (SOs) in term of coherence between the SF, the Operational document of the SF, the annual work plans and budgets.

- Extent to which the four Strategic Objectives are being achieved
- Extent of ILC's achievements at national, regional and global levels
- Capacity to mobilize appropriate resources to implement the SF
- Efficacy in mobilising quality of inputs from members and partners and in initiating activities aimed at delivering the SF
- Major factors which have facilitated or impeded the progress of the SF implementation;
- Adequacy of management arrangements as well as monitoring and backstopping support given to the SF by all parties concerned;
- Adequacy and efficacy of the institutional set-up for delivering SF, and in particular the extent to which it has facilitated engagement of ILC members and partners, as well as of target beneficiaries;
- Responsiveness of the ILC Secretariat to changes in the environment in which the Strategy is implemented;

Key questions to be answered include the following:

- Where does the ILC stand with regard to the implementation of the SF as a whole and of individual Strategic Objectives?
- What are the main achievements at national, regional and global levels?
- Have there been changes in ILC's mode of operations that affect the implementation of the SF?
- Is there any departure from the SF and why?
- What are the reasons and which corrections need eventually to be made?

EXPECTED RESULTS AND PROGRESS TOWARD THE END-OF-STRATEGY OUTCOMES

- Achievements to date and progress toward the SF expected results, and likelihood of achieving the 2015 outcomes;
- Commitment of ILC members and partners to support the ongoing SF, including learning and information sharing across the ILC network
- Likely degree of support from the members and partners of the ILC in integrating the SF objectives into their institutional frameworks and other related projects, and how well the SF fits into their own project plans;
- Significance of achievements to date with regards to ILC's maturity and capacity to deliver complex multi-year strategies (including ILC Secretariat management capacity and whether it matches the needs of the network);
- Significance of achievements of the SF with regards to the ability of the Coalition to enhance member-to-member co-operation within countries, regions and globally;

MONITORING AND LEARNING

- Adequacy of the supervision and oversight mechanism in order to track-progress and identify and respond to deficiencies;
- How is the M&E and learning component of the SF being implemented to keep track of progress, and is it helping to identify and respond to areas needing attention, and to communicate results to members and the general public.

Possible priority areas for the MTR

In reviewing the SF planning cycle, as indicated above, the selected consulting organisation shall pay special attention to the following key elements of the SF:

1. Engagement in focus countries

- *National Engagement Strategies (NES)*, with a review of processes, performance and lessons learned in the selection of focus countries, the formulation of NES documents, participation of actors, role of members vis-à-vis ILC Secretariat at country level, NES implementation.
- *Coherence in deploying ILC support at country level*: NES support; land monitoring; women's land rights; horizontal learning and support between NES countries

2. Engagement in regional and global policy processes: Vertical integration and synergies between ILC engagement at global, regional and national levels

3. Knowledge generation: Soundness of ILC investment in knowledge generation and sharing

4. Decentralisation/regionalisation: ILC's approach to decentralisation, including with respect to the relationships of the ILC Secretariat and regional platforms (coordination units, hosts, platform assemblies, Steering committees) concerning the delivery of the regional components of the SF

5. Cross-cutting
- **ILC Secretariat workforce management** with respect to the implementation of the SF
- **ILC's communication** efforts and the extent to which it is supportive of the SF goal
- **ILC's M&E and learning strategies**, and its overall efficacy
- **ILC's membership expansion and implications**

Building on this indicative list, a limited number of priority areas for the MTR will be agreed upon following a consultation with the ILC Secretariat and regional coordinators.

Methodology

The selected consulting organisation shall carry out the review process through a review of relevant documentation, participation in selected country-level events of ILC; on line survey and interviews with members and partners

Conclusions and Recommendations

Based on the above objectives and methodology, the selected consulting organisation shall provide brief and clear conclusions, as well as concrete and feasible/ actionable and realistic recommendations on activities (on-going or planned) to achieve the Strategic Objectives, including:

- The status of the implementation of the SF
- The degree to which the SF targets and expected outcomes are likely to be delivered;

- Significant lessons that can be drawn from the experience of the SF objectives and its results, to date, particularly those elements that have worked well and those that have not;
- Concrete and feasible/ actionable and realistic recommendations on improving implementation for the remainder of the Operational Document of the SF;
- Recommendations on further action upon completion of the current SF;
- Recommendations on ILC's potential role in supporting country-level implementation of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests.

Indicative mission timetable, deliverables and itinerary

The MTR review process is expected to take place between September 2013 and January 2014. The 1st draft of MTR report is expected in mid-January; with a final report taking into account feedback from Secretariat, Council members and key partners to be submitted by March 2014. The recommendations of this final report will be discussed at 2014 mid-year Council meeting (see annex for details).

The detailed schedule is to be agreed with the selected consulting organisation.

Documentation required from interested consulting organisations

Interested consulting organisations are required to submit a technical and a financial proposal.

1. Technical proposal

The technical proposal should, among others, contain information on:

- The relevant experience of the consulting organisation
- Composition of proposed team (team members and their summary professional profiles)
- The understanding of the MTR assignment
- Methodology to be used to carry out the review process:
- Detailed schedule for carrying out the assignment

2. Financial proposal

The financial proposal will provide the overall and detailed costing for completing the MTR assignment (consultant remuneration, travel costs, etc). Please make your financial proposal including the "Format for Cost Estimation" table in Annex 2.

Please note that the maximum anticipated number of man-days of work from the consultant team is: __80 days__ (including the time for preparing the report and for visits to Rome and selected countries)

Criteria for evaluation of the proposals from candidate consulting organisations

In reviewing the bids, we will apply the following weighting:
- Technical proposal : 60 per cent
- Financial proposal: 40 per cent

The proposed team of consultants, in particular, will be assessed on the basis of the following technical criteria:

- Experience of carrying out international assignments (especially in Africa, Asia and Latin America and Caribbean);
- Expertise on (a) efforts toward impacting food security and poverty reduction; (b) partnerships and joint action at national, regional and global levels, with an emphasis on policy processes; (c) land tenure and gender; (d) evaluation techniques pertaining to diverse networks, wide system change and local-level empowerment; and (e) institutional and organisational development;
- Experience with multilateral organisations and diverse elements of civil society, including social movements, NGOs, producer organisations, indigenous peoples and women's organisations and research institutes,
- Ability to work in English, Spanish and French.

Outcome mapping approach

Outcome Mapping Methodology: Introduction

Understanding and capturing the results of complex change processes, like those brought about by the ILC, requires a particular method fitting this complexity. OM is based on the principle of actor-centred development and behaviour change (1st principle of OM see below). In other words OM recognises that actors (people and organisations) drive change processes. It is only when the actors involved in / targeted by an intervention change their ways of working, progress towards desired outcomes can be achieved. Recognising these actors and their intended 'behavioural change' is an important starting point for mapping actual progress.

As changes are driven by actors that have multiple interests and ideas, the exact nature of how and what will change is difficult to predict. Outcome Mapping is not based on 'verifying' whether predetermined / planned results have been achieved, but recognises that there will be unexpected changes worth capturing (2nd principle of OM). The shaping of the MTR will be specifically designed to capture actual changes / results, be it expected or unexpected, to arrive at a comprehensive picture of progress made.

Finally, Outcome Mapping is primarily a collective learning method (3rd and 4th principle of OM). It is meant to capture progress to date with the aim to draw lessons for the future in a participatory way.

Outcome Mapping Methodology: approach and principles

Outcome Mapping (OM) is an approach to planning, monitoring, and evaluating social change initiatives developed by the International Development Research Centre (IDRC) in Canada (Earl et al., 2001). At a practical level, OM is a set of tools and guidelines that steer project or programme teams through an iterative process to identify their desired change and to work collaboratively to bring it about. Results are measured by the changes in behaviour, actions and relationships of those individuals, groups or organisations with whom the initiative is working directly and seeking to influence (Smutylo, 2005).

OM methodology recognises complexity of the tendencies that have become common in development policy and practice. Specifically OM recognises that intended changes are based on value-based hypotheses that often challenge the 'status-quo' being in some conflict with the existing reality. This makes that exact results are impossible to predetermine, predict or control. Therefore, 'linear' or 'Newtonian' approaches, often imported inappropriately into development are often inadequate and rather constraining. Pressing development with the agenda of delivering clear, specific, measurable outcomes is in conflict with complexity of reality in which the changes take place.

In pursuit of intended changes/results, organisations should, and most successful of them do, become in fact "non-linear, dynamic social change agents". This means working with and adapting to emerging changes as their efforts unfold instead of strictly pursuing the "right" pre-determined inputs-activities-outputs equation. These organisations recognise that in a complex system characterised by interaction and interdependent forces, trying to predict what will happen over the course of an intervention that will run for a number of years, may well be unrealistic, possibly ineffective, or even counter-productive. A more appropriate response is the adoption of a different attitude to uncertainty and prediction, which is to simply accept that some aspects of change or some future events can be foreseen within appropriate timescales, and some can't.

The conceptual thinking of OM can be applied throughout the Planning, Monitoring and Evaluation (PME) cycle and can be given shape by 4 guiding principles.

1. Actor-centred development and behaviour change:

OM recognises that people and organisations drive change processes. The problem to be tackled, the aims of the project and the indicators of success are defined in terms of changes in behaviour of these actors. Understanding and influencing change requires engaging with these actors, their role, their relationships, their mind-sets and motivations. This is crucial, as they have different visions and perceptions of change. OM is sensitive to this, allowing different actors to explore their own perspectives.

2. Non-linearity and contribution, not attribution and control:

With OM, processes of transformation and change are owned collectively; they are not the result of a causal chain beginning with 'inputs' and controlled by donors, but of a complex web of interactions between different actors, forces and trends. To produce sustainable changes, projects should contribute to and influence these processes of social change, rather than focusing on controlling specific outcomes and claiming attribution. A more honest approach can generate a more meaningful picture of the actual contribution and role of a project/programme in achieving results.

3. Continuous learning and flexibility:

OM emphasises that the most effective planning, monitoring and evaluation activities are cyclical, iterative and reflexive. They aim to foster learning about the actors, contexts and challenges involved in influencing social change. OM enables this learning to feed back into adaptations to the project as it proceeds, and can be used by project partners to influence their actions.

4. Participation and accountability:

By involving stakeholders and partners in the PME process and emphasising reflection on relationships and responsibilities, participation incorporates valuable perspectives and fosters a two-way accountability that is often missing in frameworks oriented towards upward accountability. It could help agencies work towards commitments in the Paris Declaration on mutual accountability and ownership.

Outcome Mapping Methodology: process steps.
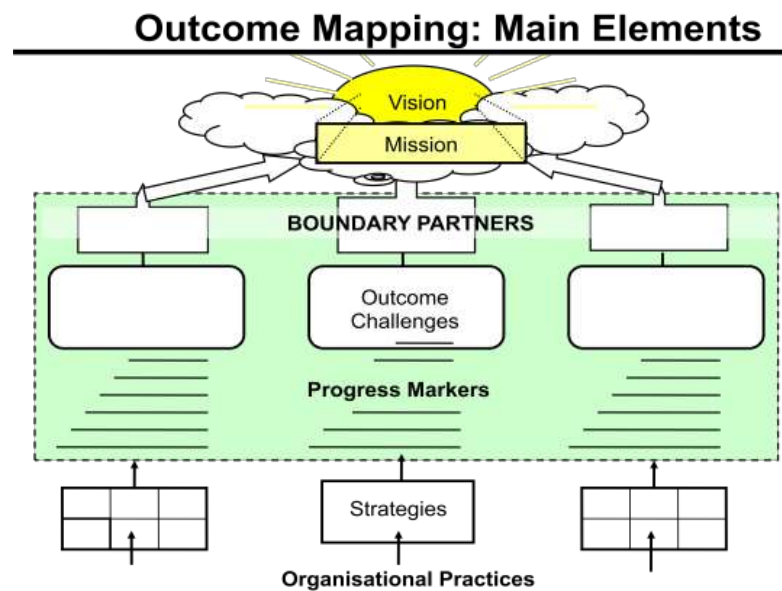
The above picture, illustrates the elements of the Outcome Mapping methodology. In practising Outcome Mapping in the MTR, the following steps are followed;

1. Clarifying Vision and Mission;
First steps in practising outcome mapping is clarifying the overall goals of the cooperation system (in this case ILC) at stake. The vision is the desired societal change that the cooperation system would like to see realised. It is acknowledged that the cooperation system can not make this vision happen on its own, but at best make a contribution to this. This envisaged contribution is the mission of the cooperation system.

In this particular MTR, the vision and mission are already articulated in the Strategic Framework and are taken as a given.

2. Development of Actor map.
As Outcome Mapping is a actor-centred method, aimed at mapping behavioural change of
selected actors, first step is a clear identification of the actors who will be the subject for
mapping change in behaviour. The actor-map illustrates the connections between the
organisations / entities that are involved in the change process in pursuit of the overall
mission and vision. In this actor map, so-called boundary partners are identified, which are
partners / target audiences outside the scope of control, but inside the scope of influence,
through which the cooperation system hopes to realise its desired goals.

Subsequently the most import boundary partners are identified (i.e. those that can be
expected to make the biggest difference in the desired change process) as subject for
measuring change in behaviour.

3. Formulation of Outcome Challenges.
Next step is the formulation of so-called outcome challenges per selected boundary partner.
The outcome challenge
✓ Describes behavioural changes
✓ About a single boundary partner
✓ Sets out the ideal behavioural changes
✓ Describes the boundary partner's contributions to the vision

In other words, this outcome challenge describes the ultimate desired behaviour of the
selected boundary partner, which in fact is the highest result level being pursued at the
level of this particular actor.

4. Development of the Progress Markers in the "ladder of change".
With the outcome challenge as the highest and most ambitious step in the ladder of change,
so-called progress markers are formulated.

Progress markers are:
✓ A graduated set of statements describing a progression of changed behaviours in the
  boundary partner
✓ Describe changes in actions, activities and relationships leading to the ideal outcome
✓ Articulate the complexity of the change process

Subsequent progress markers are supposed to show recognizable gradual change from
initial to more profound changes in behaviour in a single boundary partner. Together the
progress markers become a "ladder of change" moving from behaviour that we expect to
see to what we like to see and ultimately to what we love to see (see also picture below).
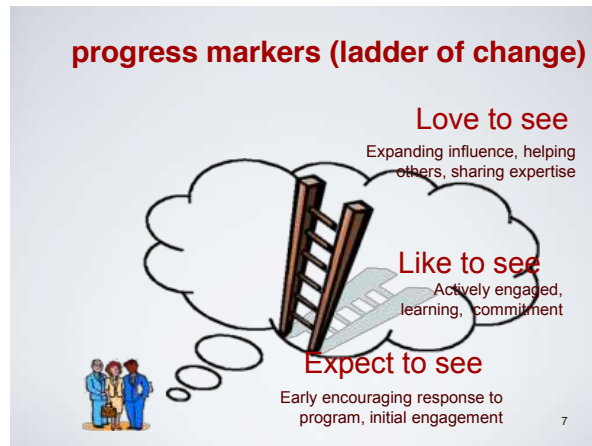
5. Identification of illustrative signs to distinguish levels of behaviour.
Outcome Mapping is designed to provide an M&E system that does justice to the unpredictable non-linear nature of social change processes. In practice, this means looking at reality and recognising signs that illustrate a particular level of behaviour (ie. progress marker). Even though these signs can not be predicted, in M&E processes where data collection is carried out by more than one person, it is helpful to identify "illustrative" signs that data collectors can keep in mind while mapping and categorising actual behaviour. Using such signs adds to the transparency of the process, while it also helps in creating uniformity in 'assessing / categorising' reality on the ladder of change.

It is however of key importance that data collectors do not treat the signs as "check-lists" but keep an open mind in mapping reality, as changes in behaviour most likely will be, at least partly, manifested in unexpected different ways / signs.

Progress ladders

Progress ladder national governments
What behavioural changes do governments need to make to implement people centred land policies?

The ladder of change for national governments starts with inadequate implementation of land related policies. Signs of evidence in this stage are for example widespread land tenure insecurity and land conflicts and non-functional land policy.

Progressing one step would lead to the recognition of land as an important issue, visible by for example governments statements on land in media and the launch of commissions/initiatives on land issues from government's side.

Third step comprises government engaging in dialogue with land concerned actors, observable for example by the requests for technical support from relevant IGOs and government representatives attending or organising CSO meetings.

Fourth level is a government considering input/opinion from other stakeholders, for example by requesting feedback on draft government documents or reflecting input from non-state actors in official government documents.

Fifth step is the adoption of transparent and participatory decision making, visible for example by public dissemination of agendas for policy reform and none-state actors are invited to give testimony to Parliament.

Sixth level is the adoption of people-centred land policies and legislation, to be observed though for example policies that are consistent with the principles of the Poverty and Conservation Learning Group (PCLG) and outputs (documents, mechanisms, planning) showing participation of all parties.

Last level is the actual implementation of people centred land policies, visible by the production of implementation decrees and implementation mechanisms involving variety (number/diversity) of stakeholders.

Progress ladder regional/global structures

What changes in regional/global structures are envisioned to implement (or recommend implementation of) people-centred land governance?

The actor group for influencing regional and global processes seemed less obvious to specify, then was the case on national level. Therefore, it was decided to construct a general ladder of change for these processes, not specifying the actor group any further.
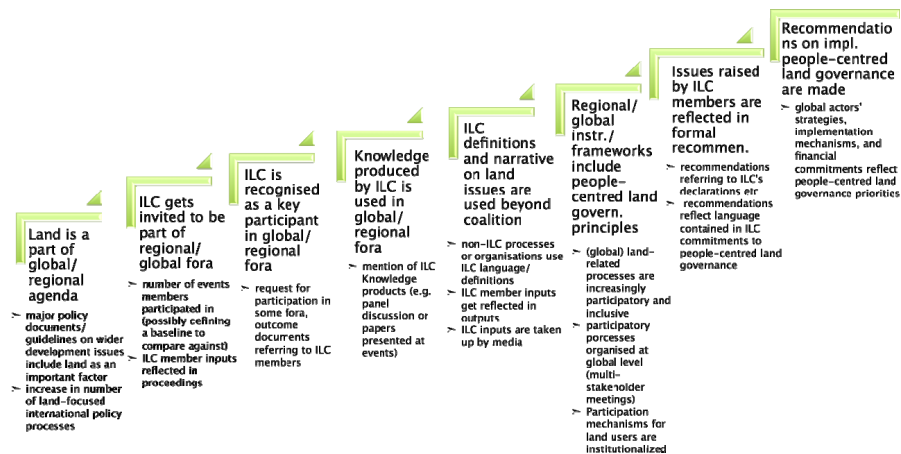
Starting situation for regional/global structures the fact that land is part of the agenda, for example visible through major policy documents on wider development issues including land as an important factor.

In the second step ILC gets invited to be part of regional/global fora, to be observed in for example the number of events members participate in.

The third step recognises ILC as a key participant in global/regional fora. A sign of evidence hereof is for example the outcome documents referring to ILC members.

In the fourth progress step knowledge produced by ILC is used in global/regional fora.

Again one step higher on the ladder of change (fifth step) ILC definitions and narratives on land issues are used beyond the coalition, examples are ILC inputs taken up by media.

On the sixth' level regional/global instruments and frameworks include people-centred land governance principles. Signs of evidence are for example institutionalised participation mechanisms for land users and globally organised participatory processes.

In the seventh step of progress issues raised by ILC members are reflected in formal recommendations, for example by referring to ILC's declarations and/or reflecting language contained in ILC commitments to people-centered land governance.

Lastly, recommendations on implementing people-centered land governance are made.

Process description methodology

Inception meeting, October 2013

The focus of the inception meeting[1] with the secretariat was to ascertain a common understanding of the purpose of the assignment and of the 'Theory of Change' along which the ambitions of the ILC are being pursued. This process started with a review of the relevance and logic of the strategic framework followed by a mapping of how the different actors making up the coalition (from secretariat to beneficiaries) interact and what kind of contribution is ultimately expected from each of these actors to realize the ambitions of the coalition as a whole.

Subsequently the starting situation for each actor group was determined and intermediate progress markers were defined to illustrate increasing "levels of behaviour" of actor-groups that are considered necessary for the success of the coalition. This resulted in **progress ladders** (ladders of change) and derived instruments. A start was made to attribute 'signs' to each progress marker as evidence for reaching this stage. After the inception meeting, the Secretariat finalized the identification of signs for each progress marker.

Data collection, October-December 2013

In the **desk-study** the MTR team has reviewed how ILC has worked towards the four strategic objectives in 2012 and 2013 and studied the overall developments within ILC. A list of all documents included in this MTR can be found in annex 5.

In close consultation and in line with the ToR six country case studies are selected for the MTR: **Peru, Guatemala, Indonesia, Nepal, Kenya and Madagascar**. These countries have been selected to cover a broad range of national experiences by providing not only a geographically balanced picture, but also in terms of national activity levels (e.g. involvement in NES or not), membership composition and specific national land issues.

By reasons of this diversity, aggregation of national data to regional or even global level is not possible. Countries, members and national ILC activities are too specific for each nation to be merged into a more general picture. However factors for success and/or challenges are deduced from each country case study that could be applicable in other countries.

During the country visits MTR team members have interviewed representatives of ILC members to get their perception on the relevance of the Strategic Framework. In addition to the information on concrete results that are attributed to the ILC, the on-going progress towards the strategic objectives has been mapped with the earlier developed progress markers. In most countries this happened in a participatory assessment process with the joint members, which at the same time served as a basis for developing recommendations for future action. During all visits particular attention has been be paid to capturing examples and experiences of monitoring and learning throughout the coalition.

[1] Rome, 16/17 October 2013

The MTR team observed **two regional meetings** (Johannesburg, 20-23 November 2013) and El Salvador, (6-9 November 2013) where collaboration and joint strategizing as well as information exchange was observed. Moreover, the regional meetings provided the opportunity to interview key-stakeholders in the regional governance structure of ILC and to observe the joint development of regional work plans.

To gain the insights of a maximum number of members, a short **survey to all members** was spread via survey monkey in English, French and Spanish. Respondents were questioned on the most important results per strategic objective, their contribution to it and the functioning and added value of ILC as a network. See also survey in annex 6. 38 people responded to the survey, 4 from Africa, 18 from Latin America, 12 from Asia and 4 from Europe and USA.

Through personal visits to the secretariat in Rome and through distant data-collection methods (Skype / telephone interviews / email correspondence) semi structured **interviews with key-actors** active at global ILC level were held. The purpose of this additional data collection was to ascertain a complete overview of perceptions of different stakeholders at global level and the results of ILC influencing global land-related processes and systems. An overview of people interviewed is attached in annex 7.

Selected respondents were interviewed with the progress ladders and derived instruments as a starting point for discussion, assuring to capture their contributions on visible influence of ILCs interventions. In most cases the ladders of change, areas of achievement and/ore the spiral of initiatives were not directly shared with the respondent. After the interviews the MTR team placed the responses and examples given in the appropriate place in the instrument.

The entire outline for the interviews can be found in annex 8.

Learning event, December 2013
During a learning event as part of the Council meeting in December 2013, MDF presented the preliminary MTR findings as a starting point for a joint, structured, participatory analysis. The analysis started from the identification of three strategic dilemmas that emerged from the preliminary findings. Subsequently participants were guided through a reflection process using different angles, with the aim to develop ideas, suggestions and / or recommendations in response to these dilemmas. The reflections and ideas emerging from this process were used to test and validate the preliminary conclusions of the MTR team and are interlaced in this report.

Reporting, December 2013 – March 2014
From December 2013 till March 2014 the MTR report was compiled. The first draft report was discussed by the secretariat during a staff retreat (January 27/28, 2014). The second draft was circulated amongst Council members, ILC members in case study countries and strategic partners. With their consolidated comments the report was finalized towards the end of March 2014.

In the Council meeting of June 2014 the final report will be presented.

Member survey

Mid-term review Strategic Framework 2011 - 2015 International Land

1. Priorities related to land issues

Thank you for taking the time to complete this short survey carried out by MDF Training & Consultancy, in the framework of the MId-Term Review of ILC Strategic Framework 2011 - 2015.

This survey should take no longer than 15-20 minutes of your time. MDF guarantees respondent confidentiality, all responses will be treated only for the use of this internal project and disclosed only after agreement from your side.

The survey will close at 18h00 CET on Monday 2 December 2013.

Please share your contact information

Name:

Organisation:

Country:

Email Address:

1a. What are in your view the most pressing priorities related to land issues till 2015? Please list them

Priority 1 till 2015

Priority 2 till 2015

Priority 3 till 2015

Priority 4 till 2015

Priority 5 till 2015

＊Does your organization work at national level?

◯ Yes

◯ No

2. Policy influencing at national level

One of the strategic objectives is to influence the formulation and implementation of national land policy for the benefit of rural people. This includes work in selected focus countries with a coherent, coordinated, and longer-term engagement, while supporting localized interventions in non-focus countries.

Mid-term review Strategic Framework 2011 - 2015 International Land

2a. Please describe below the types of ILC activities in your country you have been involved in 2011 - 2013

Activity 1	
Activity 2	
Activity 3	
Activity 4	
Activity 5	
Activity 6	
Activity 7	
Activity 8	
Activity 9	
Activity 10	

2b. Please rate the extent to which these activities contribute to addressing land governance challenges facing your country

	1=activity not relevant	2=activity partially relevant	3=activity relevant	4=activity extremely relevant
Activity 1	○	○	○	○
Activity 2	○	○	○	○
Activity 3	○	○	○	○
Activity 4	○	○	○	○
Activity 5	○	○	○	○
Activity 6	○	○	○	○
Activity 7	○	○	○	○
Activity 8	○	○	○	○
Activity 9	○	○	○	○
Activity 10	○	○	○	○

Comment

*Does your organization work at regional/global level?

○ Yes

○ No

3. Policy influencing at regional/global level

Another strategic objective of ILC is to work at the global and regional levels aiming at creation of an enabling environment for people-centered land processes.

3a. List regional (and/or global) land-policy processes in your area/field of work in which ILC has been engaged in 2011 - 2013

Process 1
Process 2
Process 3
Process 4
Process 5

3b. Rate the influence of ILC's engagement to this process in contributing to addressing regional (and/or global)land governance

	1=ILC's engagement of no influence	2=ILC's engagement of limited influence	3=ILC's engagement influential	4=ILC's engagement extremely influential
Process 1	◯	◯	◯	◯
Process 2	◯	◯	◯	◯
Process 3	◯	◯	◯	◯
Process 4	◯	◯	◯	◯
Process 5	◯	◯	◯	◯

Comment

3c. In which key relevant regional and global policy process in 2011 - 2013 ILC was absent and could have had an influential engagement in your view?

Process 1
Process 2
Process 3

4. Knowledge Network

One of the strategic directions for ILC is strengthening ILC as a knowledge network. The 2011-2015 strategic framework addresses this through an approach to Land monitoring (e.g. land matrix, land portal), Knowledge generation (e.g. joint research), and Capacity development (e.g.

training, learning routes)

4a. In which activities related to producing, sharing and/or using knowledge within the ILC network did your organization participate since 2011?

Producing knowledge

Sharing knowledge

Using knowledge

Other

4b. What are in your view the most important results in this regard?

Producing knowledge

Sharing knowledge

Using knowledge

Other

4c. How can ILC be further strengthened as a knowledge network (one suggestion per text box)?

Suggestion 1

Suggestion 2

Suggestion 3

5. Vibrancy and global influence

One of the strategic directions for ILC is strengthening ILC's network vibrancy and influence (mobilizing and connecting members and reaching out to other relevant actors as a network).

5a. Which score would you give ILC for having the right mix and size of membership to be an influential global actor on land governance issues?

1= no right membership composition at all, 10=perfect membership composition to be influential actor

○ 1

○ 2

○ 3

○ 4

○ 5

○ 6

○ 7

○ 8

○ 9

○ 10

Please explain your scoring

5b. Has the interaction with other organizations increased /changed since joining the Coalition (e.g. more knowledge sharing, new partners, new activities)?

○ Yes

○ No

Please explain how

5c. What activities have you seen within the Coalition since 2011 to strengthen network vibrancy and influence?

Activity 1

Activity 2

Activity 3

Activity 4

Activity 5

5d. What can be done to strengthen ILC as a vibrant and influential global actor (one suggestion per text box)?

Suggestion 1	
Suggestion 2	
Suggestion 3	

6. Final Remarks

6a. What could the Coalition do to be more effective in reaching the goal of secure and equitable access and control over land (one suggestion per text box)?

Suggestion 1	
Suggestion 2	
Suggestion 3	
Suggestion 4	
Suggestion 5	

6b. Anything else you would like to share?

List of consulted documents

(Annual) Reports
- Annual report 2011, IILC
- Annual report 2012, ILC

- Report on the Programme of Work 2011
- Report on the Programme of Work 2012
- Report on the Programme of Work 2013

- Programme of work and budget 2011
- Programme of work and budget 2012
- Programme of work and budget 2013
- Programme of work and budget 2014

- Report of the ILC International Conference and Assembly of Members 2011
- Report of the ILC International Conference and Assembly of Members 2013

Strategic documents
- Strategic Framework 2011 – 2015
- Strategic Framework 2011 – 2015 Operational document
- Strategic Framework 2007 – 2011
- Operating Framework
- Survey Strategic Framework 2011 – 2015 consultation with members and partners

Institutional documents
- Charter and Governance Framework

Membership
- ILC Membership and Expansion: a Political Analysis
- Membership Strategy for the International Land Coalition
- ILC Membership Contribution Policy
- Memberslist

M&E
- Monitoring and Evaluation Framework
- International M&E, INTRAC (mr. Simister)

External studies
- Independent Review of the Implementation and OImpaxt of the ILC 2007 – 2011 Strategic Framework, iScale
- Feedback Survey for Transnational Social Change Networks, Keystone and iScale
- External Evaluation ILC, Universalia

Regional

- Evaluation of the Regionalisation of the ILC in Africa
- Africa Regional Meeting 2013, consolidated reader
- ILC members' meeting: strategy on women's land rights in the region Nairobi 1 June 2011 (PUP)

- Natural Resource Management and Land Tenure in the Rangelands (PUP)
- Lessons Learned from Kenya and Tanzania, Learning Route Visit – September 13-28, 2012 (PUP)
- ILC-GLTN training on gender evaluation criteria for large-scale land tools June 20, 2012 (PUP)
- Learning route rangelands 1 and 2 (PUP)

- Land Governance in Asia, framing the debate series
- Minutes of the ILC Asia Knowledge Exchange Day and ILC Asia Regional Assembly 2013
- Getting it Right: Gender Evaluation Criteria Training & Planning for In-Country Land Initiatives (and additional meetings with ILC members) (PUP)
- Regional Training on Enhancing Civil Society Land Monitoring Effectiveness (PUP)
- Land and Agrarian Learning visit to the Philippines of the High Level Delegation of the Government of Nepal from the Ministry of Land Reform and Management and Civil Society Organizations (PUP)

- Planificacion 2013 ILC America Latina y el Caribe
- Reflexions sobre veinte años de proyectos de desarrollo relacionados con la tierra en América Central, Fao/Banco Mundial, Univeridad de Wisconsin/USA.
- Estructura Regional, América Latina y el Caribe
- El Observatorio Global www.landmatrix.org
- ENI Colombia, Ecuador and Bolivia
- (Land Governance in Brazil, framing the debate series)
- Colaboración para generar conocimiento dinámico sobre Gestión Territorial Contribución N° OC/LAND/10/16 (PUP)
- Plataforma de Comunicación e Incidencia para el posicionamiento de la ILC a nivel regional (tercera fase) (PUP)

Indonesia
- Six Decades of Inequality : Land Tenure Problems in Indonesia (2011) by Dianto bachriadi and Gunawan Wiradi, Agrarian Resourece Centre, Bina Desa & KPA
- Indonesia : The Unrelenting Fight for Genuine Land Reform, Campaign Update 2010–2011 by Land Watch Asia
- Scoping Study on Land in Indonesia: Towards National Engagement Strategy of Indonesia, A Draft
- Presentation of the workplan 2014 by ILC Indonesia members, Presented on September 9, 2013 in ILC Asia Regional Assembly in Mongolia

Nepal
- Land Acquisition Dynamics in Nepal : Actors, Processes and Effects (2013), Policy Brief, Issue No.1
- National Engagement Strategy (NES) Nepal, Workplan and Budget 2014 (September 2013)

- Land and Agrarian Rights Campaigns : Annual Progress Report, 17th July 2011 to 15th of July 2012
- Brief Progress Update on Evidence Based Policy Debate Series on Land Issues in Nepal, October 2012 – September 2013
- Brief Progress Report on NES Nepal : October 2012 – September 2013
- The Land Development Boom in Katmandu Valley : Commersial Pressures on Land (2011), by Bharat Shrestha, College of Development Studies
- Land and Agrarian Rights Movement in Nepal : Reflections 2009, 2010, 2011 and 2012

Madagascar
- National Engagement Strategy Madagascar
- Rapport 2013, Perspectives 2014, SIF
- Between the legal and the legitimate: Status of land governance in Madagascar, key findings of the Land Governance Assessment Framework

Kenya
- Draft National Engagement Strategy Kenya
- MACOFA Background document
- Rationale for Community Empowerment and Institutional Building, MACOFA
- Rural Common Property in a Perspective of Development and Modernization, collaborative study FAO, CAPRi, ILC

Guatemala
- ENI Guatemala (2013 and 2014)
- Marco Estratégico 2011-2015, document Guatemala

Peru
- ENI Peru 2013: Estrategia Nacional de involucarmaiento para una 'governancza ersponsable de la tierra.
- Safeguarding Comunal Territories in Peru: www.comunidadesdelperu.org

Interview guidelines

- Needs and Priorities related to land issues
- National level: Progress towards SO1 (scoring 2011 and 2013)
- Regional/global level: Progress towards SO2
- Why?
- Examples of SO3 interventions
- Progress towards SO4 (scoring 2011 and 2013)

Needs and Priorities: perceived needs and priorities on land-related issues in the country and the extent to which ILC is addressing them.

Data collection method: Envisioning (group or individual interview)

Example questions
- What do you think all organisations in 5 years will need to accomplish on land-related issues in your country?
- Draw a picture of great achievement in land issues (timeframe: 5 years).
- What is a challenge in achieving that?
- What are priorities in achieving that?
- How do you (your organisation) contribute to that?
- How does the ILC network contribute to that?
- How relevant is the SF2011-2015 in this light? Are your pressing priorities addressed?

Progress towards SO1: progress in influencing formulation and implementation of national land policy.

Data collection method: Progress ladder SO1 (guided discussion)

Example questions (use ladder!)
- What is the current situation regarding land use policy in your country? (use the ladder, score every step 1 (not valid) to 4 (valid))
- How does the current situation differ from 2011? (use ladder, score every step)
- What happened between 2011 and now? Distinguish between external events (e.g. elections) and ILC-members activities/programmes?
- What was the contribution of the ILC network in this (as opposed to individual members' activity)?
- Is there any supporting evidence (annual reports, activity reports, media reports)?

Progress towards SO2: progress in influencing global/regional land-related processes/systems

Data collection method: Progress ladder SO2 (guided discussion)

In case of concrete event / activity
- What did you do on behalf of ILC? Explanation of event/activity.
- Process of coming to participate: Why your organisation? Why you? How did you prepare? With who? Joint effort?
- Actual event: Who was involved and what was your role? What was your input?
- What happened after the event/activity? What was the result of your participation?
- What did ILC as a whole (network) contribute to this result?
- What happened in terms of knowledge dissemination within the network related to this event?

In case of key role in regional ILC structure
- What is your role within ILC?
- How do you see ILC as a regional actor?
- Which regional land-related processes/systems is ILC trying to influence?

Progress towards influencing regional land-related processes-systems
- Into what extent do you see progress in ILC influencing (global and) regional land related processes/systems (use progress ladder 2 for further questioning).
- What changed in that regard since 2011?

Why?: Explanatory factors for the extent to which progress is made by ILC.

Streamlining possible explanations for the progress identified, we use five building blocks from network management theories. These building blocks should enable members in a cooperation system to co-create results and manage the dynamics favourable to achieve joint results. In the presence or absence of these issues explanations could be found for the extent to which progress is made.

I   Strategy of the network
Strategy is the result of a negotiating process between the parties involved and a selection from various options. A result-oriented, clear and shared ambition is translated into a strategy that leads to positive and joint results.

Key questions Strategy
- Is there a shared ambition in the ILC network?
- What is the reason why parties intend to cooperate?
- Is there a common goal? What is the added value to cooperate?
- Is the strategy based on a joint vision and/or theory of change?
- How have parties/partners been involved in the formulation of the strategy?
- How have parties/partners dealt with the differences during the formulation process?
- Is there a joint strategy (instead of an adding up of different individual strategies)?

II   Cooperation
The capacity to design healthy and vital cooperation between several actors, is based on the connection of partners / parties inside and outside / around (other stakeholders) the 'network system'. The extent to which the input from individual organisations is getting

space, as well as the capacity to utilize the differences constructively for co-creation and win-win solutions.

Key questions Cooperation
- Are all relevant actors / stakeholders that should be part of the cooperation system really partners in the cooperation?
- Can the network achieve results that cannot be achieved as individual organizations?
- Does synergy exist in the cooperation?
- Do partners use or profit from each others expertise / capacities / means?
- How do partners deal with the use of each others expertise?

III   Steering Structure
The steering structure is a selection, a choice, of a particular from of steering order as to organize predictable behaviour on communication and interaction between parties in the network system. The steering structure contributes to managing expectations (strategy, decision making, planning, funds, conflicts), and accountability of parties in the network regarding their strategic commitment, the mutual agreements, their responsibility towards their constituencies and finally towards principle agents (boards, donors, society etc.)

Key questions Steering Structure
- Does clear agreement exist on joint decision making?
- What is the role of different parties in the implementation of joint activities?
- In which way is information distributed and managed prior to joint decision making?
- How are joint means and funds being managed and controlled?
- How are the constituencies of various parties involved in decision making?
- How are different opinions being handled in decision making?
- Are decisions taken by consensus / voting / leadership..?

IV   Processes
Two types of processes: the working processes underlying the interventions designed to bring about the agreed joint activities of the network (what are our activities and which outputs do we deliver?). Secondly, the networks internal management processes (strategic steering and management support).

Key questions Processes
- What are the joint activities to be implemented by all parties in the network?
- Is there a plan with a task division?
- What is the design of the activities, so that they contribute to the common goal?
- Is there any overview on the overlaps and gaps in the working processes and the attribution to the various parties?
- Do parties deliver their products and services in coherence with the joint plan, or do they operate parallel and loose from each other?
- How do members help each other to improve quality and efficiency?
- Do members know from each other what and how they operate? Open source, information sharing?

V   Learning and Innovation
Learning and Innovation is the engine behind all cooperation in networks. The Learning Capacity is the capacity for change – making new choices based on new insights that

contribute to positive change in a) the cooperation network, b) the individual organization and c) the people that work in organizations and networks.

Key questions Learning and Innovation
- Are there ideas about things that could be done differently in the network?
- Is there a need for change (p.e. strategy, efficiency)? Is that need for change shared by all parties?
- Is there a plan or agreement on a learning agenda within the network?
- Is the network under change / pressure due to external factors and/or joint learning?
- Is there vital space in the network to exchange about change needs in the network?
- Do people dare to speak out on observed need for change when all others seem to accommodate with the existing performance of the network?
- Are different perceptions and insights on the change needed openly discussed and recognized mutually?

Examples of SO3: progress in becoming a leading knowledge network.

Data collection method: Interviews / Areas of achievement.

- Which interventions did you participate in geared towards .<<area of achievement>> .?
- What was the role of different parties in the implementation of these activities?
- What was the result of this intervention?

- What more could be done to sthrenthen ILC as a leading knowledge network?

Progress towards SO4: progress in becoming a vibrant, solid and highly influential global actor on land related issues.

Data collection method: Interviews / Progress ladder 4

Provide rating (1 – 4) for 2011 and now. If new information comes up (a lot will have been shared already in discussing the five building blocks above), engage in discussion. Ask for tangible examples / evidence.

List of respondents

Country level Indonesia		
Iwan Nurdin	Executive Director	Consortium for Agrarian Reform (KPA)
Dewi Kartika	Project Coordinator	KPA
DD. Shineba	Project Manager	KPA
Galih Andreanto	Staff Member	KPA
Andria Peranginangin	Staff Member	KPA
Nia Ramdhaniaty	Executive Director	Indonesian Institute for Forest & Environment (RMI)
Ade Mutaqin	Advocacy and campaigns officer	Indonesian Community Mapping Network (JKPP)
Devi Anggrani	Project Coordinator	Sajogyo Institute (SAINS)
Country level Nepal		
Jagat Basnet	Executive Director	Community Self Reliance Centre
Jagat Deuja	Programme Manager	CSRC
Bharat Shrestha	Founder, Chair and Director	College of Development Studies
Pabitra Sharma	Student	CDS
Purna B. Nepali	Executive Director	Consortium for Land Research and Policy Dialogue (COLARP)
Durgi Pokharel	Volunteer	Mobilization and Development Nepal (MODE)
Som Prasad Bhandari	Chairperson	National Land Rights Forum
Lyam Bahadur Darji	General Secretary	NLRF
Mukunda Raj Kattel	Impunity, Human Rights and Justice Adviser	DANIDA Human Rights and Good Governance Advisory Unit
Country level Kenya		
Karangathi Njoroge	Programme coordinator	MACOFA
Mainza Nugoya	Programme officer policy and advocacy	EAFF

Kennedy Orwa	Executive Director	ELCI
Shadrack Omondi	Executive Director	Reconcile
Daniel Kobei	Executive Director	OPDP

Country level Madagascar		
Eric Rapasison	Coordonnateur	SIF
Randrianomenjan ahary Haingoarison	Président	SIF
Amélie Razadindrahasy	Directeur Exécutif	Fiantso
Perrine Burnod	Economist	Cirad
Lilia Ravonisarisoa	Secrétaire générale	FVTM
Mino Raamaroson	Consultant genre	FVTM
Haja Andianavalona	Chargé de programme	Hardi
Jean Bertin Rabefeno		CPM
Rasolo Foharinoro	Consultant	SIF
Nbely Valison Rakotoarison	Consultant	SIF

Country level Guatemala		
Helmer Velásquez	ENI Focal Point Guatemala, former and active ILC Global member (<2009)	CONGCOOP
Älvaro Caballeros	ENI coordinator	CONGCOOP
Ms. Leiria Teresa Vay Garcia	Coordination "Tierra de Mujeres"	CODECA
Mauro Vay Gonón	Executive Director	CODECA
Carlos Morales	Programme coordinator	UVOC
Leocadio Jucarán	Programme coordinator	CCDA

Country level Peru		
Laureano del Castillo	Executive Director	CEPES
Jaime Escobedo	Programme officer : Red Observatório	CEPES

Pedro Castillo	Coordinator Rural Development Programme	CEPES / Grupo ALLPA
Alejandro Diez	Coordinator Antropologist	CISEPA / PUCP
Ms. Lucila Quintana	President	CONVEAGRO
Ms. Elena Villanueva	Executive Director	Flora Tristan
Ms. Blance Fernandez	Coordinator Rural Development Programme	Flora Tristan / Grupo ALLPA
Ms. Miluska Carhuavilca	Project coordinator Land Titles	IBC
Pedro Tipula	Project responsible Cadastre	IBC
Fernando Eguren	Coordinator ILC LA + Observatório	CEPES
Alejandro Laos	Executive Director	SER
Regional level		
Latin America		
Ms. Zulema Burneo	Coordinator Latin America	ILC LA
Ms. Sandra Alpazes	Communication coordinator Latin America	ILC LA
Gabriel Seghezzo		FUNDAPAZ, Argentina
Walter Bozikovich		FAA, Argentina
Pablo Frere		Redes Chaco, Argentina
Juan Pablo Chumacero		Fundacion Tierra, Bolivia
Ms. Andrea Esquivel	Coordinator Youth research	PROCASUR, Chile
Javier Medina	Coordinator	CINEP, Colombia
Ms. Ann McKinley		CMA, Costa Rica
Franciso Hidalgo		SIPAE, Ecuador
Ismael Merlós	Director "territory development"	FUNDE, El Salvador
Ms. Maria Alícia Calles		UMCAH, Honduras
Ms. Mary López		NITLAPAN, Nicaragua
Gustavo Candio		ALOP / BASE-ECTA,

		Paraguay
Roque Carmona		Accion Campesina, Venezuela
Bernardo Mançano Fernandes	Professor Graduate Program in Territorial Development Latin America	University of Sao Paulo
Ms. Sophie Theis	Economics Unit, Sustainable Development LA	World Bank Central America
Robles	Latin America coordinator	IFPRI
Ms. Laura Diaz	Programme coordinator	Oxfam El Salvador
Africa		
Fiona Flintan	Rangeland programme advisor	ILC
Pablo Manzano	Programme coordinator	WISP-IUCN
Claire Ogali	Programme administrator Ecosystem management	WISP-IUCN
Yussuf Nsengiyumva	Regional coordinator Africa	ILC
Esther Obaikol	Steering committee Africa	ULA
Gladman Kunhlande	Steering committee Africa	Safire
Asia		
Seema Gailwad	Former Regional coordinator Asia (2011 – 2012)	VSO International
Global level		
Duncan Pruett	Advisor Land Rights	Oxfam International
Markus Bürli	Deputy Head Gobal Programme Food Security	SDC
Alexandre Ghélew	Gobal Programme	SDC
Margareta Nilsson	Proramme Manager Natural Resources INTEM /Global Programmes	Sida
Lasse Krantz	Former Land Advisor	Sida
Paul Mattieu	Fonctionnaire principal, Unité des Régimes Fonciers	FAO
Leon Verstappen	Academic Director Groningen Centre for Law and Governance, Chair Landportal	IALTA, RuG
Frits van der Wal	Senior Policy Advisor	Dutch Ministry of Foreign Affairs
Mayra Gomez	Co-Executive Director	GI-ESCR

Clara Park		FAO
Alberta Guerra	Food Policy Advisor; International Food Security Network	Action Aid
Francesca Romano	Land Tenure Officer; Climate, Energy and Tenure Division; Natural Resource Management and Environment Department	FAO
Paolo Groppo	Officer of Rural Development; Land and Water Division; Natural Resource Management and Environment Department	FAO
Hien Tran	Director, Global Advocacy	Landesa
Maria Hartl		IFAD
Jean-Philippe Audinet	ILC Council	IFAD
ILC Secretariat		
Madiodio Niasse	Director	
Annalisa Mauro	Programme Manager Latin America Region and Land Reporting Initiative	
Michael Taylor	Programme Manager Global Policy and African Region	
Sabine Pallas	Programme Officer Women's Land Rights and Resource Mobilisation	
Andrea Fiorenza	Consultant – National Engagement Strategies, FTI facility and Membership	
Neil Sorensen	Communications Specialist	
Dunia Mennella	Budget, Planning, Monitoring and Evaluation and Membership Contributions Consultant	
Luca Miggiano	Global Policy Consultant	
Elisabetta Cangelosi	Women's Land Rights and Gender Justice Consultant	
Laura Meggiolaro	Land Portal Coordinator	
Tin Geber	Web Management Consultant	
Karishma Boroowa	Interim Co-ordinator (Asia Regional Platform)	
Jan Cherlet	Consultant - Integrated Land and Water Management	

ILC Secretariat Management Response
to the Independent Mid-Term Review of the Strategic Framework 2011-15

endorsed by the 23rd Coalition Council 2-3 June 2014

Background and introduction

The 2011-2015 Strategic Framework (SF) was formulated in a context in which ILC needed to shift emphasis from advocating for land reform (with a focus on secure and equitable access to and control over land) to practicing it – that is to demand for and accompany the formulation and implementation of policies that promote improved land governance. Extensive consultations were organised among members and partners during the formulation of the Strategic Framework, setting highly ambitious objectives of bringing members together at national and regional levels for dialogue and joint action, as well as investing in knowledge and build a leading multi-actor platform for dialogue and collective action. Moreover, for the first time, ILC used the Strategic Framework as a basis for engaging selected donors as core supporters, which required the Coalition to hold itself accountable for the achievement of key results. Therefore, the SF 2011-2015 led ILC into unchartered territories on various fronts.

The Mid-Term Review (MTR) was commissioned in this context to serve as a learning opportunity, with the overall goal of enabling ILC (members, Council, Secretariat and partners) to have a better understanding of progress toward achieving the objectives of the SF after two years of implementation. The MTR, carried out by MDF Training & Consultancy, a Dutch firm with an international presence, was expected to identify key areas where more or less radical adjustments were needed during the current strategy period, and to distil key lessons to be taken into consideration during the formulation of the Strategic Framework 2016-2020.

The MTR was carried out between late September 2013 and March 2014, though data collection ended in January 2014, with a first draft received for internal comments the same month, and three months provided for feedback from Secretariat, RCUs, Council members, and other respondents.

This management response is organised in four sections. The first section is an overall assessment of the quality of the report. The second section acknowledges some of the key positive findings of the MTR. The third section lists a number of challenges for which the MTR fails to provide explicit recommendations, and indicates measures envisaged to address them. The fourth section is a summary of key recommendations and corrective measures envisaged.

Overall assessment of the quality of the MTR report

Overall, MDF delivered a high-quality report. The MTR's findings and recommendations serve as a sound basis for immediate corrective actions and are of high relevance for the formulation of the next Strategic Framework.

Although the MTR uses a set of review methods that are not always standard approaches for similar exercises, these methods were discussed with the ILC Secretariat and were found to be suited to the learning objective of the review exercise. An effort has been made, in the review process and in the analysis, to triangulate the results of field visits, interviews with members and partners and content of ILC's corporate reports. This has helped to describe the main ILC-supported interventions in their diversity and significance.

On the main positive messages

The review report contains a number of positive findings of high significance for the implementation of the current and development of the future SF and for ILC's work in general. Some of these findings are:

» The continued, and increasing, relevance of the work of ILC, with the vision, mission, goals and objectives widely appreciated by its diverse and growing membership;

» The fact that the NES process, in spite of challenges, is a "good first step in bringing together ILC members at country level and in initiating dialogue towards common goal contributions";

» The important steps ILC has made towards becoming a vibrant and influential actor in global processes and systems;

» The progress made in becoming more member-driven, especially through ongoing strengthening of regional platforms and decentralisation of functions.

On challenges

On the whole, we agree with the challenges that the MTR identifies. Most of these have accompanying recommendations and are dealt with in the following section. However, the report identifies two sets of broad challenges, which, due to their cross-cutting nature, have no corresponding recommendations. We think these findings are important to note and also deserve an indication of how we intend to address them:

1. On **ILC's institutional functioning and Secretariat support**, the report finds that:

   » The Secretariat still often plays more of a driving than an enabling role

   » The Secretariat is perceived as programme administrator as opposed to network facilitator

   » ILC still suffers from an NGO/donor image

   » Expectations of regional dynamism of the coalition are much higher than the limited resourcing of the Regional Coordination Units (RCUs) allows.

In response, we largely agree with the report's findings. We are confident to report on several aspects for which we are already taking corrective action. The regional work planning process for 2014 was much more structured than previous years in the regional assemblies, leading to a combined work plan for 2014 that is more strongly based on member priorities. We aim to do even better in the 2014 assemblies for the 2015 work plan. We are also developing a brief to guide members on how to engage with the global initiatives of the coalition.

On the regional structure of ILC and its secretariat, the research for the MTR was done during a transition period for all RCUs, and all three have since been established, equipped with dedicated staff, and are strongly functioning. Initial joint assessment of areas for capacity enhancement guided the choice of the secretariat and RCUs to focus on planning, monitoring and communications. Joint missions have been established for the entirety of 2014 to enhance alignment of actions and takeover by the RCUs. The next Strategic Framework will place an emphasis on empowering the regional platforms within ILC, and will provide guidance on how to do this.

With regard to moving away from being perceived as a donor, and for the secretariat to work more as a network facilitator and enabler, we believe that the restructuring of the secretariat will give a greater focus to network facilitation. The re-organisation within the Secretariat into clusters will increase the coherence of technical, policy, and advisory support services to ILC's membership and is being co-built with the RCUs. These will continue to be developed under the new Strategic Framework.

2. On **Strategic Orientation**, the report finds that:

   » The wide scope of the Strategic Framework does not encourage a strategic focus on highest impact, nor does it foster a solid understanding by members of the Framework, as demonstrated by a lack of explicit alignment between NES and the SF.

   » ILC has reached the stage of 'developing' and 'gaining recognition' as a network but needs to move to 'up-scaling and realisation', which implies gaining a critical mass and having greater negotiation power

   » ILC's failure to provide avenues for engagement with private sector entities may undermine ILC's ability to realise its vision, in particular at country-level if ILC members cannot develop a concerted approach in dealing with private sector and government.

   » The level of engagement where ILC has been least successful is at the regional level.

      In response, we generally agree with the findings, and have already begun addressing them. A discussion is being launched among members to identify ways to better engage with the private sector, starting with a seminar attached to the upcoming Council meeting in June 2014. We have noted the need for the next strategic framework to be simpler and more accessible to members, and take as a central challenge to the new Strategic Framework how to move to the next stage of maturity as a network.

      We agree that there is room for expansion of the regional level of ILC's work, taking note of successes such as the work with the Land Policy Initiative in Africa, but also recognising the limitations, such as the lack of any regional institution working on land in Latin America, or the perceived weakness of regional institutions in Asia such as SAARC.

Follow-up measures in response to key recommendations

GENERAL RECOMMENDATION: 1. Keep the existing Strategic Framework as an overall framework for collaboration, but change the way in which success is measured.

COMMENT: Agreed

SPECIFIC RECOMMENDATIONS	SPECIFIC COMMENTS BY ILC SECRETARIAT	MEASURES TAKEN/ENVISAGED
1.1. Shape regional and global advocacy and knowledge management efforts more explicitly in support of country-level change	Agreed.	While members already define regional work-plans, they will be solicited more systematically to provide feedback to ILC global advocacy strategies during the regional assemblies and through ad hoc consultations with IGOs and ICSOs, before guidance and approval from the ILC Council in December. Further focus will be given to devising and using tools that may have a concrete impact at country-level (i.e. reporting against international standards). In addition, ILC Secretariat is preparing a Strategy for Knowledge and Learning Approach (SKLA) that will address this matter.
1.2. Concentrate on the synthesis and validation of knowledge products rather than enabling the creation of new knowledge products.	Agreed, although ILC's investment in synthesising and making existing knowledge and existing information more accessible to members remains justifiable	The above-mentioned SKLA will address this issue
1.3. Pay more deliberate attention to enhance the quality (i.e. vibrancy and engagement), rather than the quantity, of membership.	Agreed. Consistent with recommendation for the membership political analysis carried out in 2013.	The 2013 membership expansion brought more international members than ever into the ILC network. The secretariat will support the membership committee to decide how to address this recommendation during the 2015 membership expansion
1.4. Develop a new, more sophisticated and flexible monitoring system that is more effective in capturing the unpredictable pathways of change through which ILC ambitions will be realised.	Agreed, although substantive efforts have been made in developing a comprehensive M&E.	Adjustments are being made in the current monitoring system as implementation has been challenging. The focus will be on refining M&E tools rather than the M&E system as such. If necessary, more substantial revision can be made as part of the development of the new SF. The 23rd CC will also be asked to reactivate a finance and reporting committee to feed into this discussion.

GENERAL RECOMMENDATION: 2. Increase ILC country-focus and become a solid highly influential actor at the country level.

COMMENT: Agreed

SPECIFIC RECOMMENDATIONS	SPECIFIC COMMENTS BY ILC SECRETARIAT	MEASURES TAKEN/ENVISAGED
2.1. The next SF should adopt a stronger country focus, whereby objectives at regional and global level are explicitly formulated in support of desired country-level change.	Agreed, although there should be a two-way vertical linkage between global, regional and national	The ILC secretariat is considering an expansion of NES processes to additional countries in 2015 based on an assessment of implementation to date. Recommendation to be considered as part of the formulation of the new SF
2.2. At focus country level, recruit a capable neutral country network facilitator, who is supervised and supported by the regional steering committee.	The recommendation has clear merits but carries a risk of reinforcing ILC's NGO donor image, with the facilitator acting as type of Senior Project Technical Advisor or a Project Chief of Party.	The ILC Secretariat will discuss with regional steering committees in late 2014 whether to pilot this approach in countries where the critical mass of members and the "portfolio" size of the NES justifies a full-time facilitator.
2.3. Engage the full and increasing body of ILC members the country level in the NES process, including IGO representatives, claim-making organisations and strategic (funding) partners.	Agreed. A basic principle of NES is to ensure inclusiveness. This was not achieved in all countries – in some a major first challenge was/is to bring CSO members together.	More efforts will be made to encourage NES partners to target/reach out to IGO members, government, partners and non-members. This dimension of NES work will be tracked in future. A stocktaking exercise on the role of private sector in NES is under way, and will be first discussed at the 23rd Council.

SPECIFIC RECOMMENDATIONS	SPECIFIC COMMENTS BY ILC SECRETARIAT	MEASURES TAKEN/ENVISAGED
2.4. Develop and use a next generation of coherent programmatic NESs, based on a systematic joint needs assessment, articulating the complementary contributions of ILC's diverse members based on their individual strengths and mandates, and including a budgetary framework / resource mobilisation strategy.	Agreed. This is the very justification and spirit of NES, although it has seldom been fully reflected in practice in NES countries. To address this issue, the Secretariat has recently developed a specific tool for NES monitoring.	The recently-adopted NES monitoring tool is being used to address this concern, while helping orient NES implementation for 2nd and subsequent years. Recommendation to be more systematically considered as part of the new SF
2.5. Feed the NES into the regional steering structure, as a basis for regional and global advocacy and knowledge management plans in support of national priorities.	Agreed. This has not happened to a large extent because of the fact that Regional Coordination Units that support regional steering committees were in transition in all regions, and NES implementation was just beginning.	Now that Regional Coordination Units are fully functional, the role of regional steering committees vis-à-vis country-level activities will be strengthened. (see systematic: coherence and efficiency of activities)
2.6. Develop a sound monitoring system to capture change in policy development and implementation at country level.	Agreed.	A NES monitoring approach developed by the ILC Secretariat is being used as guide for monitoring progress in NES countries

GENERAL RECOMMENDATION: 3. Clarify and enable ILC's ambition as knowledge broker.

COMMENT: Agreed.

SPECIFIC RECOMMENDATIONS	SPECIFIC COMMENTS BY ILC SECRETARIAT	MEASURES TAKEN/ENVISAGED
3.1. ILC should attempt to become a knowledge broker positioning itself as a the main arena where land-related actors come to share and access land-related knowledge.	Agreed. However, in its knowledge broker role ILC may need to continue to invest in the synthesis of new but scattered knowledge that in some cases could be perceived as generation of new knowledge.	Refer to the Systematic Knowledge and Learning Approach under finalisation. This recommendation deserves fuller examination as part of the formulation of the new SF
3.2. ILC Secretariat should (help) create a state-of-the-art self-learning web infrastructure through which relevant knowledge could be easily prioritised and shared	Agreed, although the exact nature of the suggested infrastructure will need to be clarified	ILC is currently working towards more systemic approach to knowledge (SKLA), including with dedicated calls for ILC good practices and the creation of a database of good practices. The extent to which the implementation of this recommendation will consist in building on ILC-supported platforms (ILC website, land portal, etc.) will be examined in detail.

GENERAL RECOMMENDATION: 4. Redefine, empower and equip the Secretariat function at local, regional and global levels.

COMMENT: Agreed

SPECIFIC RECOMMENDATIONS	SPECIFIC COMMENTS BY ILC SECRETARIAT	MEASURES TAKEN/ENVISAGED
4.1. ILC Secretariat staff as well as country-level facilitators should be equipped with strong diplomatic and negotiation skills to bring together the diverse membership, as opposed to current focus on planning/management.	Agreed.	This recommendation taken into account in the selection criteria for the new ILC Secretariat Director position. Will also be taken into account the recruitment of country-level facilitators during the pilot phase referred to above (see 2.2.)
4.2. At the regional level, the ILC Secretariat should act in support of the regional committees and regional assemblies	Agreed, although the MTR is silent about Regional Coordination Units, which have been recently established and strengthened and are the main vehicles through which Regional Steering Committees and regional platforms are supported by ILC global secretariat	Mechanisms for improving current support to Regional Steering Committees and platforms will be examined as part of the formulation of the new SF