Research, programmes and evaluations in the land sector: trends and emerging lessons

Implementation Support Project for the Land Facility Decision Support Unit

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Decision Support Unit

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About this report

This draft research report has been commissioned through the Land Facility Decision Support Unit (DSU) to synthesise both relevant academic literature and evaluation reports of land programmes, covering the evaluative experience of the land sector over the past decade. The objective of the research is to draw out relevant lessons for the Land Facility and the land evaluation community more broadly, with a specific focus on what is relevant for international development programming that contributes land governance reform.

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Acronyms and abbreviations

ALAMGaC	Mongolian Government Implementing Agency for Land Administration and Management, Geodesy and Cartography
BMZ	German Federal Ministry for Economic Cooperation and Development
CBA	Cost-benefit analysis
CCO	Certificates (of Title) of Customary Ownership (Uganda)
CCRO	Certificates of Customary Rights of Occupancy (Tanzania)
CEDP	Competitiveness and Enterprise Development Project (World Bank, Uganda)
DiD	Difference-in-differences
DLO	District Land Office (Tanzania)
DPLRD	District Property Land Relations Department (Mongolia)
DSU	Decision Support Unit (for the Land Facility)
ERR	Economic Rate of Return
EU	European Union
FAO	Food & Agricultural Organisation of the United Nations
FCDO	Foreign, Commonwealth & Development Office
FGD	Focus group discussion
GASR	General Authority for State Registration (Mongolia)
GBP	British Pound
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (Germany's federal development agency for international cooperation)
GoT	Government of Tanzania
GoU	Government of Uganda
ICRR	Implementation Completion and Results Report
IE	Impact evaluation
IEG	Independent Evaluation Group (World Bank)
IFAD	International Fund for Agricultural Development
ISP	Implementation Support Project
IT	Information technology
KII	Key informant interview
LFLS	Land Facility Lead Supplier
LGA	Local Government Authority
LSSP-II	Land Sector Strategic Plan (2013-2023, Uganda)
LTA	Land Tenure Assistance (Activity, USAID Tanzania)
LTR	Land tenure regularisation
LTS	Land tenure security

MAST	Mobile Application to Secure Tenure
MCC	Millennium Challenge Coopration
MEL	Monitoring, evaluation & learning
MLHHSD	Ministry of Lands, Housing and Human Settlements Development (Tanzania)
MNT	Mongolian Tugrik
MoLHUD	Ministry of Lands, Housing and Urban Development (Uganda)
MZO	Ministry Zonal Office (Uganda)
NPV	Net present value
PAD	Project appraisal document (for World Bank projects)
PMT	Programme management team
PSM	Propensity score matching
PURL	Peri-Urban Rangeland Project
PURLS	Peri-Urban Rangeland Leasing Survey
RCT	Randomised control trial
RELAPU	Responsible Land Policy Uganda
RVO	Netherlands Enterprise Agency
Sida	Swedish International Development Cooperation Agency
SLAAC	Systematic Land Adjudication and Certification (Uganda)
SSA	Sub-Saharan Africa
ToC	Theory of change
ToR	Terms of reference
TSh	Tanzanian Shilling
TWP	Thinking and working politically
UB	Ulaanbaatar City
UgNLIS	Uganda National Land Information System
USh	Ugandan Shilling
VLUP	Village Land Use Plan (Tanzania)
WB	World Bank Group
WEE	Women’s economic empowerment

0. Executive Summary

This research paper has been commissioned through the Land Facility Decision Support Unit (DSU) to synthesise both relevant academic literature and evaluation reports of land programmes, covering the evaluative experience of the land sector over the past decade. The study analyses evaluation approaches across a range of land programmes and donors to draw out relevant lessons for evaluating interventions that support land governance reform. The objective of the research is to draw out relevant lessons for the Land Facility and the land evaluation community more broadly, with a specific focus on what is relevant for international development programming that aims to contribute to land governance reform.

Our analysis finds that there is a gap in the literature in evaluating land governance reform in a way that the complexities of political economy and institutional structures and incentives are systemically considered and analysed. These findings are especially relevant as evaluation approaches are having to adapt to a new funding context in which international development programming will focus more on partnerships and work through diplomacy to leverage incremental changes in institutional 'superstructures' with large, expected development outcomes.

Methodology

This study applied a structured five-step approach combining desk-based research, programme classification and analysis, expert consultations, and in-depth country case studies. Through an extensive literature review and preliminary programme searches, we compiled a longlist of 180 programmes, which was refined to a shortlist of 50 based on defined criteria. These 50 programmes formed the basis of our detailed analysis and categorisation. To deepen and validate findings, we conducted 11 key informant interviews (KIIs) with experts from major institutions, including the World Bank, USAID and MCC. Drawing on insights from the literature review and KIIs, we selected three country case studies to further examine trends in land programme evaluation, confirm identified gaps, and highlight lessons on what has worked.

Literature review

The academic literature on land evaluation is extensive and spans multiple strands of research. It includes systematic reviews on land tenure and key thematic issues, including the widely cited review by Lawry et al. (2014); recent syntheses of impact evaluations, such as Lisher and Huntington (2025), which primarily examines USAID and MCC interventions; core theoretical papers exploring linkages and theories of change; comprehensive sectoral overviews, including Deininger et al. (2009; 2024a/b); and syntheses and reviews of land programmes organised by thematic focus and donor.

Overall, the literature provides strong evidence on the mid- to long-term outcomes and impacts of land titling. Numerous rigorous studies demonstrate positive effects on perceived tenure security, agricultural investment, and women's empowerment, underscoring the importance of tenure security for economic development. However, the evidence base is comparatively thinner in analysing how political economy dynamics, institutional structures, and broader systems-level complexities shape the success of land governance programmes. This corroborates some of the key assumptions underpinning Land Facility programming, particularly the importance of thinking and working politically (TWP) and prioritising the sustainability of interventions.

Evaluation review

We find an impressive literature with USAID and MCC in particular commissioning some of the most substantive evaluations, which have made significant contributions to providing evidence on the link

between land titling, tenure security and social and economic outcomes at the community and household levels. This evidence has provided a significant contribution to justifying and demonstrating the value of land interventions across the last decade and going forward.[1]

With respect to land governance reform, we find that most programmes had a larger focus on land titling, with policy and regulatory reform components and interventions to improve land administration being more secondary. Evaluations appropriately mirror this structure and broadly focus on evaluating the effects of land titling, applying mostly quantitative approaches, and often times with a very rigorous research design that allows to deduce causality through robust control studies, such as randomised control trials (RCTs).

While this approach is appropriate to evaluate land tilting focussed programmes, it has meant a less emphasis on analysing and contextualising land governance systems. Whilst included in some evaluations for programmes that had components focussing on land governance reform, we find that policy and regulatory changes and institutional adaptations are rarely systematically reviewed or evaluated.

The predominantly quantitative impact evaluation approach has mean that often the complex, interconnected realities characterising land governance systems have not been fully considered; particularly given that process evaluations are found to be much rarer across programmes, especially methodologically rigorous process evaluations, which examine whether a programme is being implemented as planned, with a focus on the mechanisms of change. They are primarily qualitative and conducted during the early to middle stages of implementation. As indicated by one of the leading authors of the quantitative literature, Marple-Cantrell and Huntington,[2] a different approach is required to evaluate interventions that focus on institutional improvements at the national level.

Observations and recommendations

We propose that the Land Facility and the wider evaluation community can contribute to shaping the field of land evaluations by testing approaches to analysing and evaluating land governance reform processes. This includes proactive consideration of political economy factors and applying a systems lens to evaluation. We set out the following recommendations to take this approach forwards, separately organised to address development partners and funders, implementers, and evaluators, respectively

Development partners and funders

- Recognise a diverse range of evaluation approaches for land programmes under review
- Procure evaluations that support adaptive programming and a ‘thinking and working politically’ (TWP) approach
- Integrate political economy and systems thinking into terms of reference for evaluations
- Continue to support structured fora for learning and exchange among development partners

Implementers including the LFLS

- Embed political economy analysis (PEA) throughout programme design and implementation to support effective TWP

[1] See Lisher and Huntington, 2025, for an up-to-date summary of this work.
[2] Marple-Cantrell and Huntington (2023, p. 5)

- Base programme MEL in theories of change that consider intermediate steps towards outcomes by incorporating political economy and systems thinking
- Leverage the extensive bibliography and programme database generated by the research

Evaluators including the DSU

- Design adaptable process evaluations that provide timely learnings for programme adaptations
- Integrate political economy considerations and systems thinking into evaluation design
- Leverage and extend the literature review to address wider learning questions, including linkages between land, finance, and land markets, through targeted thematic deep dives

1. Introduction and methodology

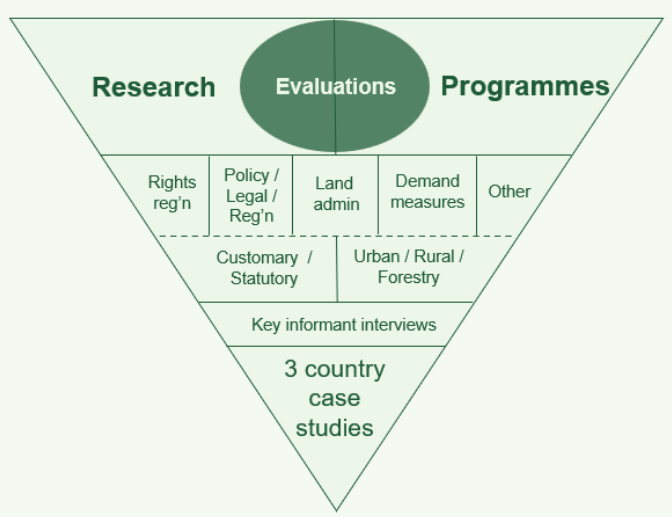
1.1. Introduction

This research paper has been commissioned through the Land Facility Decision Support Unit (DSU) to synthesise both relevant academic literature and evaluation reports of land programmes, covering the evaluative experience of the land sector over the past decade. The study analyses evaluation approaches across a range of land programmes and donors to draw out relevant lessons for evaluating interventions that support land governance reform. The objective of the research is to draw out relevant lessons for the Land Facility and the land evaluation community more broadly, with a specific focus on what is relevant for international development programming that aims to contribute to land governance reform.

The analysis presented draws on an extensive review of more than 230 research papers and evaluations. A full 180 land programmes were identified in the process, with the analysis drilling in on a shortlist of 50 programmes for which evaluations are available. This covers programming of the United States Agency for International Development (USAID), the Millennium Challenge Corporation (MCC), the World Bank Group (WB), the UK's Foreign, Commonwealth & Development Office (FCDO), and European development partners in Germany (GIZ), the Netherlands (RVO), and Sweden (Sida). Findings were corroborated through key informant interviews with land governance experts and some of the most prolific authors of land evaluations across the last decade.

1.2. Methodology

Figure 1: Outline methodology for the review



Step 1: Extensive literature review of academic research and programme evaluations: An extensive desk-based literature review was conducted that involved a review of academic research and of evaluations of land programmes (see Section 2). Through the literature review and through online platforms including the Land Portal and available online databases such as MCC's website, we identified 180 land programmes.

Step 2: Shortlisting and categorising programmes and evaluations for analysis: We then shortlisted 50 programmes for which evaluation reports were available, and which matched the selection criteria outlined in Section 3.1 below. Annex 3 lists these 50 programmes and categorises these across types of land governance and tenure interventions, their focus on statutory and customary land, and their focus on urban, rural or forest land. The 50 shortlisted programmes and their evaluations were analysed in detail and a summary of programmes and their evaluations are presented in Section 3 and Section 4 respectively.

Step 3: Key informant interviews (KIIs) with land experts and evaluators: To further drill-down on preliminary findings from the literature review, we undertook key informant interviews (KIIs) with selected researchers and evaluators (see Annex 1). The KIIs were selected to include some of the most experienced and prolific evaluators who were involved in a large share of the most rigorous evaluations that were conducted in the last decade, including for the World Bank, USAID, and MCC.

Step 4: Country case studies: Based on our analysis of evaluations across the 50 shortlisted programmes and the KIIs, we selected three case study countries, which allow a deeper look into types of programmes and evaluations implemented (Section 5). The case studies allow us to confirm the gaps that we have identified in earlier stages of analysis and through the KIIs, and provide concrete examples of what has worked and what hasn't in evaluating land programmes over the last decade.

Interim findings were presented in a learning session in November 2025, and together with findings from 11 KIIs and the evaluation review, we collate final findings on gaps and next steps (see Section 6). The methodology deployed is presented graphically in Figure 1.

2. Overview of the academic literature on land evaluation

An extensive review of relevant academic literature was conducted. We collated more than 230 published research papers. While the majority of research papers is country-specific, it includes several extensive and well-founded systematic reviews that provide helpful overviews of the literature itself. We find many assumptions underpinning Land Facility programming to be confirmed, including the importance of a focus on sustainable land governance and thinking and working politically. We find that overall, there has been very impressive work done on providing rigorous evidence on the mid- to long-term outcomes and impacts of land titling on land holders, providing land sector actors with strong justification for ensuring tenure security as a necessary condition for economic development. However, the literature is thinner on approaches to bring about land governance reform which consider political economy and complex institutional structures and incentives. This is a gap we find confirmed in later stages of analysis and across the identified evaluations in particular (see Sections 4 and 5). We present here a brief highlight overview of key papers in the literature review:

Systematic reviews on land tenure: Lawry et al. (2014) / Higgins et al. (2018) / Tseng et al. (2021)

The most cited review on land tenure in recent years has been Lawry et al. (2014),[3] which covered 20 studies meeting the criteria it applied. The studies included are now around two decades old so this has become a somewhat dated source.[4] This was followed by Higgins et al. (2018), which analysed findings from 59 robust studies mainly from the 2006-2015 period; this review found strong evidence for positive effects of land tenure security on productive and environmentally-beneficial agricultural investments as well as on female empowerment, but a lack of support for links with productivity, access to credit, and income. These overall findings are echoed throughout the literature, although the investment link is often found to be weaker in sub-Saharan Africa (SSA). This includes in Ekpodessi & Nakamura (2025/*pre-print*) in a review of 55 studies in SSA. SSA findings contrasts to those in South America, and for example, Schling et al. (2024) find for Bolivia, Ecuador and Peru strong associations between land tenure security on both investment and access to credit.

The most recent systematic review covering land tenure with a broad coverage of types of intervention was Tseng et al. (2021); which provides an overview of studies by outcome and prioritises the most rigorous methods.[5] While 117 studies were reviewed, 54 were found to meet the more rigorous criteria of having both a counterfactual group and covering multiple time periods. They found many studies included multiple interventions and therefore had greater challenges in isolating impacts of land tenure on outcomes. They also found the studies reviewed often would *"oversimplify interventions, miss synergies unique to a combination of interventions, miss implementation challenges."* Linked to this, the review ends with the sober conclusion:

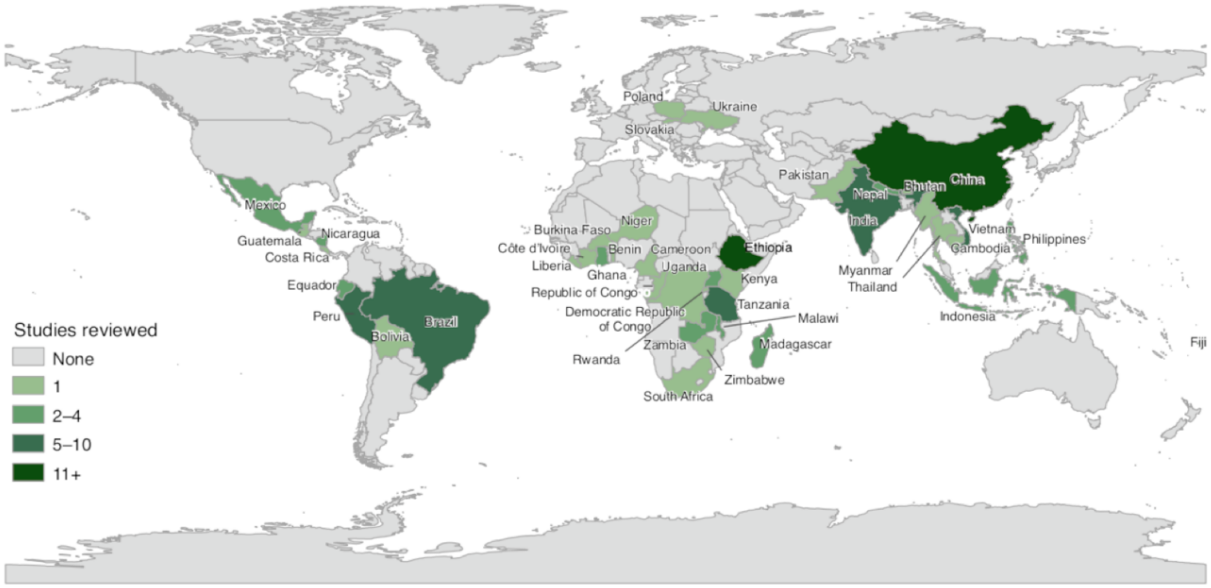
> *"we still have a poor understanding about the returns on investing in tenure relative to other policy or investment alternatives, as well as the conditions under which land tenure security (LTS) interventions lead to positive impacts". (Tseng et al., 2021)*

Putting aside these caveats, Tseng et al. (2021) provide figures on quantitative outcomes including distributions of results linking to human well-being and environmental outcomes, as shown in Figure 8 in Annex 2, including coverage of investment, credit, forest conditions, soil and water conservations, and women's empowerment. Each outcome area is supported by between 10 and 20 studies. Unfortunately, the

[3] According to ResearchGate, Lawry et al. (2014) has 415 citations, compared to 167 for Higgins et al. (2018), and 117 citations for Tseng et al. (2021).
[4] Studies cited in Lawry et al. (2014) are primarily (all but two of them), from the decade 2000-2010.
[5] Where: *"A study was coded as having a counterfactual group if it employed RCTs, before-after-control-impact, DiD, PSM or statistical matching, or regression discontinuity designs. Studies were coded as having a comparison group if there was a clearly identified group that received no treatment, an alternative treatment, treatment of a different intensity, or a group that received treatment at a different time point. To meet our inclusion criteria, a study needed to have either a counterfactual or a comparison group".* Tseng et al. (2021).

Tseng et al. (2021) paper does not clearly label the sources for the studies cited, making it of less use for finding further material; however, Figure 2 provides a useful geographic overview of the studies analysed, confirming the perception of high concentration in certain locations such as China, Brazil, Ethiopia and Peru.

Figure 2: Global distribution of studies included in Tseng et al. (2021)



Systematic reviews on key themes: Hajjar et al. (2021) and Childress et al. (2025) (forests); Murken & Gornott (2022) (agriculture & climate); Strusi & Balestri (2025) (women).

There have been other systematic reviews on sub-sets of thematic outcomes, or tangential interventions to land tenure. This includes a sub-set of literature on forestry, in particular related to impacts of formalising communal land rights on changes to forest cover, which generally report positive effects; as well as for the effect of private rights on forest cover, where findings are considerable more mixed – for example Hajjar et al. (2021) look at community forest management (CFM) studies and '643 cases across 51 countries', finding:

> *"the relative importance of de facto rights in comparison with de jure rights in our analysis reaffirms studies showing that perceived tenure, as well as customary tenure rights and other informal institutions and their enforcement, are more important conditions than formal property rights for ensuring sustainability". (Hajjar et al., 2021)*[6]

In addition, a recent World Bank report, Childress et al. (2025) review 18 experimental and quasi-experimental studies as well as 20 'cases', finding *"combining formalization of private land rights with conservation incentives and environmental restrictions lead to better forest cover outcomes than formalization alone".*[7]

Murken & Gornott (2022) conduct a systematic review which includes 106 studies about links from land tenure systems to farmers' response to climate change. The review provides a good summary of the pathways and mechanisms by which land tenure and climate adaptation and resilience are interlinked, but does not provide the quantitative summary of results provided in other systematic reviews. They note a number of issues with

[6] And headline quantitative findings that *"We found that CFM led predominantly to mixed results for forests, livelihoods and rights. Environmental condition improved after CFM in 56% of the 524 cases tracking environmental condition and decreased in 32% of cases. Incomes increased in 68% of the 316 cases reporting on livelihoods, 26% showed no change in incomes and only 6.3% of cases reported decreases in income. Finally, 34% of the 249 cases reporting on resource access rights indicated an increase in resource rights after CFM was implemented, 54% reported decreases in rights and 12% reported no change."* (Hajjar et al., 2021).

[7] In addition to an older review – Robinson et al. (2014).

studies in the literature, including over-simplified definitions of tenure security and a lack of 'proper' climate change integration in study methods, referring to a lack of integration of available climate data.

Strusi & Balestri (2025) look across 86 studies to review effects on women's economic empowerment (WEE) more directly. As shown in Figure 9 in Annex 2, they find empowerment to be by far the most commonly studied outcome, defined as a mixture of indicators on 1) decision making power, 2) economic empowerment, 3) family planning and fertility, and 4) intimate partner violence. They note geographic differences, including that individual rights had no effect on women's economic empowerment (WEE) in India while joint rights had a negative effect, which is in contrast to evidence from SSA. They note that: *"while most studies find similar effects for individual and joint rights, the evidence base is still too narrow to exclude potentially heterogeneous impacts".* Other outcomes of investment, productivity, food security, and education, all had positive results – for example, for education outcomes there were linkages from land and inheritance rights to higher educational achievements for women themselves as well as their daughters. Although for all such linkages, the number of studies available was relatively small (see Figure 9 in Annex 2).

Lisher & Huntington (2025): impact evaluation work (USAID/MCC evaluations)

A highly relevant recent paper for our study is the summary of impact evaluations by Lisher & Huntington (2025), which mainly covers evaluations of USAID/MCC interventions.[8] Their review includes 26 experimental and quasi-experimental evaluations of land tenure and governance, of which eight involved 'exposure periods' of five or more years, reflecting the substantial investment in evaluation made by USAID and MCC over the past decade. They find the strongest impacts of interventions on improved perception of tenure security (out of 12 studies measuring, seven had a positive finding, five had a null finding) and for investment (11 positive, two mixed, four null, one negative); with weaker findings for productivity (four positive, five null, one negative), access to credit (four positive, eight null), and conflict (all null). See Figure 10 in Annex 2 for a summary including other outcomes by programme (*note*: three of the evaluations cited are included in the case studies in Section 5 – for Mongolia and Tanzania). In the paper's discussion section, they outline a number of challenges in the evaluation literature reviewed, grouping them into three main areas:

- **Contextual factors and constraints:** There is an incomplete understanding during project design of contextual factors and constraints to key elements in the theory of change, including perception of tenure and land markets. A number of contextual and environmental factors that could significantly alter results lack rigorous exploration or are simply not reported on.
- **Implementation fidelity and sustainability:** There are significant problems with the implementation fidelity and sustainability of land sector reforms; this makes it difficult to distinguish the attribution of null or negative results to either i) problems of programme implementation, or ii) problems with the theory of change underlying land sector reform.
- **Weaknesses in evaluation:** Although increasing over time, the number of rigorous land sector impact evaluations remains relatively small; there is significant variation in evaluation methodology, rigour and the nature of the data used.

Core theory papers: Holden & Ghebru (2016) (overarching theory); Bowen & Ngeleza (2019) (CBA guidance); Burns et al. (2023) (thinking and working politically); Lisher (2019) (IFAD).

There have also been a number of key theoretical papers that provide useful summaries of the linkages and theories of change operating in land tenure. Holden & Ghebru (2016) is particularly clear in describing the main causal pathways, including from land tenure security to investment and productivity, land degradation, food insecurity and resilience to climate shocks, and migration. They note the complexity, system dynamics,

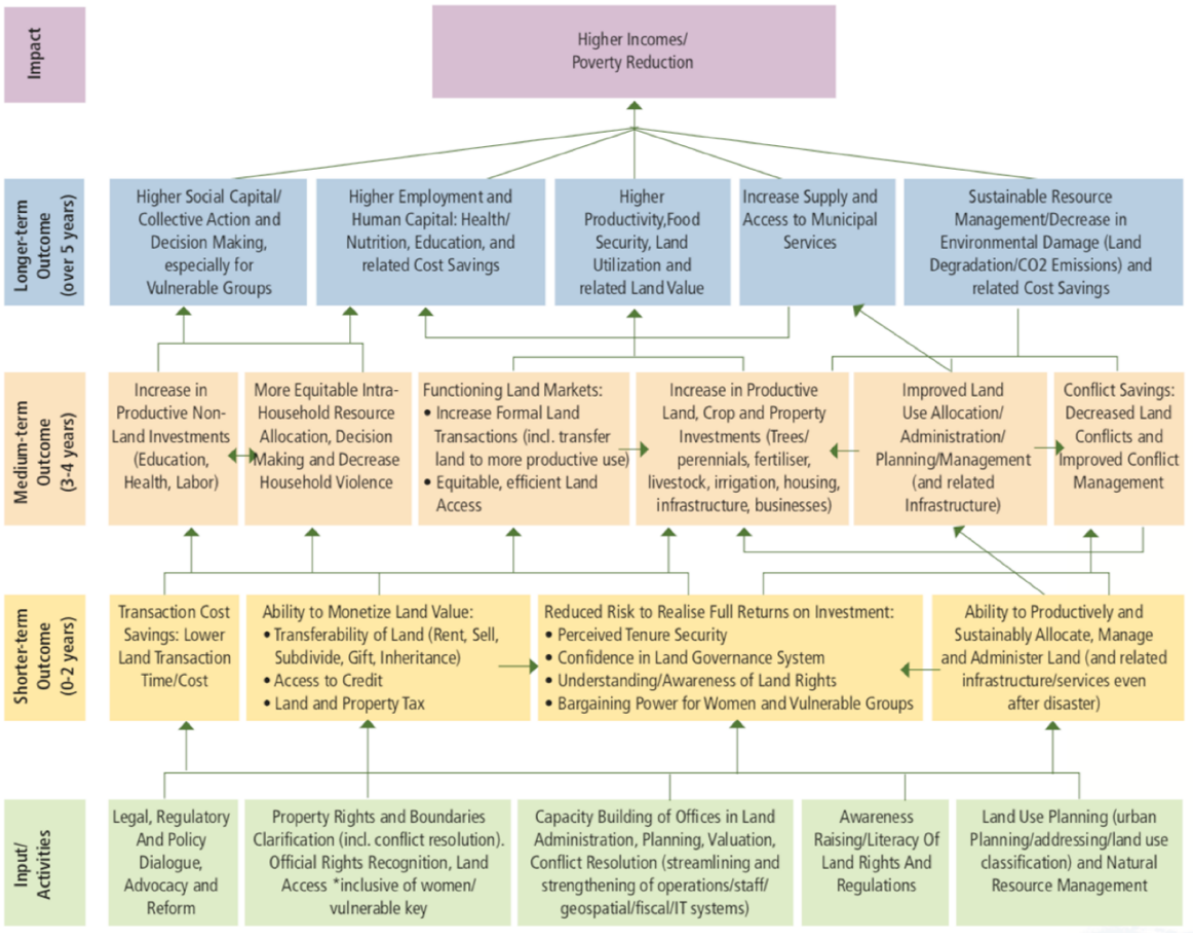
[8] Published very recently in Land Use Policy (Vol. 159, December 2025), but had been presented earlier at the World Bank Conference on Land and Poverty in May 2024.

and potential endogeneity of tenure demand, supply and reform for many of these domains, in a very succinct but clear framework.

The cost-benefit analysis guidance produced by Bowen & Ngeleza (2019) comes from a different perspective but also highlights key pathways for tenure security. They outline the MCC typology of interventions, which we partly draw on in the programme classifications we undertake for this review (see Section 3 and Annex 3). Their typology includes categories: 1) Clarification of property rights and boundaries; 2) capacity of land administration institutions; 3) awareness of land rights; 4) land use planning; 5) legal, regulatory and policy dialogue and reform; and 6) facilitation of land access and allocation. Categories are linked to the potential stream of benefits with good clarity on the pathways from interventions to outputs, outcomes and impact, and therefore provides a very useful practical guide for implementers and evaluators.

Lisher (2019), in guidance for impact evaluation of land interventions for the International Fund for Agricultural Development (IFAD) and Global Land Tool Network (GLTN), provides the most succinct theory of change (ToC) in the literature, shown in Figure 3 below. The review also provides guidance on evaluation methods such as randomised control trials (RCTs), quasi-experimental methods, difference-in-differences (DiD) and regression discontinuity designs. Persha et al. (2022a) provide guidance from the USAID experience on conducting RCTs for land tenure, which is also a very useful resource.

Figure 3: Theory of change for land tenure interventions from Lisher (2019)



Another interesting paper is Burns et al. (2023), which is a thoughtful collation of the evaluation experience in the literature. The paper discusses potential benefits of the thinking and working politically approach to

programming, and contrast this to existing approaches, particularly in World Bank programming. They note that:

> *"The TWP approach is significantly different to the traditional approach to the design and implementation of development assistance projects and these differences presents challenges to well-established systems and process in development assistance agencies and for governments." (Burns et al., 2023).*

They outline that the TWP approach is based on:

- Strong political analysis, insight and understanding;
- a detailed appreciation of, and response to the local context; and
- flexibility and adaptability in program design and implementation.

Extensive overview summaries of evidence: Deininger & Feder (2009), updated with Deininger & Goyal (2024a/2024b)

The extensive sectoral overviews from Deininger & Goyal (2024a/2024b) and before this of Deininger & Feder (2009), are very rich. They provide outstanding overviews of the literature and a wide range of theoretical pathways linked to LTS/LTR. This includes in important areas such as distinctions between statutory and customary tenure systems, noting for example that:

> *"Recognition of customary tenure that is not accompanied by regulations to define chiefs' area of influence, their responsibilities, and ways to enforce these may result in creation of parallel systems and reinforce wealth bias as the affluent may resort to "forum shopping," i.e. purse land claims with formal and customary institutions in parallel" (Deininger & Goyal, 2024a).*

They also look at implementation challenges, and of relevance to this paper, for Tanzania they note (see Section 5):

> *"Legal provisions to recognize use rights can be rendered ineffective by a combination of (a) costly and complex procedures that favor the wealthy and create space for discretion by officials; (b) failure to publicize land rights and restrictions; and (c) lack of clarity on enforcement" (Ibid.).*

They examine a range of other important topics, including discussions of violence and conflict, as well as linkages to climate resilience. They summarise a large body of empirical literature and, among the papers reviewed for this study, are arguably the best starting point for exploring a variety of issues.

Other important sources: IEG (2016) summary "Lessons from Land Administration Projects"; Lisher (2016); English et al. (2019) review of DFID programs

Finally, other useful sources include the World Bank Independent Evaluation Group's (IEG) summary of learning from land administration projects of the World Bank, which is key paper grouping reflections on what has worked across the WB portfolio outside of Deininger's work. While this is based on less recent projects, it is still relevant in looking at findings related to processes and context; and draws together lessons from the World Bank's experience. Notably, they find (as summarised in Burns et al., 2023):

- There is no single best institutional model for carrying out registry and cadastre functions;
- successful interventions are context specific;
- local human resources capacity is critically important;
- land reforms require medium- to long-term support;
- improvements to land tenure alone will not be sufficient to generate broader development outcomes;

- it is important not to overload a single project; and
- it should not be assumed that all segments of the population will benefit.

Finally, another useful review with a similar remit to our review is English et al. (2019). This paper looks across several DFID programmes operating in Africa and South America. Their findings echo those of World Bank (2016), including that:

- LTR is necessary but not sufficient to promote broad-based economic development;
- sustainable land administration must be a central part of LTR work from the start;
- context specificity is very important to analyse;
- sustained political will and a politically smart approach and required for impact;
- social inclusiveness is critical;
- fit-for-purpose new technologies should be used; and
- Governments and donors need long-term commitments to the land sector.

3. Review of evaluations in the land sector

To analyse the evaluation experience of land programmes, we started by developing a comprehensive list of land governance and tenure programmes that were implemented over the last decade. We identified 180 programmes, primarily using data from the Land Portal website. We found the Land Portal provided a comprehensive dataset: when we searched a wider range of sources, we only found a small number of programmes that had not been included. Where required, we adjusted programme details, including dates and programme size, having searched for additional information on development partner websites. This included the World Bank's site, the MCC landing site (for evaluations), DevTracker for UK programming, and other sources found to locate individual projects or programmes. In a second step, we shortlisted and categorised 50 programmes that had evaluation reports available and complied with the selection criteria set out below. The analysis in this section is based specifically on these 50 shortlisted programmes.

3.1 Selected land programmes

3.1.1 Criteria for selecting programmes

From the longlist of 180 programmes described above, we shortlisted programmes for further analysis using the following selection criteria:

1. Programme size: focus on larger programmes by including those with >GBP 5 million budget.
2. Date: finishing in the period 2015-2026.
3. Evaluation reports available including either performance, process, or impact evaluations (or a combination of the three).
4. Thematic relevance to the Land Facility.

This led to 50 programmes for analysis, meaning that 130 programmes did not meet one or more of our selection criteria. These can be grouped as follows (giving one criterion for each), with a full list provided in Annex 4:

- Group 1: Programmes meeting criteria,[9] - **50** programmes;
- Group 2: Programmes that ended too early (before 2015) – **5** programmes;
- Group 3: Programmes that were too small in value (estimated to be worth less than GBP 5 million) – **63** programmes;
- Group 4: Programmes that were too recent (ended after November 2015) - **19** programmes; and
- Group 5: Programmes that met the selection criteria but for which insufficient documentation was found (including evaluations) – **43** programmes.

The 50 programmes were further categorised using high-level classifications, which are explained in more detail below The programme classifications we use link to those of the MCC (Bowen & Ngeleza, 2019) as well as to Lisher's (2019) ToC (see Figure 3). The categorisation applied is as follows:

Categorisation 1: Programmatic focus in terms of outputs and activities

- *Rights registration and formalisation*: recognising, clarifying and recording property rights and boundaries through mapping, surveying, titling and formal public registries or cadastres.

[9] We included one programme outside the time criteria, which was the MCC Property Rights Project in Mongolia (finishing in 2013). This was because Mongolia was selected as our case study country due to this evaluation being of particular interest (see below). There is also one programme outside the evaluation report criteria, which is the EU Financing for Land Administration in Uganda (EUFLA) (2022 - 2026), in Uganda. Again, this was included as Uganda was the case study country selected, and the EUFLA has not yet been evaluated.

- *Policy, legal and regulatory environment*: strengthening rights through legal reforms, policy and advocacy, institutional capacity building and attention to political economy.
- *Land administration service provision*: enhancing institutional processes and operations through tools, technology and technical assistance.
- *Demand for land rights*: building community capacity and awareness to protect, defend and advocate for local land rights.
- *Complementary measures*: includes, but not limited to, land use planning, investment approvals systems, natural resource management, factor markets (credit, land rental) and public goods provision.

Categorisation 2: Type of rights focus

- *Statutory*: Statutory rights are enshrined in legislation and officially documented. They are typically individual-focused although there are some statutory rights that recognise groups collectively.
- *Customary*: Customary rights are held by groups or communities and derived from long-standing practices. They are less likely to be written down and often governed by community-level authorities.

Categorisation 3: Geographic focus

- Urban
- Rural
- Forested

3.1.2 Overview of programmes

The 50 selected programmes have a total value of ~GBP 2 billion. The World Bank is the largest contributor to land programmes (73 per cent of the total), providing loan-based programmes totalling ~GBP 1.5 billion. Table 1 provides an overview of the number of projects under each donor included in our analysis and the average value of these projects. We present other summaries of this data in Figure 11 and Figure 12 in Annex 2.

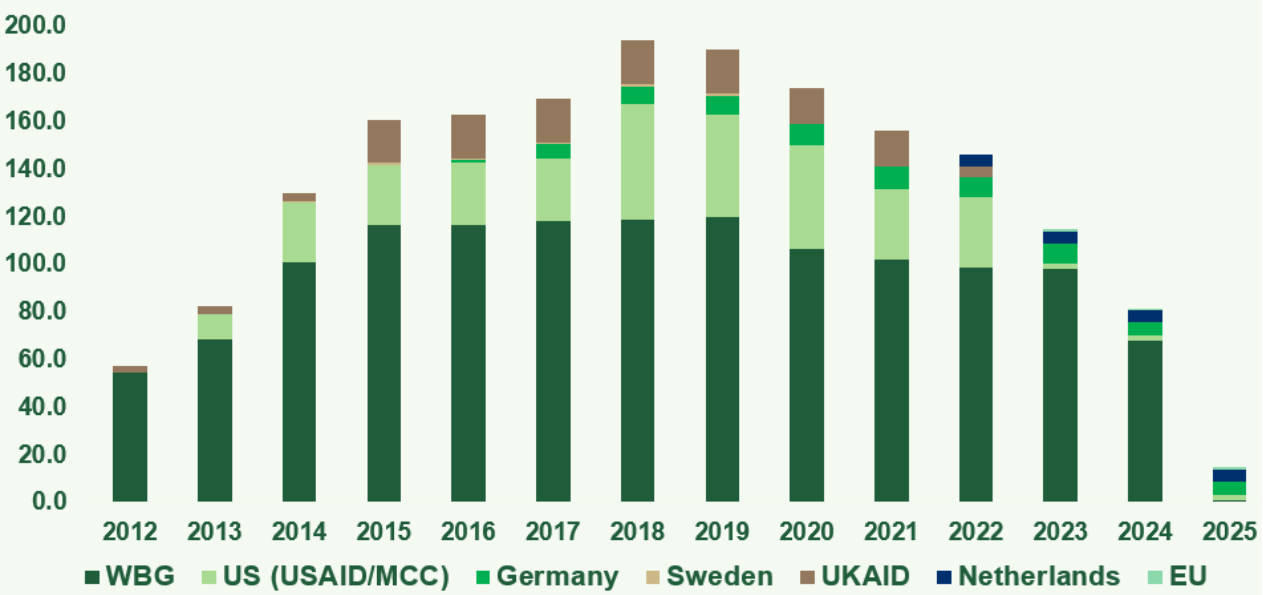
Table 1: Number and average value of projects by donor

Country / Donor	No. of projects	Average value (GBP m)
World Bank	27	56.6
US (USAID / MCC)	10	48.1
UK (FCDO)	4	36.7
Germany (GIZ)*	6	12.2
Netherlands (RVO)**	1	29.7
Sweden (Sida)	1	5.9
EU	1	7
All 50 programmes	50	45.4

**All programmes are part of the overall Responsible Land Policy programmes. Four RLP projects not included due to lack of available documentation. **LAND-at-Scale is a global programme which operated in 13 countries (USD 2m per country)*

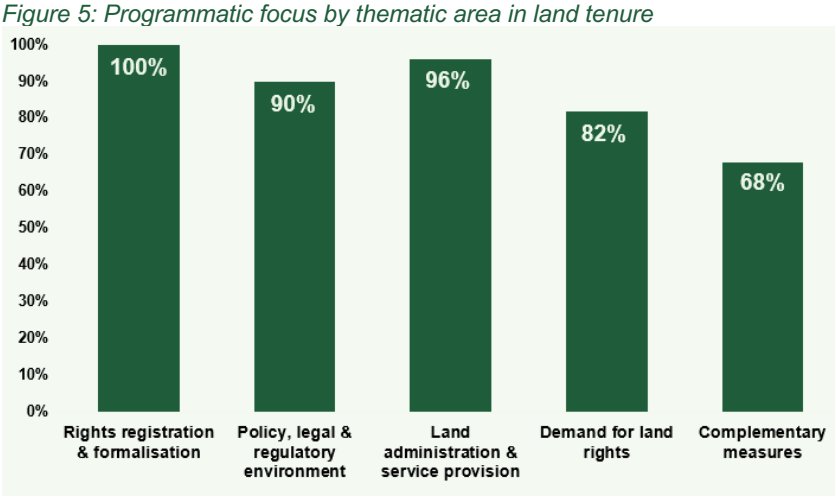
Funding for the 50 land programmes peaked in 2018-2019, reaching £180–200 million per year. Figure 4 provides an overview of donor funding compositions from 2012 to 2025. The World Bank has consistently been the main funder of land programmes. Historically, the United States (USAID/MCC) has been the second-largest contribution, however, Figure 4 highlights a notable decline in their funding from 2022 onwards.

Figure 4: Composition of donor funding to land tenure programming, by donor between 2012 – 2025 (GBP million)



Programmatic focus

Figure 5: Programmatic focus by thematic area in land tenure



All programmes included a focus on at least three of the identified thematic areas. As shown in Figure 5, every programme had focus on rights registration and formalisation (category 1), with most programmes also addressing land administration and service delivery (category 3). A smaller proportion of programmes addressed demand-side interventions (~4/5 of programmes) and complementary measures (~2/3 of programmes).

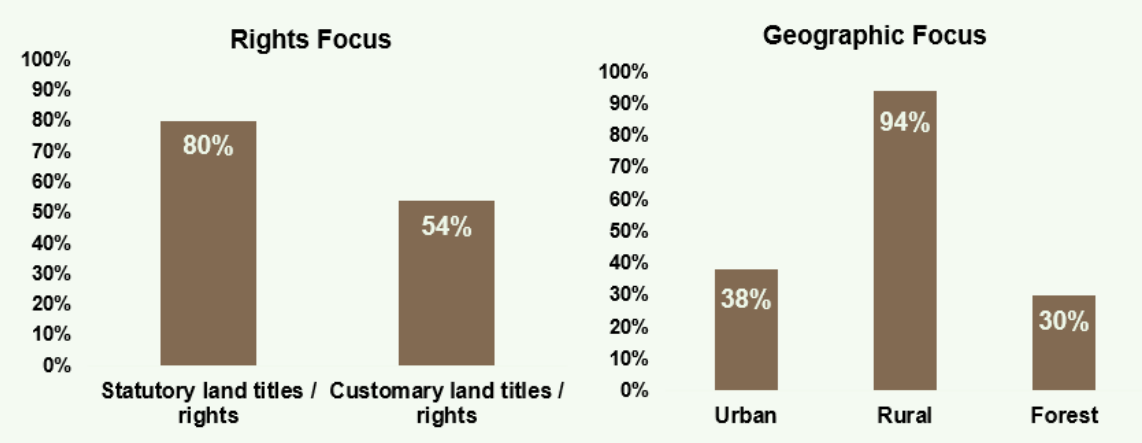
Types of rights focus

As shown in Figure 6, 80 per cent of programmes focused on statutory land rights and titling while around 50 per cent focused on customary land rights and titling. There were 13 programmes found that addressed both statutory and customary rights, reflecting the sometimes overlapping nature of rights, as well as programmes that had different approaches to tenure in urban and rural areas. This included Tanzania (see Case Study example below), as well as the World Bank-funded Land Administration Project II in Ghana, which aimed to streamline the registration of statutory land rights for urban beneficiaries *and* to support the establishment of Customary Land Secretariats in rural areas. Other programmes have a primary focus on one type of land rights but still engage with the other. The UK-funded Land Investment for Transformation (LIFT) in Ethiopia operated mainly within the statutory land tenure system, but it also paid significant attention to customary land uses, such as common grazing, and sought to reflect these realities in the formal system.

Geographic focus

As shown in Figure 6, the majority of programmes had a rural focus. ~1/3 of programmes had an urban focus, often overlapping with a rural focus, and ~1/3 of programmes incorporated a forestry focus. None of the programmes had a primary focus on forestry, although important research came out of some, including for example USAID's work in Zambia which had an agroforestry component (see Persha et al., 2023).

Figure 6: Type of rights and geographic focus



3.2 Classifying types of evaluations

We have identified at least one evaluation for each of the 50 programmes shortlisted.[10] Table 8 in Annex 3 includes information on whether an evaluation was found, and the high-level type of evaluation group in which we classify it. The evaluations are classified into three groups, which are summarised in Table 2 below.

Table 2: Classification of evaluations included in our analysis

Type of evaluation	Aim	Methods	Practical considerations
Performance evaluation *(perf-eval)*	Assess the extent to which a programme is achieving its intended targets and objectives, often using pre-defined performance indicators.	• Typically conducted as part of standard programme reviews, with methods that may be less rigorous.	• Conducted during implementation and at the end of the programme cycle.
Impact evaluation *(imp-eval)*	Determine causality and attribute quantitative effects and changes to a particular programme.	• Predominantly quantitative. • Vary in rigour, with the most robust employing randomised control trials (RCTs) or quasi-experimental methods	• Often use panel-based approaches, collecting data at multiple points to capture changes over time. • When written up as academic studies, they often form the basis of systematic reviews of evidence.
Process evaluations *(proc-eval)*	Examine whether a programme is being implemented as planned, focussing on the mechanisms of change.	• Primarily qualitative, analysing factors such as the theory of change, quality of implementation and contextual factors influencing outcomes.	• Typically conducted during the early and middle stages of implementation. • May use OECD-DAC criteria (relevance, coherence, efficiency, effectiveness, impact, sustainability) to frame evaluation questions and final reports.

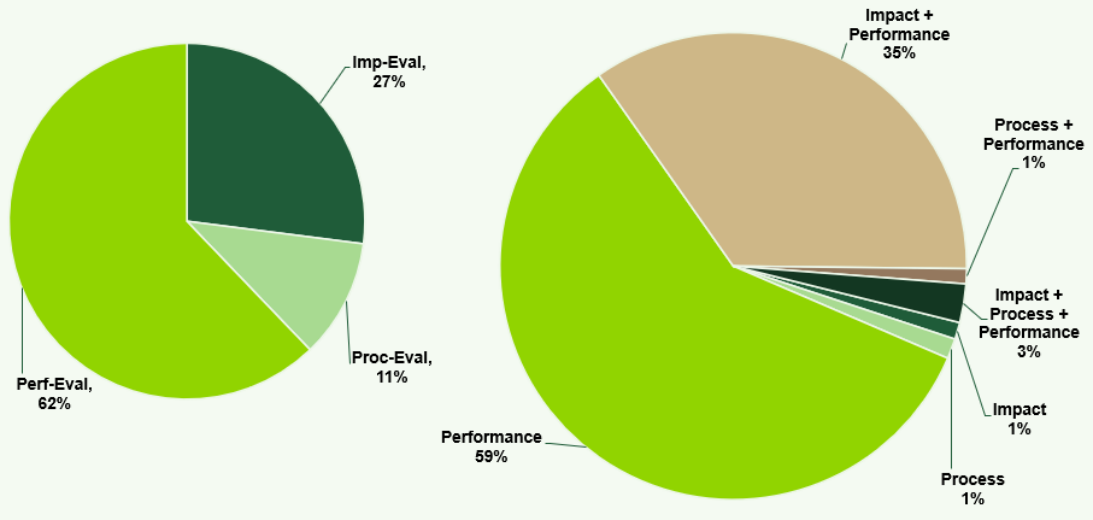
[10] The selection process is non-random, as the presence of an evaluation was one of our selection criteria. Other programmes of a significant size (>GBP 5 million) operating in the period of interest without any evaluation document found were therefore, by definition, not included. However, we believe the number of these is likely to be relatively small (10-20 programmes), particularly given our inclusion of performance evaluations.

3.3 Summary of evaluations of shortlisted programmes

As shown in the first pie chart in Figure 7, the majority of evaluations identified are performance evaluations, approximately one-third are impact evaluations, and only 11 per cent are process evaluations. The second pie chart presents the distribution of evaluation types, including combinations, weighted by programme value. We find 20 programmes with multiple evaluations, with the most common combination being impact and performance evaluation, and three programmes with all three evaluation types[11]. However, we find no programmes combining just a process and impact evaluation.

Based on the programmes included in our analysis, the most frequent evaluation approach remains a standalone performance evaluation.

Figure 7: Types of evaluation identified for 50 programmes.
7a: Share of all evaluations of each type 7b: Share of programmes with different mixes of evaluation



Examining evaluations by donor provides insights into their preferred evaluation approaches.

Table 33 shows the frequency of evaluation type used by each donor. We find that:

- **Performance evaluations** are universal for the World Bank and FCDO. The World Bank's Implementation Completion and Results Reports (ICRRs) and the FCDO's Project Completion Reviews (PCRs) form an integral part of their standard programme review and closure process.

Impact evaluations *are most commonly conducted for USAID and MCC programmes (60 per cent). Although GIZ show a similar percentage value in*

[11] These are all under the Responsible Land Policy Programme, of Germany (GIZ/BMZ).

- Table 3 (67 percent), this reflects the fact that the six German-funded programmes in our analysis are all part of the global GIZ programme, Global Responsibly Land Policy (GPRLP), which utilises a standardised evaluation framework.
- **Process evaluations** are most common among European donors (GIZ, Sida, RVO). In our analysis, process evaluations were identified only for these donors. However, it should be noted that all GIZ programmes fall under the GPRLP and only one programme each was included for Sida and RVO.

Table 3: Types of evaluation by donor

Donor	# of programmes	Performance Evaluation	Impact Evaluation	Process Evaluation
World Bank	**27**	**100%**	**30%**	**0%**
US (USAID / MCC)	**10**	**70%**	**60%**	**0%**
UK (FCDO)	**4**	**100%**	**25%**	**0%**
Germany (GIZ)	**6**	**100%**	**67%**	**100%**
Netherlands (RVO)	**1**	**100%**	**0%**	**100%**
Sweden (Sida)	**1**	**100%**	**0%**	**100%**
EU	**1**	**0%**	**0%**	**0%**

The World Bank produces an ICRR for every programme as part of its standard project closure process. ICRRs are standardised performance-based assessments conducted by the Independent Evaluation Group (IEG), providing ratings on outcome achievement, bank performance and the quality of monitoring and evaluation. ICRRs include an evaluation of results and outcomes, an analysis of implementation factors and a brief section on lessons learned and recommendations. ICRRs may reference impact evaluations, however, these are often summarised in the annexes, with the full evaluation reports not always publicly available.

Of the ten programmes in our analysis funded by MCC or USAID, 60 per cent have an impact evaluation. These are typically conducted independently by organisations such as Cloudburst, Mathematica, NORC (University of Chicago), and Social Impact, focusing on higher-level outcomes and impacts such as tenure security. Where available, these evaluations have rigorous methodological standards, incorporating baseline, midline and endline data to track changes over time. MCC often published high-level summaries based on the final evaluations, highlighting both programmatic and evaluation lessons.

All FCDO programmes have a PCR, a project completion report, summarising key achievements, lessons learned and recommendations for future programming. These procedural documents are structured by output, drawing on annual reviews and project reports, surveys and conversations with key stakeholders, and reflections from the programme implementing partner. In our analysis, we identified one impact evaluation for FCDO: a study on the Land Tenure Regularisation Programme in Rwanda, prepared for presentation at the World Bank Conference on Land and Poverty in 2019.

Our analysis includes six country-level programmes under GIZ's GPRLP. We identified Project Progress Analyses (PVA) for four programmes, mid-term reviews (MTRs) for five programmes and Evaluative Studies (EVAS) for three programmes. PVAs, MTRs and EVAS provide the GPRLP team with an overview of country-level progress.They are hybrid performance-process evaluations guided by OECD-DAC criteriand determine whether the programmes are likely to achieve their objectives and outcomes, allowing real-time adjustments

and ongoing learning during implementation. A selection of impact evaluations was also identified at the country and multi-country level. These employ a range of methodological approaches, from rigorous quantitative techniques to qualitative methods.

As our analysis only includes one programme funded by Sida, the Land Administration and Capacity Building Programme in Mozambique (GESTERRA), this report provides only selective insights into the agency's approach to evaluating land programmes. However, GESTERRA includes a mid-term review (MTR), a process-oriented evaluation that provides the National Land Directorate of Mozambique (DINAT) with recommendations to improve implementation effectiveness and efficiency. The final evaluation is a hybrid performance-process evaluation that assesses the quality of implementation, performance of programme partners and overall programme achievements. Both evaluations were conducted externally and employed participatory approaches, triangulating information from document reviews, interviews and field observations.

Our analysis also only includes one programme funded by RVO, the global LAND-at-Scale programme. The global programme's MTR was conducted externally as a hybrid performance-process evaluation, focusing on the programme's relevance and coherence, progress against outputs and outcomes, and factors explaining the success and limitations. Data was collected through document reviews, country-level data analysis and KIIs at the global, regional and country levels. The country-level MTR for LAS Uganda is a process evaluation, produced by the Independent Evaluation Unit of UN-Habitat, which hosts the programme in Uganda. This evaluation triangulated information from desk reviews and interviews.

3.4 Emerging findings from the analysis

Below we present the key findings from analysing the 50 shortlisted programmes with respect to their approach to evaluation:

1. **The majority of programmes do not include robust impact evaluations:** Across the shortlisted 50 programmes, the majority had a performance evaluation only. This is largely due to this being the dominant World Bank approach, making over half the programme sample and with less than one-third (30 per cent) having an impact evaluation (and none, according to our findings, with a process evaluation). The ICRRs follow a comprehensive format, however they are based on the government data of the partner country, and KIIs we conducted indicated they might not therefore be viewed as wholly reliable. Furthermore, quantitative estimates given in such reports, or in FCDO PCRs, often do not follow any rigour in their method and therefore their attribution to programme activities is questionable (or at least do not detail the method or approach used for the estimates provided).
2. **Evaluations vary in degree of rigour and approach across donors:** We note that the impact evaluations found are not all equal. Often the World Bank impact evaluations, where conducted, are either summarised in very short annexes to the ICRR or in short briefing notes – i.e. they do not provide a wealth of detail on methodology which might add confidence to the results. In comparison, the body of work produced over the past decade by MCC and USAID and their evaluation contractors (including Cloudburst / NORC / Social Impact and Mathematica) is comprehensive and extensive in setting out methodologies and analysis, with a number of reports produced (design documents, baselines, midlines, endlines, associated academic papers etc.), and clearly underpinned by extensive long-term commitment and budget.
3. **Evaluations largely focus on higher-level outcomes with a lesser focus on testing whether and how interventions contribute to these:** While the impact evaluation literature is rigorous and insightful, it also mainly focuses on higher-level outcomes and impact (tenure security, investment, income, WEE), and can miss questions of implementation fidelity, endogeneity or other complexity (as noted above in the discussion from Lisher & Huntington, 2024, and as also noted in Linkow, 2024, and Lisher, 2016). However, it was mentioned to us in KIIs that 'deeper dive' studies were also

commissioned and conducted by USAID/MCC, often after the endline of an impact evaluation, with examples of good integration of processes of change included in the Tanzania and Mongolian case studies below (for Tanzania, see Persha et al. 2022b; 2024; for Mongolia, see Marple-Cantrell & Huntington, 2023).

4. **Evaluations of land governance reform at national level are scarce:** While some impact evaluations include evaluations of institutional strengthening and land governance reform, this is typically focussed on grassroots levels. This is a finding highlighted in the MCC Mongolia evaluation, where: *"High-level interventions that focus on institutional and technology improvements at a national level or in a limited number of urban/provincial areas do not lend themselves to rigorous impact evaluations, as there is often no feasible counterfactual. Correspondingly, most quantitative research on land tenure has focused on measuring indicators and outcomes at the household or community level. The analysis of land administration and bank loan data is notably absent from empirical studies to date."* Marple-Cantrell & Huntington (2023).[12] More detail on Mongolia is provided within Section 5 below.
5. **Evaluations rarely consider the complexities of the context including political economy analysis.** Very few process evaluations, including those with focus on land governance reform, try to understand the complexities of the political economy and inter-connectivities with other sectors (e.g. access to finance, land markets). As noted in Section 6, this is a gap that the Land Facility can aim to address.

[12] Marple-Cantrell & Huntington (2023). This finding was also corroborated in KIIs, with noted exceptions of Mongolia and Lesotho.

4. Evaluation case studies: Tanzania, Mongolia and Uganda

We now present three countries as case studies for closer examination. The three selected countries are Tanzania, Mongolia and Uganda, which were chosen based on recommendations from key informants, together with a consideration of the availability of programmes, a spread of different types of evaluations, and innovative findings relevant to the Land Facility.

Each case study below sets out country context for land tenure, details of land tenure programmes found, findings from evaluations linked to these programmes, followed by observations and gaps related to the evaluations particularly (rather than programmatic gaps). We provide additional information on evaluation findings related to the three Land Facility outcomes in Annex 3. The case studies also inform our final reflections in Section 6.

4.1 Tanzania country case study

4.1.1 Country context for land tenure

Tanzania has been one of the most studied contexts for land tenure interventions in the past two decades – in part because of a disconnect between what was viewed as 'progressive legislation' being put in place, followed by a range of political challenges and complexities resulting in a relatively slow roll-out of land certification. This is in comparison with other well-studied contexts, such as Rwanda and Ethiopia, which are generally perceived as more successful.

The formal categories of land tenure in Tanzania (see Figure 13 in Annex 2) were determined under the Land Act (1999) and the Village Land Act (1999). The legislation allowed for two types of rights of occupancy, respectively, for general and village land: the Granted Right of Occupancy (GRO) re-asserted the pre-existing system of formal land titles on general land, and covers most urban land; and the Customary Right of Occupancy (CRO) which referred to informal land rights granted by village councils on village land.[13] The Village Land Act allows village councils to issue Certificates of Customary Rights of Occupancy (CCROs), though only if villages receive prior "regularisation" of village land. For this, each village must have its outer boundaries surveyed, demarcated, and registered by the Ministry of Lands, Housing and Human Settlements Development (MLHHSD) in order to obtain a certificate of village land (CVL), and must also have a village land use plan (VLUP) in operation. Individual villagers can then apply to have their private parcels surveyed and registered, but only at the end of that process can villagers receive their CCRO document.[14]

While the 1999 acts were viewed as progressive legislation, there has been slow implementation in the years since. It has been argued this is due to costly processes associated with villages attaining CVLs and VLUPs (Deininger & Goyal, 2024a).[15] According to Huggins (2018) the complexity has meant it is *"difficult for village councils to produce them [VLUPs] without significant external financial and technical support"*, and as of 2012 an estimated 1,500 out of 11,000 villages had plans in place (with more recent data hard to find). According to the World Bank (2019), just 5 per cent of rural land was titled as of 2019, "the lowest in the world" at that time. Collating various data sources, Owens et al. (2025) find that a combined total of 1.3 million CCROs were

[13] A third category exists of "Reserved land", which is set aside for special purposes, including forest reserves, beaches, game parks, game reserves, land reserved for public utilities and highways etc. (Mramba and Deininger, 2018).
[14] As detailed in Mramba and Deininger (2018), Owens et al. (2025), FCDO (2019), Baldwin (2020), and Stein et al. (2016, 2024).
[15] According to Stein et al. (2016), a secure village registry (building or room) where CCROs can be stored is also required under the law. In addition, any unused village land that is not part of the VLUP can be identified by the district land officers, reported to the government and appropriated by the central government for allocation to investors as general land.

issued between 2006 and 2025, representing about 11 per cent of all parcels, an approximation they find supported by other survey evidence, such as Table 7 in Annex 2.

It can be noted that Prindex data finds Tanzania's tenure insecurity rate grew from 23 per cent in 2020 to 39 per cent in 2024 (Mozambique, Malawi and Ukraine saw similar increases); although data is based on surveys in urban areas, this suggests significant issues in the tenure system (see in Annex 2).

4.1.2 Programmes

We found the following four programmes in Tanzania, though only the first three were included in the analysis as the fourth is still in operation and therefore no evaluation exists as yet:

***1: (WB) Tanzania Private Sector Competitiveness Project: 2005-2018;* USD 170 million**

The World Bank's Private Sector Competitiveness Project was completed in 12.5 years and given an overall rating of "Moderately Satisfactory" by the World Bank's ICRR, undertaken by the IEG. The project covered a broad range of private sector development challenges, including work on strengthening the business environment (roughly two-fifths of programme spend); enhancing enterprise competitiveness, and access to financial services. The work on land systems was within the business environment component, and accounted for USD 35.2 million of the funding available to the component (World Bank, 2019).

Work covered legislation, and early in the period the project supported a number of land-related laws and bills including the Land Use Planning Act 2007; Urban Planning Act 2007; Unit Titles (Condominium) Act 2008; Mortgage Financing Act 2008; and the Land Valuation Act 2010. In addition, Tanzania, with World Bank support, developed ILMIS (Integrated Land Management Information System) that was supposed to automate all business units of the MLHHSD. This was deployed in one zone and two districts of Dar es Salaam (out of 169 districts in the country) (Baldwin, 2020). The WB project also supported roll-out of rural and urban land certificates, including an estimated 100,000 CCROs rurally, and 6,000 CROs in urban areas. A new project (see below) is taking forward many of these reforms, particularly ILMIS and CCRO roll-out.

Summary of programme by key activity areas:

World Bank: Tanzania Private Sector Competitiveness Project	
1. Rights registration & formalisation	• Multi-purpose large scale base maps for some areas - low cost/quick demarcation and registration approach.
2. Policy, legal & regulatory environment	• Laws enacted inc. Urban Planning Act & Land Valuation; • Regularisation of tenure rights; • Regulatory simplification of land admin processes; • New surveying and mapping policy.
3. Land administration & service provision	• Land Management Information System (ILMIS) - upgraded infrastructure for land surveying and mapping - data migration, infrastructure, IT, capacity development.
4. Demand for land rights	• Public awareness campaign on Dispute Court Act 2002.
5. Complementary measures	• Business registration & labour law reform; • Business development schemes & gateways; • Access to financial services - products & market integration.

2: (USAID) Feed the Future Tanzania Land Tenure Assistance (LTA) Activity: 2015-2019; USD 6 million

USAID/Tanzania awarded a four-year, USD 6 million LTA activity to be implemented by the consultancy DAI from December 2015. The initiative sought to clarify and document land ownership, support local land use planning efforts, and increase local understanding of land use and land rights in Tanzania. LTA assisted

villages and the district land offices in Iringa and Mbeya districts in completing the land use planning process and delivering CCROs in select villages (Persha & Patterson-Stein, 2021). The programme provided education on land laws, CCROs, and land management, and used a USAID-developed app, the 'Mobile Application to Secure Tenure' (MAST), to facilitate land mapping and customary land formalisation process. Effectively the programme was a pilot covering a small geographic area focusing on issuance of CCROs – with over 59,000 CCROs registered in the period – and a model that in future could be 'scaled-up'.

Summary of programme by key activity areas:

USAID: Feed the Future Tanzania Land Tenure Assistance Activity	
1. Rights registration & formalisation	• Completing land use planning process and deliver CCROs (issued by local government).
2. Policy, legal & regulatory environment	• N/A
3. Land admin & service provision	• Village- and district-level capacity building; • Land dispute resolution, record keeping etc.; • Use of the Mobile Application to Secure Tenure (MAST).
4. Demand for land rights	• MAST communications and awareness-raising plan.
5. Complementary measures	• Village Land Use plans; • Joint Village Agreements.

3: (UK/Sweden/Denmark) Tanzania Land Tenure Support Programme (LTSP): 2014-2021; USD 15 million

The LTSP was originally a four-year programme supported by the Governments of the UK, Sweden, and Denmark. The programme was extended as the implementation phase suffered challenges including delays in procurement of a technical assistance provider, as well as severe rainfall in the project area, and delays in fund disbursement. It operated in the 'Southern Agricultural Corridor', a fertile area of high agricultural potential, where a number of DFID's agri-business investments were concentrated. The programme was similar to the USAID's LTA Activity in providing a pilot for roll-out of CCROs in selected districts. The programme led to a higher number of parcels demarcated, estimated at over 210,000 (FCDO, 2019).

Summary of programme by key activity areas:

UK/Sweden/Denmark: Tanzania Land Tenure Support Programme (LTSP)	
1. Rights registration & formalisation	• Demarcated and surveyed village boundaries / land parcels; • CCROs registered, issued and collected.
2. Policy, legal & regulatory environment	• Policy and institutional framework strengthening - position paper for review of 5 land laws; • guidelines on R&R of government and investors.
3. Land admin & service provision	• District land offices constructed; • renovated and equipped village registers; • training on land disputes mediation.
4. Demand for land rights	• Awareness and education meetings - understanding of legal rights and importance of registering land.
5. Complementary measures	• Village Land Use Plan prepared and costed.

4: (WB) Tanzania Land Tenure Improvement Project: 2021-2027; USD 150 million

The fourth programme fell outside of our 50 programmes due to its ongoing timeline, although a theory of change for the programme is included as Figure 14 in Annex 2, showing that it continues similar activities to those in the three programmes above. The new programme has a stated goal of demarcating 2.5 million parcels (World Bank, 2021) and has no impact evaluation in its design according to the PAD (ibid).

4.1.3 Evaluations

Table 4: Evaluations found for programmes included in the Tanzania case study (World Bank, USAID, UK/Sweden/Denmark)

	World Bank – Private Sector Competitiveness	USAID – Land Tenure Assistance	UK/Sweden/Denmark – LTSP
Document	ICRR (World Bank, 2019)	Persha & Patterson-Stein (2021), Persha et al (2024)	PCR (FCDO, 2019)
Evaluation type	**Performance evaluation**	**Impact evaluation**	**Performance evaluation**
Conducted by	IEG	NORC at the University of Chicago	FCDO
Method	**Mixed methods** • Tracking project outputs + qualitative pre-post measures and qualitative data sources.	**RCT** with 30 treatment + 30 comparison villages, randomly assigned in Iringa district. • Data collection: Two baseline studies in 2017 with follow-up data collection in 2020. Endline sample size 2,243 respondents across 1,361 households.	**Mixed methods** • Tracking project outputs + qualitative pre-post measures and qualitative data sources.
Key Findings	• 70 percent of respondents reported that it is easier to acquire land in 2018 compared to the past 10 years. • 22 district housing and land tribunals established with office space and operational facilities. *"Many disputes have been resolved through these tribunals" (p.76).* • Time to issue a title deed estimated to have declined by nearly 90 percent (340 days in 2005 to 37 days in 2017). • Surveyed LGAs revenue from land property increased from an average of TSh 112 million in 2010 (GBP 56,000) to TSh 792 million (GBP 260,000) in 2018, *"partly due to increased land titling" (p.86).*	• The overall impact evaluation found a 16 percent reduction in feeling tenure insecure / reduced disputes / no evidence for increased investment / strong positive increase in the proportion of women with legally documented and formalised customary land rights. • Formalised land rights are not sufficient to unlock formal sources of credit. Substantial demand- and supply-side barriers to access to finance, including banks reluctance to lend.	• Average cost of issuing CCROs reduced from USD 24 to USD 10, linked to MAST digital technology and use of local para-surveyors. • Qualitative evidence suggesting tenure security improved. • Number of titles issued to women increased. • 211,989 parcels demarcated. Successful promotion of CCROs. • *"Process and procedures developed by LTSP are being adopted by MLHHSD"* (p.2), including legal amendments to allow the use and application of digital technology for mapping and data collection.
Additional Information	• Economic Rate of Return (ERR) – 19% • Final programme rating: "Moderately Satisfactory"	• Follow-up (Persha & Patterson-Stein, 2024) analysed willingness to pay. In a first phase, CCROs were provided free of charge while in a second phase, a fee of USD 13 (TSh 30,000) applied. The proportion paying was variable, with villagers prioritising obtaining CCROs for larger and more fertile plots, parcels on which their homes stood and inherited lands.	• Final programme rating: B (Moderate)

4.1.4 Observations and gaps across evaluations

Observations from the case study evaluations align with some of the 'gaps' in programme evaluations identified in the Section **Error! Reference source not found.** findings above. This includes:

Evaluations vary in degree of rigour and approach across donors.

- Neither the World Bank nor UK/Sweden/Denmark programme had an impact evaluation.
- In the absence of accompanying impact evaluations, performance evaluations report quantitative findings without providing clarity on methods or on the rigour of estimates given. This includes time taken for deeds (World Bank), women securing tenure (FCDO), and costs of CCROs (FCDO).
- The USAID programme has a rigorous impact evaluation that estimates changes for a range of outcome indicators (Persha & Patterson-Stein, 2021). Additional analysis examined WEE (Persha & Patterson-Stein, 2022b) and variation in programme design allowing analysis of willingness to pay for CCROs (Persha & Patterson-Stein, 2024).
- The impact evaluation has fewer reflections on questions of sustainability, for example how Government can expand the pilot model, adopt new technologies or roll out processes.

Evaluations largely focus on higher-level outcomes with a lesser focus on testing whether and how interventions contribute to these

- Across all evaluations, there is limited reflection on challenges around the imperfect model for rural land tenure (the need for village use plans etc.), or on related accountability structures.
- World Bank and FCDO evaluations provide no reflection on expropriation risks and tenure security (cited in the literature such as Stein et al., 2024). The USAID evaluation does do so however.

Evaluations rarely consider the complexities of the context including political economy analysis.

- Performance evaluations noted resistance from surveyors, which can be understood as a political economy challenge. However, there is little reflection to try to explain the reasons for this resistance, why it occurs, or what could be done to address it. FCDO (2019) imply that their model of para-surveyors was an effective way around this issue, but more rigorous analysis of processes would be needed to determine the viability of this approach at scale.
- The performance evaluation for the World Bank programme includes very limited discussion on why the roll-out of land certification, including CCROs and CROs in urban areas, has been slow. This may be linked to reputational challenges in acknowledging or addressing the political economy realities and challenges.

4.2 Mongolia country case study

4.2.1 Country context for land tenure

After almost 70 years of socialism (1924-1989), Mongolia instituted market-based reforms with, and since, the 1992 Constitution. This conferred rights of fair acquisition, possession, and inheritance of movable and immovable property, with the exception of the country's rangelands and pasturelands. The Land Law of 1994, updated in 2002, privatised, free of charge, plots of land that were already occupied and also allowed new plots of land for all registered Ulaanbaatar City (UB) residents of up to 700m^2 (World Bank, 2015). The 2002 'Law on Land Ownership by Citizens of Mongolia' provided further guidance and regulation on the types and sizes of land that can be owned. Ownership is tied to 'land fees' (taxes) that the government introduced in 1997; fees that vary from 0.1 to 1 per cent of the base land value in cities, villages, and other settled areas, and determined by central government (World Bank, 2015). Initially, demand for full ownership was modest, and thought to be due to the (land) tax (Ibid). To overcome reluctance, tax discounts were provided on privatised residential land plots from 2004.

The following decade saw large-scale rural-urban migration, and the population of UB rose from just under 900,000 in 2003 to 1.2 million in 2011 (Ibid.).[16] Demand for residential land in UB led the Governor of the Capital and Mayor of its Municipality to pass a Resolution in 2013,[17] to restrict the allocation of land for ownership for people moving from local areas (Ibid.) Illegal encroachments of plot boundaries, combined with occasional survey errors, have resulted in increasing land disputes (World Bank, 2015), and such disputes can occur when land is allocated to an individual but not occupied. Rural migrants may occupy the plot, erecting a ger (traditional dwelling) and a fence, only for the plot to later be disputed (Ibid.).[18] The migration phenomenon has led to so-called 'ger' districts with larger informal settlements on city outskirts, usually lacking in public infrastructure including water and sanitation (IPA, 2016; Cloudburst, 2020).

The process for registering land can be complex and time-consuming; as it can involve a City Governor, District Property Land Relations Department (DPLRD), UB City Property Land Relations Office, a mapping company, a notary, as well as the agencies GASR and the ALAMGaC (World Bank, 2015).[19] Difficulties include that agencies use different IT systems and their physical offices are not always located next to one another (IPA, 2016). However, once the process is complete, certificates are recorded in the land title registry with GASR, a national agency which has seen significant improvements in recent years (Marple-Cantrell & Huntington, 2023). In its 2015 report on UB, the World Bank (2015) estimated the full process had an average cost of MNT 63,000 (~GBP 20, at the time), taking approximately four months to complete. The largest part [80 per cent+] of this cost was for cadastral mapping services, with the majority of time [75 per cent] taken in awaiting the UB City Governor's decision.

Until the 1990s, pastoral households in Mongolia herded state-owned livestock and received government salaries. During the transition to a market-based economy, livestock assets were privatised but rangelands – and the rights of herders to use these lands – remained under the control of the state (Cloudburst, 2020). A 'Tragedy of the Commons', of overgrazing has led to increasing land degradation and desertification (ibid.). While ownership of pasturelands (and forested land) was prohibited by the Constitution, the 2002 Land Law made provisions for "leasing" public-use lands, including pasturelands, from 15 to 60 years (Barcus, 2018).[20] According to FAO (2019), in recent years, the government requested FAO's support to design a pastureland law with the Ministry of Food, Agriculture and Light Industry (MPFALI) to improve sustainable pastureland management, customary rights, and community-based forest management. In 2024, the Mongolian Parliament partially followed through, passing the Law on Herders (CAPA, 2024), aiming to improve collective action, environmentally friendly practices, and sustainable livestock production.

4.2.2 Programmes

Within the programme analysis for this review, there is one significant programme in Mongolia. The MCC-funded Property Rights Project (PRP)was implemented between 2008 – 2013 in Ulaanbaatar (UB) and eight regional centres in Mongolia, with a budget of USD 28.5 million.[21] The PRP aimed to streamline the process of registering land and property rights in Mongolia and improve the management of the country's peri-urban rangelands. PRP had three components:

[16] And to a lesser extent to the much smaller cities of Erdenet and Darkhan. The share of the Mongolian population living in the capital shifted from approximately 36 per cent in 2003 to 41 per cent in 2011 (based on WB population estimates).
[17] Resolution A/726 of July 30, 2013.
[18] However, if the original allottee of a land possession certificate does not occupy the plot within two years, their claim for possession rights is void and the settler is entitled to have it re-registered in his or her name, though such cases are rare.
[19] Respectively, the General Authority for State Registration, and the Mongolian Government Implementing Agency for Land Administration and Management, Geodesy and Cartography.
[20] The 2002 Land Law also included provisions for improved protection of pasturelands, including: (1) eliminating shorter lease-terms previously required for farming land; (2) allowing long-term licenses for possession of urban and peri-urban land, household plots, herder camps, and arable land to be transferred through sale or auction or used as collateral; (3) preventing grazing on winter and spring pastures during summer and fall; and (4) providing for the imposition of sanctions in cases of out-of-season trespassing (USAID, 2016).
[21] The MCC Mongolia programme was outside our initial list given it ended before 2015. However, we had strong recommendations to include Mongolia as a case study and as a result have included this programme in our analysis.

- **Improvement of Land Privatisation and Registration System Activity (RS).** To reduce the administrative burden associated with registering land rights, RS introduced institutional strengthening measures in two land-related agencies: GASR and ALAMGaC. Measures focused on information management, capacity building, infrastructure and policy and law. By improving the land registry system, RS aimed to increase public confidence in the land governance system and, in turn, facilitate greater capitalisation of land assets (MCC, 2020; Marple-Cantrell & Huntington, 2020; 2023).
- **Peri-Urban Land Leasing Activity (PURP).** PURP aimed to improve the livelihoods of herder households living in peri-urban areas surrounding Mongolia's largest cities. PURP combined land-related activities with other direct support to incentivise households to reduce over-grazing on common grasslands, thereby improving productivity and increasing incomes. PURP's land-related activities included mapping rangelands, drafting new legislation and issuing 15-year exclusive-use leases to groups of herder households. Phase 1 was implemented from October 2010 around UB, Erdenet and Darkhan, and Phase 2 was implemented from 2011 around Choibalsan and Kharkhorin (MCC, 2021b; IPA, 2016).
- **Privatisation of Ger Area Land Plots Activity.** Supported households living in informal, suburban (ger) districts to convert their occupancy into formal ownership.

Based on the availability of programme documentation and evaluations, this report looks only at the first two components of the PRP: RS and PURP.

Summary of programme by key activity areas:

	RS	PURP
1. Rights registration & formalisation	• Develop and support adoption of upgraded IT, including a new electronic property registration system (ePRS).	• Map rangeland of 3 peri-urban areas. • Develop leasing system and provide exclusive-use leases to herder groups.
2. Policy, legal & regulatory environment	• Provide recommendations and draft legislation through the Legislative and Regulatory Commission (LRC). • Train Land Market Specialists (LMS).	• Draft new / revise existing legislation for rangeland and pasture use. • Create complementary regulatory and enforcement mechanisms.
3. Land administration & service provision	• Establish new, and enhance existing, GASR offices. • Deliver capacity building to staff. • Upgrade geospatial infrastructure used to survey and manage land.	• N/A
4. Demand for land rights	• Organising workshops to build citizen awareness.	• Deliver training to herder groups and local officials on livestock marketing and management, rangeland management and cooperatives. • Public outreach events, newspaper articles and TV programmes.
5. Complementary measures	• N/A	• Provide herder groups with wells, materials and seeds for the construction of winter shelters, feeding equipment and fences. • Provide training on use and maintenance of infrastructure.

4.2.3 Evaluations

Table 5: Evaluations found for programme in the Mongolia case study (MCC)

	MCC - RS	MCC - PURP
Document	**Registry Systems Process Study: Final Report** (Marple-Cantrell & Huntington, 2020) & **Assessing National Land Administration in Mongolia** (Marple-Cantrell & Huntington, 2023)	**Interim Report for Phase 2 Areas** (IPA, 2016)
Evaluation types	**Performance evaluation**	**Impact evaluation**
Conducted by	The RS Process Study: Final Report was conducted by The Cloudburst Group.	Innovations for Poverty Action.
Method	**Mixed methods**. • Rigorous, with pre-/post-estimates. • Data collection: Quantitative data (historical registry transaction data, ePRS registry transaction data, banking customer survey) and qualitative data (structured KIIs with GASR registrars and loan officers, focus group discussions (FGD) with beneficiaries and open-ended KIIs with key stakeholders).	**RCT**. Eligible herder groups randomly assigned, via lottery, to participate in the project or not. • Data collection: Peri-Urban Rangeland Leasing Survey (PURLS) administered to 1,042 households. Surveys also conducted with herder group leaders and soum (local) officials. Complementary data on land quality from USDA's Agricultural Research Service.
Key Findings	• The project streamlined the process for land registrations by reducing the number of documents required and relaxing the notary requirement during first-time registration. • Number of first-time registration and secondary transactions of all types rose during the project and post-project period by 34 per cent (2011 to 2014) and 14 per cent (2014 to 2017) respectively. • Decentralisation of the land registry system led to average savings of 13 days and $11 (28 percent) per transaction for the customer. • Access to credit improved through a reduced time to complete the loan application process by two days and $15 (31 percent).	• The majority (69.5 per cent) of households thought that rangeland leases were at least slightly beneficial. However, there was no overall evidence that project households perceived higher land tenure security compared with comparison households. • The perception of land quality did not improve for project households versus comparison households in either Choibalsan or Kharkhorin, however, this is shown as a very weak measure of actual land quality.
Additional Information	• ERR – 16%. • Successes motivated the Government of Mongolia to expand digitization and ePRS migration efforts across the country, including self-funding the digitization of two provinces. • Evaluation found registration system improvements sustainable 10 years later. ePRS was still being used at all GASR offices in UB and in the eight project provinces.	• Survey data collected May to July 2014. As implementation concluded in Sept 2013, the interim report should not be considered a final interpretation of the project's impact.

4.2.4 Observations and gaps across evaluations

Observations from the case study align with some of the 'gaps' in programme evaluations identified in the Section **Error! Reference source not found.** findings above. This includes:

Evaluations vary in degree of rigour and approach across donors

- Marple-Cantrell and Huntington (2023, p. 5) assert that 'High-level interventions that focus on institutional and technology improvements at a national level […] do not lend themselves to rigorous impact evaluations, as there is often no feasible counterfactual'. Their performance evaluation draws on land administration and banking data as key data sources, enabling a robust assessment of outcomes beyond short-term performance indicators that are typically measured at the household or community level.
- While the Mongolia case study does not allow for comparison across donors, it supports the earlier observation that US-funded programmes are more likely to have a rigorous impact evaluation. The impact evaluation for PURP employs an RCT design in which herder groups were randomly assigned to participate in the programme (treatment) or not (control) via a lottery. This is one of the few RCT designs across evaluations of land governance and tenure programmes.
- Our analysis only includes the interim report for PURP Phase 2, as we were unable to locate a final report. The interim evaluation therefore does not fully assess longer-term impacts. However, a final impact evaluation was also conducted by IPA, with the approach and results summarized in an impact evaluation published by MCC in March 2021. The final evaluation appears to be rigorous, employing an RCT design with data collection carried out between January to August 2017 as the final stage of a three-wave household panel survey.

Evaluations of land governance reform are scarce

- The Mongolia PRP corroborates the finding that robust evaluations of land governance reform are scarce. Although the performance evaluation conducted by Marple-Cantrell & Huntington (2023) addresses aspects of land governance, it does so as part of a broader set of findings and is therefore discussed at a relatively high level.
- For the RS component, the same study presents mixed evidence regarding confidence in land governance, including the use of formal systems and instances of corruption. Challenges are described in detail;. However, observations come from FGDs and anecdotal evidence rather than systematic analysis.
- Although PURP included legal reform activities, the draft legislation had not been approved by Parliament at the time of data collection for the impact evaluation (IPA, 2016). As such, the evaluation focuses on short-term behavioural changes among herder households resulting from other direct programme support, such as rangeland leases, wells, inputs and training.

Evaluations rarely consider the complexities of the context including political economy analysis

- Both evaluations contextualise programme interventions but neither conduct a formal political economy analysis.
- The PURP impact evaluation (IPA, 2016) acknowledges contextual heterogeneity, discussing differences between Kharkhorin and Choibalsan throughout.
- In the RS case, contextual challenges are highlighted, including political and legal constraints, challenges with reform timelines and institutional dynamics (Marple-Cantrell & Huntington, 2020; 2023). These are integrated into the discussion of outcomes although they are not analysed rigorously with a formal political economy framework.

4.3 Uganda country case study

4.3.1 Country context for land tenure

Uganda has a complex land tenure system with origins going back to Colonial rule. Under the 1903 Buganda agreement, the British awarded large tracts of "*mailo*" land and any smallholders occupying them to the Buganda king and his notables; the remainder was classified as 'Crown Land' with government powers to expropriate or designate freehold / leasehold tenure. Following years of post-independence instability, post-civil war settlements in the 1990s reinstated the *mailo* designation. As a result, Uganda has four tenure systems: a freehold tenure system in the west and southwest, the *mailo* tenure system in the central and southern areas, leasehold tenure primarily in Kampala,[22] and customary tenure throughout the rest of the country. Figure 16 in Annex 2 provides an overview of the tenure systems in Uganda.

The 1995 Ugandan Constitution decreed that *"Land belongs to the people"* and recognised all four of the land tenure systems. The 1998 Land Act formally recognised customary ownership, with occupants able to obtain a "certificate of customary ownership" (CCO), transferrable through sale, rent, gift, or mortgage (Orlova et al., 2024). The holder of a CCO may also apply for conversion to freehold tenure, conditional upon having the land surveyed (Land Act, Section 10 – Hunt, 2004).[23] Furthermore, tenants who had occupied a piece of land for 12 years before passage of the Act were given formal recognition subject to paying a nominal ground rent of USh 1,000 (less than GBP 1) annually, irrespective of land area. A progressive amendment to the Act introduced the concept of "family land", which cannot be transferred without consent of the spouse (Hunt, 2004).

Under the 1998 Land Act, Parish Land Committees, a lowest level of local administration, were given responsibilities for adjudication and demarcation. Demarcation could be done using eye judgement, pacing or measuring tape; and a sketch map drawn by hand was sufficient to issue a CCO.[24] In response to capacity gaps, an amendment to the Land Act in 2004 elevated land committees one administrative step higher from the parish to the subcounty level, renaming them 'area land committees' (Musinguzi et al., 2021). Other responsibilities at subcounty level include issuance of certificates, registration of title and registration of further transactions (Ibid). However, local administrative levels were not provided with finance (nor capacity), and the lack of low-cost survey techniques for a system sustainable with user fees, meant CCO issuance did not take off in the decade after the Land Act (Deininger et al., 2006). According to Musinguzi et al. (2021) CCOs were not registered anywhere in the country until 2010 when Kasese district in southwestern Uganda made some initial attempts.[25]

In 2013, the Uganda National Land Policy (NLP) was adopted, together with the Land Sector Strategy Plan (2013–2023). These provided a framework for implementing the Land Act and emphasised the need for systematic demarcation, for which implementation was closely linked to donor programmes (see below). According to data from the Ministry of Lands, Housing and Urban Development (MoLHUD), by 2021, an estimated 22 per cent of Uganda's land parcels were registered, with an estimated total of 150,000 CCOs issued as of 2021 (Orlova et al., 2024). Demarcation projects for customary tenure have been donor-funded, led by civil society and international organisations, with no nationally established standard procedures for demarcation and issuance (Ibid.) This has also made it difficult for CCOs to be linked to the Land Information System (UgNLIS), due to different practices being followed. Uganda also faces challenges with unregistered freehold tenure in urban and peri-urban areas. Kampala City and surrounding areas have seen rapid

[22] Managed by the Kampala District Land Board (KDLB), an entity of the MoLHUD
[23] Mailo tenants were given the same rights, but subject to the consent of the registered owner (Hunt, 2004). Documentary evidence of ownership for mailo land is a certificate of title issued by the Buganda Land Board (BLB) (Hoza, 2018).
[24] One challenge noted by Musinguzi et al. (2021) is land surveyors' scepticism about usability of a sketch to replace a cadastral plan.
[25] However, because of default on many legal procedures and standards, these initial processes were halted by the Ministry of Lands, Housing and Urban Development (MoLHUD). Musinguzi et al. (2021).

population growth and a growing challenge with informal settlements, straining the city's ability to provide adequate housing and public services (Orlova et al., 2024).

4.3.2 Programmes

Within the programme analysis, we found four significant programmes in Uganda, as follows:

1: (WB) Competitiveness and Enterprise Development Project (CEDP) (2014 - 2024), USD 200 million

Originally a USD 100 million project going up to 2019 with 54 per cent of this allocated to land administration reform, the CEDP had several extensions and ended up as a USD 200 million project finishing in 2024. Land Administration Reform was Component 1 out of four components, with others focussing on business registration, and tourism development (World Bank, 2025). The project was aligned with Uganda's Land Sector Strategic Plan (LSSP-II: 2013-2023) under the MoLHUD, and included its Systematic Land Adjudication and Certification (SLAAC) programme, the national Land Information System (UgNLIS), and the creation of zonal land offices (MZOs). SLAAC was aimed at mapping and processing of land titles for selected parishes in the districts of Mbarara, Kiruhura, Ibanda and Oyam. World Bank (2025) estimated over 397,000 parcels were demarcated under the SLAAC program, and more than 135,000 titles were issued by the project by August 2025. However, this number was acknowledged by the WB to be small compared to ambitions, and the IEG gave an overall outcome rating for the CEDP project of "Satisfactory" (Ibid.).

Summary of programme by key activity areas:

Competitiveness and Enterprise Development Project (WB)	
1. Rights registration & formalisation	• Enhance tenure security through demarcation and mapping (supporting the GoU's SLAAC programme).
2. Policy, legal & regulatory environment	• Prepare legal and regulatory land documents and operationalise guidelines for SLAAC
3. Land admin & service provision	• Strengthen capacity of the MoLHUD through staff training. • Increase interoperability of MoLHUD and Judiciary with other stakeholders • Construct zonal offices (Ministry Zonal Offices, MZOs) with upgraded infrastructure and systems
4. Demand for land rights	• Form and register Communal Land Associations
5. Complementary measures	• N/A

2: (EU) Financing for Land Administration in Uganda (EUFLA) (2022 - 2026), EUR 8 million

The EU Financing for Land Administration in Uganda (EUFLA), financed by the European Union through the World Bank Group, aims to increase tenure security and strengthen the land administration system in the Eastern, Northern, West Nile and Western Regions of Uganda. Through funds provided to the MHLUD, EUFLA complements activities under the Land Administration Reform Component of the CEDP project, including institutional strengthening and training and systematic adjudication. The overarching objectives of EUFLA are to develop the capacity of local land institutions, increase the number of land parcels that are demarcated and registered, and reduce the number of land disputes in 32 districts.

Summary of programme by key activity areas:

EU Financing for Land Administration in Uganda	
1. Rights registration & formalisation	• Demarcate and register communal and individually owned lands. • Integrate CCOs into the National Land Information System (NLIS).

2. Policy, legal & regulatory environment	• Assess local structures and laws to identify appropriate adjudication measures. • Technical and policy dialogue on regulatory and institutional frameworks for land registration.
3. Land admin & service provision	• Develop strategic and operational documents and tools. • Mobilise and train technical teams at district and local levels of government.
4. Demand for land rights	• Capacity building for villages and communities to conduct participatory adjudication processes. • Support organising and formalising communal groups into CLAs.
5. Complementary measures	• N/A

3: (GIZ) Responsible Land Policy Uganda (RELAPU) (2016 - 2026), EUR 27.4 million

Responsible Land Policy Uganda (RELAPU) is a country-level initiative under GIZ's GPRLP, which aims to enhance livelihoods through secure and equitable access to land in rural areas. In Uganda, RELAPU supports the actualisation of the National Land Policy and the systematic mapping of land and documentation of land rights across eleven districts. RELAPU is targeting 114,500 households, with a focus on marginalised groups and women, across Central, North-West, Northern and Eastern Uganda. Within RELAPU, there is a specific activity - 'Improvement of Land Governance in Uganda' (ILGU) - which is addressing productivity of farmers on *mailo* land in Central Uganda. Mailo land is prone to tenure insecurity and high levels of disputes due to dual and overlapping land rights. Pilot interventions under ILGU include land inventories, conflict mediation and facilitating agreements with landlords, in addition to capacity building for key stakeholders and the rural population. ILGU is referenced by evaluation documents referenced in Section 5.3.3.

Summary of programme by key activity areas:

Responsible Land Policy Uganda (GIZ/BMZ)	
1. Rights registration & formalisation	• Systematic mapping of land and documentation of land rights.
2. Policy, legal & regulatory environment	• Improve institutional framework and procedures for securing land use and ownership rights. • Support implementation of the National Land Policy
3. Land admin & service provision	• Build the capacity of the MLHUD, local government and CSOs. • Resolving conflicts through Alternative Dispute Resolutions (ADRs) using local Area Land Committees (ALCs).
4. Demand for land rights	• Build capacity of local population to defend their rights and advocate for their needs through Continuous Awareness Raising and Information Dissemination (CARID)
5. Complementary measures	• Improve framework conditions for responsible agricultural investments. • Build capacity of government agencies to manage and direct agricultural investments.

4: (RVO) LAND-at-Scale Uganda (2021-2025), EUR 3 million

LAND-at-Scale (LAS) is a demand-driven programme that supports structural reforms in land governance and the scaling of effective interventions in 12 countries. The global programme was initially funded with €32 million from the Netherland's Ministry of Foreign Affairs (MoFA) and received an additional €5.5 million in 2021. In Uganda, LAS is implemented by the Global Land Tool Network (GLTN), hosted by UN-Habitat, in partnership with the MoLHUD. The programme aims to develop a sustainable approach to customary land registration and climate-smart land use planning. Its key outcomes include strengthened tenure security for women, men and youth; improved sustainable, climate-smart and inclusive land use planning; and enhanced capacity and awareness of key land stakeholders. LAS Uganda is a four-year programme that started with a 1.5-year consolidation phase, followed by an expanded scaling-up phase.

Summary of programme by key activity areas:

LAND-at-Scale Uganda (Netherlands)	
1. Rights registration & formalisation	• Land rights for smallholder farmers are documented and registered systematically.
2. Policy, legal & regulatory environment	• Priority land tools and approaches adopted, customized and implemented. • SOPs on land registration and planning are endorsed and implemented.
3. Land admin & service provision	• Capacity development and training plan implemented and disseminated. • ADRs strengthened and implemented.
4. Demand for land rights	• Build capacities and awareness of customary land registration.
5. Complementary measures	• Land use planning committees established and sub-county land use plans development.

4.3.3 Evaluations

Table 6: Evaluations found for programmes included in the Uganda case study (GIZ, RVO, World Bank).

	GIZ - RELAPU		
Document	**Mid-term review** (MTR) (Rettner et al. 2019) & **Project Progress Analysis** (PVA) (Seelaff et al. 2021)	**Improvement of Land Governance in Uganda: Mailo tenant endline evaluation (**Huntington et al., 2024)	**Qualitative Impact Assessment GPRLP** (Feldt & Puginier, 2023)
Evaluation types	**Performance evaluation**	**Impact evaluation**	**Impact evaluation**
Conducted by	MTR: Rettner et al (2019) PVA: Seelaff et al (2021)	Huntington et al (2024)	Feldt & Puginier, 2023
Extra detail	n/a	• ILGU **pilot** project	Multi-country: Benin, Madagascar, Ethiopia, Uganda.
Method	**Guided by OECD-DAC evaluation criteria**. • Data collection: Document analysis, interviews with key stakeholders, workshops and interviews with project team and GIZ representatives.	**Geographic discontinuity approach** on the sub-country borders. • Sample size: 1,594 households with 60 per cent in treatment areas and 40 per cent in control areas • Baseline data 2017/2018, endline data 2023.	**Mixed-method, quasi-experimental**. • Results in Uganda come from earlier impact studies (GIZ 2020; 2021) • Two villages in Benin and Ethiopia used as control groups.

Key findings	• Project is on track and meeting project indicators; expansion of project recommended.
	• OECD-DAC criterion:
	  ○ MTR: scored lowest on effectiveness and efficiency.
	  ○ PVA: scored lowest on sustainability and efficiency.
	• Efficiency: approach is resource-intensive, particularly in securing customary land rights. However, awareness-raising and capacity building is highly relevant.
	• Sustainability: emphasis needed on institutionalising and embedding procedures within partner's systems.
		• ILGU participants 14 per cent more likely to have ownership or rights documentation. However, there is still confusion and a lack of awareness about documentation for land rights.
		• Evidence of significant differences and improved perception of land rights. 86 per cent of treatment respondents reported that females have equal ownership rights to the land as males (versus 77 per cent of control respondents).
		• Degree of clarity in boundaries only slightly higher for treatment versus control group (97 versus 94 per cent).
			• Secure land rights enhance agricultural investments and increase access to credit (not quantified). However, economic conditions limit opportunities.
			• CCOs have significantly reduced fear of neighbourhood disputes. 70 per cent of respondents reported improved social relationships.
			• Documenting and securing the available acreage for tenants has contributed to improved and diversified use of land to meet short- and long-term needs (not quantified).
			• 55 per cent of respondents confirmed that a certificate brings certainty that women have land rights.

	RVO – LAS		World Bank - CEDP	
Document	Mid-term review of the LAS programme (Mokoro, 2023)	Mid-term project evaluation (UN-Habitat, 2023)	ICRR (World Bank, 2025)	Policy Research Working Paper (Cherchi et al., 2019) and Policy Brief (Poulin & Pierotti, 2025)
Evaluation	**Process**	**Process-performance**	**Performance**	**Impact**
Conducted by	Mokoro	Independent Evaluation Unit of UN Habitat	IEG	Gender Innovation Lab (GIL), World Bank
Extra detail	Review of global LAS programme – document states that this is 'not an evaluation'.	On consolidation phase only (1.5 years).	Overall outcome rating for the CEDP project of "Satisfactory"	Separate studies, both of which look at the impact of joint land titling on gender equality and women's status in Uganda.
Method	**Mainly qualitative** • Data collection: Desk review of literature and country data, supplemented by 15-20 KIIs. Detailed reviews of 10 active projects including two in-depth case studies supported by country missions.	**Guided by OECD-DAC criteria**. • Data collection: Desk review, in-country stakeholder interviews and field visits	No information in ICRR.	• **Cherchi et al (2019): RCT** – 737 households across four districts. Regression analysis. • **Poulin & Pierotti (2025): Qualitative study -** interviews with men and women from 34 households (random stratified sampling from previous RCT). 10 KIIs with Local Council (LC) members
Key findings	• LAS is well conceived and responds to diverse requirements at a country-level; can identify genuine demand and opportunities. • LAS aligns with partners whose work is already showing promise, rather than re-inventing the wheel. • Too early to say whether LAS is achieving structural change, but there are positive signs around the approach e.g., facilitating national policy discussions and supporting activities that can change the rules and relationships defining land governance.	• General project performance is satisfactory. Highly satisfactory in many aspects of the OECD-DAC criteria. • High probability of impact resulting from land registration and conflict mediation initiatives. • Indications that the project is triggering changes in perception and attitude that could have significant effects on smallholder livelihoods. • Systematic 'bulk' registration approaches to customary land are non-linear. Reiteration and longer timelines required.	• Operationalised 22 MZOs, including 9 newly constructed under CEDP. • Average time to register land reduced from 52 to 25 days between 2010 to 2019, driven by the UgNLIS and MZOs. • Over 135,000 titles were issued by August 2025. Relatively low performance compared to previous target of 800,000 under SLAAC (World Bank, 2013; 2023). • Private sector gained greater confidence to lend against assets, unlocking credit (primarily mortgage lending for companies).	Cherchi et al (2019): • Couples are 65% less likely to title land in husbands' names only. • Exposure to information treatment persuaded the majority of husbands (73%) to add their wives' names on the titles. Poulin & Pierotti (2025): • Documented joint ownership helps to secure women's land rights (not quantified). • In the case of marital dissolution, women's rights to land are contingent upon the circumstances (death, divorce etc.) (not quantified).

4.3.4 Observations and gaps across evaluations

Observations from the case study align with some of the 'gaps' in programme evaluations identified in the Section **Error! Reference source not found.** findings above. This includes:

The majority of programmes do not include robust impact evaluations

- Each programme included in our analysis for Uganda has at least two evaluations.
- The LAS programme does not have an impact evaluation at either the global or country level. The evaluations conducted are process-oriented MTRs. However, they are relatively robust, using theory-of-change reconstruction to guide the evaluation.
- Where impact evaluations are available, they are generally limited to isolated quantitative analyses, providing only partial insights into programme effectiveness.

Evaluations vary in degree of rigour and approach across donors

- As noted above, impact evaluations in this case study focus on a single component or a specific impact rather than assessing the full scope of activities. Nonetheless, all impact evaluations identified are rigorous.
- This includes the RCT on joint titling and women's status under CEDP (Cherchi et al., 2019). The initial evaluation had a large sample with a follow-up (Poulin & Pierotti, 2025) based on qualitative data collection from in-depth, conversational interviews with 34 households and an additional 10 KIIs.
- This also includes the impact evaluation under RELAPU, which examines the pilot phase of the ILGU and its effects on land governance in the mailo tenure system (Huntington et al., 2024). This quantitative assessment applies a rigorous geographic discontinuity approach.

Evaluations largely focus on higher-level outcomes with a lesser focus on testing whether and how interventions contribute to these

- Evaluations across the Uganda case study generally emphasise higher-level outcomes, with relatively limited analysis of the mechanisms through which interventions achieve these results.
- RELAPU: The PVA and MTR focus primarily on outputs and high-level impacts while the ILGU impact evaluation (Huntington et al., 2024) provides more causal insights.
- LAS: The Uganda MTR considers potential mechanisms and contributions to outcomes, but pathways are not empirically tested.
- CEDP: The Poulin & Pierotti (2025) impact evaluation examines how specific interventions influenced outcomes, providing detailed insights into behaviours and relationships, such as marital property dynamics. In contrast, the ICRR (World Bank, 2025) provides output-level findings with limited analysis of the processes driving these results.

Evaluations of land governance reform are scarce

- Few evaluations provide in-depth analysis of land governance reform. When discussed, the analysis tends to be narrow or descriptive.
- LAS: The MTRs explicitly discuss land governance reform. However, as process assessments conducted during implementation, evidence on long-term impacts is speculative.
- RELAPU: The PVA and MTR discuss governance reform, but this is primarily descriptive.
- CEDP: The Cherchi et al (2019) and Poulin & Pierotti (2025) impact evaluations examine the impact of land governance reforms specifically through the lens of women's land rights.

Evaluations consider contextual complexities but detailed political economy analyses are largely absent

- Evaluations often acknowledge contextual factors and political economy considerations, but explicit and systematic political economy analysis is lacking. For RELAPU, the PVA and MTR reference contextual factors, such as elections and mistrust from historical failures, and for LAS, the country-level MTR pays strong attention to local dynamics, particularly for regions targeted for scaling up. However, none of these evaluations incorporate a formal political economy analysis.

- An exception are the impact evaluations under CEDP (Cherchi et al, 2019; Poulin & Pierotti, 2025), which explicitly integrate political economy dimensions, examining how the political environment, gender norms and social structures shape programme impacts.

5. Findings and next steps

5.1 Overall summary of findings

This review has assessed a range of land governance programmes that have operated over the past decade, together with evaluations that have been conducted alongside them. It has also reviewed the academic literature, and the connections between this and the evaluation literature. Evaluation studies have crossed over into the academic discourse, primarily due to the significant investment made in long-term impact evaluations by USAID and MCC over the past decade, as exemplified in the recent summary article by Lisher & Huntington (2025). Below we summarise our findings by academic literature and programme evaluations and provide suggestions for next steps for the Land Facility and the wider land evaluation and programme implementation community.

Academic literature is prolific on outcomes of land titling at the community level however less focussed on how the policy and regulatory environment or land administration may contribute to this. The papers reviewed in Section 2 provide some highlights of summary reports and systematic reviews of research and evaluations found in the literature. The full list of documents we found includes a range of country-specific papers, including papers from some less economic or econometric disciplines, for example on political economy analysis.

We find that overall, there has been very impressive work done on providing rigorous evidence on the mid- to long-term outcomes and impacts of land titling on land holders, as presented in Figure 3 from Lisher (2019), providing land sector actors with strong justification for ensuring tenure security as a necessary condition for economic development.

However, the literature is thinner on approaches to bring about policy and regulatory or land administration reform which consider political economy and complex institutional structures and incentives, including the political and other complexities of the domains of land governance and tenure and the interlinked well-being and environmental outcomes. This includes which implementation modalities are beneficial for donors and governments to pursue, which approaches to follow to achieve successful reform, decentralisation, or to improve approaches to implementation, certification, or the use of information technology (IT). This is a gap we find confirmed across the evaluations of land programmes discussed below.

Majority of programmes do not include robust impact evaluations

With the exception of the USAID and MCC impact evaluations, other donor programming has been less rigorously evaluated. In the case of World Bank and UK (FCDO), there were performance evaluations (the ICRRs and PCRs respectively), and in some cases the World Bank also had an impact evaluation funded, although with a few exceptions these are typically far less substantive than those commissioned by USAID/MCC.

USAID and MCC's investment has made them the primary instigators of impact evaluations across donors, with six out of ten of their programmes referenced in our analysis having a robust impact evaluation (see Annex 3). In addition, other long-term evaluations have taken place for programmes that ended before our inclusion date of 2015 and after.[26] This includes important evaluations in Burkina Faso (MCC 2009-14, by Mathematica), and Lesotho (MCC 2008-13, by a World Bank team including Deininger and Ali). Evaluations

[26] As noted above, the Mongolia programme included was an exception to our date criteria, based on recommendations to include the country as a case study, linked to its interesting findings.

were well-resourced and ambitious in following up years after implementation had ended, aiming to capture the long-run outcomes and impacts linked to land governance interventions, particularly land titlingactivities.

Evaluations vary in degree of rigour and approach across donors

The evaluations found included some highly rigorous long-term evaluations. These primarily focussed on the impacts of new titling initiatives and analysing whether this led to tenure security improvements, investment, access to credit, and women's empowerment, with analysis over a long time-frame. Evaluations such as Persha & Patterson-Stein (2021) for USAID in Tanzania, and Marple-Cantrell & Huntington (2023) for MCC in Mongolia, go above these outcomes and discuss a range of nuances in the supply of and demand for land tenure. Follow-up studies on WEE and willingness to pay (Persha et al. 2022b; 2024) delve even deeper into specific topics, again highlighting the enormous investment in evaluation made by these donors.

Performance evaluations in contrast tend to provide some quantitative estimates, but with far less rigour associated, often not outlining methods or sources. They also do not typically analyse constraints and complexities in any detail, as their primary purpose is to set out the outputs achieved, and as they tend to be internal process documents, they are also not biased in their assessments. This can be seen in Tanzania, where the World Bank Private Sector Competitiveness Project was far off achieving CCRO certification targets despite working within the Government system, with very little reflection on why this had been the case, and whether the constraints were regulatory, administrative or linked to political economy factors.

Evaluations largely focus on higher-level outcomes with a lesser focus on testing whether and how interventions contribute to these

While the impact evaluation literature is rigorous and insightful, it also mainly focuses on higher-level outcomes and impact (tenure security, investment, income, WEE), and can miss questions of implementation fidelity, endogeneity or other complexity (as noted above in the discussion from Lisher & Huntington, 2024, and as also noted in Linkow, 2024, and Lisher, 2016). However, as mentioned to us in KIIs that 'deeper dive' studies were also commissioned and conducted by USAID/MCC, often after the endline of an impact evaluation, examples of good integration of processes of change are included in the Tanzania and Mongolian case studies below (for Tanzania, see Persha et al. 2022b; 2024; for Mongolia, see Marple-Cantrell & Huntington, 2023).

Evaluations of land governance reform at national level are scarce

While some impact evaluations include evaluations of institutional strengthening and policy or regulatory reform, this is typically focussed on grassroots levels. This is a finding highlighted in the MCC Mongolia evaluation, where: *"High-level interventions that focus on institutional and technology improvements at a national level or in a limited number of urban/provincial areas do not lend themselves to rigorous impact evaluations, as there is often no feasible counterfactual. Correspondingly, most quantitative research on land tenure has focused on measuring indicators and outcomes at the household or community level. The analysis of land administration and bank loan data is notably absent from empirical studies to date."* Marple-Cantrell & Huntington (2023).[27]

The best examples we find are in the Uganda case study, where institutional strengthening and policy or regulatory reform are discussed in the evaluations however not comprehensively. For the RVO programme, the policy and enabling environment is a central focus of the MTR, however this is part of a process evaluation conducted mid-way through implementation and cannot quantify the impact of interventions. For the GIZ

[27] Marple-Cantrell & Huntington (2023). This finding was also corroborated in KIIs, with noted exceptions of Mongolia and Lesotho.

programme, the PVA touches on the political and institutional issues related to CCO/CO registration and concerns around the institutional sustainability of RELAPU.

Evaluations rarely consider the complexities of the context including political economy analysis.

Very few process evaluations, including those with focus on policy or regulatory reform, try to understand the complexities of the political economy and interconnectivities with other sectors (e.g. access to finance, land markets). Critically, political economy analyses are often missing or are under-developed. While some note contextual challenges and acknowledge differing contexts, often these are descriptive and provide only minimal reflection on why these challenges exist and how to address them.

5.2 Emerging recommendations

Our analysis concludes that there is a significant gap in the literature in evaluations of land governance reform that systematically consider and analyse the complexities of political economy and institutional structures and incentives. This gap is important to address in light of a new funding context in which development programming focuses more on partnerships and diplomacy to leverage incremental changes in institutional 'superstructures' with less emphasis on direct support to provision (e.g. via funding roll-out of land titling). This will mean a bigger focus on reform more broadly, across FCDO and other donors. Evaluation approaches will have to adapt to understand and evaluate systemic changes, as well as modelling hypothesised 'trickle-down' effects of governance reform.

As a way forward, we propose that the Land Facility and the wider evaluation community can contribute to shaping the field of land evaluations by testing approaches to analysing and evaluating land governance reform processes. This includes proactive consideration of political economy factors and applying a systems lens to evaluation. We set out the following recommendations to take this approach forwards, separately organised to address development partners and funders, implementers, and evaluators, respectively:

For development partners and funders

Recognise a diverse range of evaluation approaches for land programmes under review

Quantitative impact evaluations have generated rigorous evidence on causal links between land titling and household-level outcomes. However, they are less well suited to evaluating land governance reform, where outcomes are complex and highly context-dependent. In such cases, theory-based, realist, or mixed-methods approaches provide a broader lens on context and contribution pathways and offer more flexibility to explore different behaviour and practice change pathways.

Procure evaluations that support adaptive programming and a 'thinking and working politically' (TWP) approach

Large quantitative impact evaluations typically provide feedback only at fixed points in a programme cycle (e.g. baseline, midline, endline). To better support adaptive programming and TWP delivery, evaluations should generate timely, decision-relevant learning that feeds directly into programme adaptation cycles. This requires more frequent, timely evaluation activities and close collaboration between implementers and evaluators. Developmental evaluation offers one such approach, alongside other modular, mixed-methods designs rooted in theory-based and realist evaluation.

Integrate political economy and systems thinking into terms of reference for evaluations

There remains a gap in evaluations that systematically account for political economy dynamics and wider system interactions, both of which are critical to understanding governance reform. These perspectives should be explicitly incorporated into evaluation design requirements when commissioning evaluations.

Continue to support structured fora for learning and exchange among development partners

Our research has found that across organisations such as MCC, USAID, the World Bank, FCDO, GIZ, RVO, and SIDA, a wide range of evaluation approaches are being applied concurrently with different purposes and focus on accountability and learning. Regular and structured exchange among development partners enables shared learning on how best to evaluate land governance reform and maximise insights from diverse approaches.

Implementers including the LFLS

Embed political economy analysis (PEA) throughout programme design and implementation to support effective TWP

Evidence from the country case studies shows that standalone technical interventions are unlikely to succeed unless they account for power structures and incentives at both local and national levels—particularly in the land sector. Integrating PEA into programme design and implementation, as the LFLS design process aims to do, is therefore necessary to improve effectiveness. There is a clear opportunity to build on this prior evidence, share learning from this experience and to exchange insights with other implementers and development partners.

Base programme MEL in theories of change that consider intermediate steps towards outcomes by incorporating political economy and systems thinking

Theories of change are widely and effectively applied in the literature, with examples such as Lisher (2019) offering a sector-wide land theory of change that maps activities to intermediate outcomes and impacts through clear, testable pathways. However, we find that while there is a strong focus on outcomes, often times the assumed intermediate steps to get to the intended outcome are not sufficiently unpacked (how activities translate into outputs and intermediate outcomes). To make theories of change more operational for programme delivery, assumptions about behaviour and practice change should be explicitly articulated, informed by PEA, and continuously tested through monitoring. This approach strengthens practical linkages between PEA, MEL, and a TWP delivery model.

Leverage the extensive bibliography and programme database generated by the research

The literature review underpinning this synthesis is extensive, spanning academic research, programme documentation, and a wide range of evaluation reports across the land sector. While this paper offers a consolidated overview and in-depth country case studies, the underlying dataset represents a valuable resource that could be further utilised. Researchers, evaluators, and implementers may find this body of evidence useful for informing future work, and there is scope for collaboration to further explore and apply these materials.

For evaluators including the DSU

Design adaptable process evaluations that provide timely learnings for programme adaptations

Evaluations in land programming have typically focused on higher-level outcomes (via impact evaluation) or outputs measured by project data (via performance evaluations) with less attention to understanding how

interventions contribute to these outcomes or how activities might be adapted to improve effectiveness (i.e. via process evaluation). In a context of constrained resources for both programme delivery and evaluation, it is increasingly important that evaluations provide practical, timely learning to support decision-making.

The evidence we reviewed affirms the approach we have proposed for the DSU, which aims to deliver a series of flexible, intervention-level evaluations, planned adaptively throughout the year with focused, action-oriented evaluation products. Learning from this experience should be documented and shared with the evaluation community and implementers.

Integrate political economy considerations and systems thinking into evaluation design

Political economy factors and a systems lens should be embedded from the outset of evaluation design and should be used to shape evaluation questions. This applies to both process and impact evaluations, where political economy dynamics and system interactions can critically influence outcomes. While the broader evaluation community has developed approaches for integrating PEA and systems thinking, this was largely absent from the land programme evaluations reviewed for this synthesis - a finding confirmed through key informant interviews with evaluation practitioners.

We see an opportunity for the DSU to explore integrating political economy factors and a systems lens into the evaluation design for the Land Facility. We may leverage the PEAG, to explore innovative and practical ways of doing this.

Leverage and extend the literature review to address wider learning questions, including linkages between land, finance, and land markets, through targeted thematic deep dives

The extensive literature and programme database compiled for this synthesis provides a strong foundation for further research to explore wider learning questions relevant for the LF and/or the wider land sector. Additional deep dives could further extend findings of evaluations vis-à-vis the Land Facility outcome areas as started in Annex 5. Further research could also focus on thematic intersections between land and migration, conflict, food security, and climate resilience and adaptation. Across these areas, deeper analysis could help unpack the complexities of tenure and governance systems, including the role of political economy, country context, and interactions between statutory and customary tenure systems, and what these imply for the design of both programmes and evaluative approaches.

Specifically, findings related to linkages between land governance, access to finance, land markets, and other demand side interventions are more limited within the reviewed evaluations. Future thematic deep dives could explicitly bridge evidence from land governance programmes with adjacent literatures on access to finance and land markets, drawing on a broader set of studies and specialised programmes where such effects are more likely to be observed.

Annex 1: List of key informants

We undertook key informant interviews (KIIs) with the following:

1.	**Jennifer Lisher**	Senior Land Administration Specialist, World Bank
2.	**Thea Hilhorst**	Senior Land Governance Specialist, World Bank
3.	**Kate Marple-Cantrell**	Senior Evaluation Specialist / Practice Area Lead, The Cloudburst Group
4.	**Ali Protik**	Principal Research Scientist, NORC at the University of Chicago
5.	**Lauren Persha**	Principal Research Scientist, NORC at the University of Chicago
6.	**Ahmed Farag**	Specialist for Monitoring, Evaluation and Knowledge Management, GPRLP - GIZ
7.	**Christina Ketter**	Project Manager, GPRLP - GIZ
8.	**Anne Larson**	Principal Scientist, Centre for International Forestry Research (CIFOR) Principal Advisor, Land Facility DSU
9.	**Esther Obaikol**	Land Governance Advisor, Land Facility DSU
10.	**Richard Baldwin**	Land Governance Advisor, Land Facility DSU
11.	**Jolyne Sanjak**	Team Leader, Land Facility Lead Supplier (LFLS)

Annex 2: Other figures and tables

Figure 8: Summary of outcomes from Tseng et al. (2021) systematic review

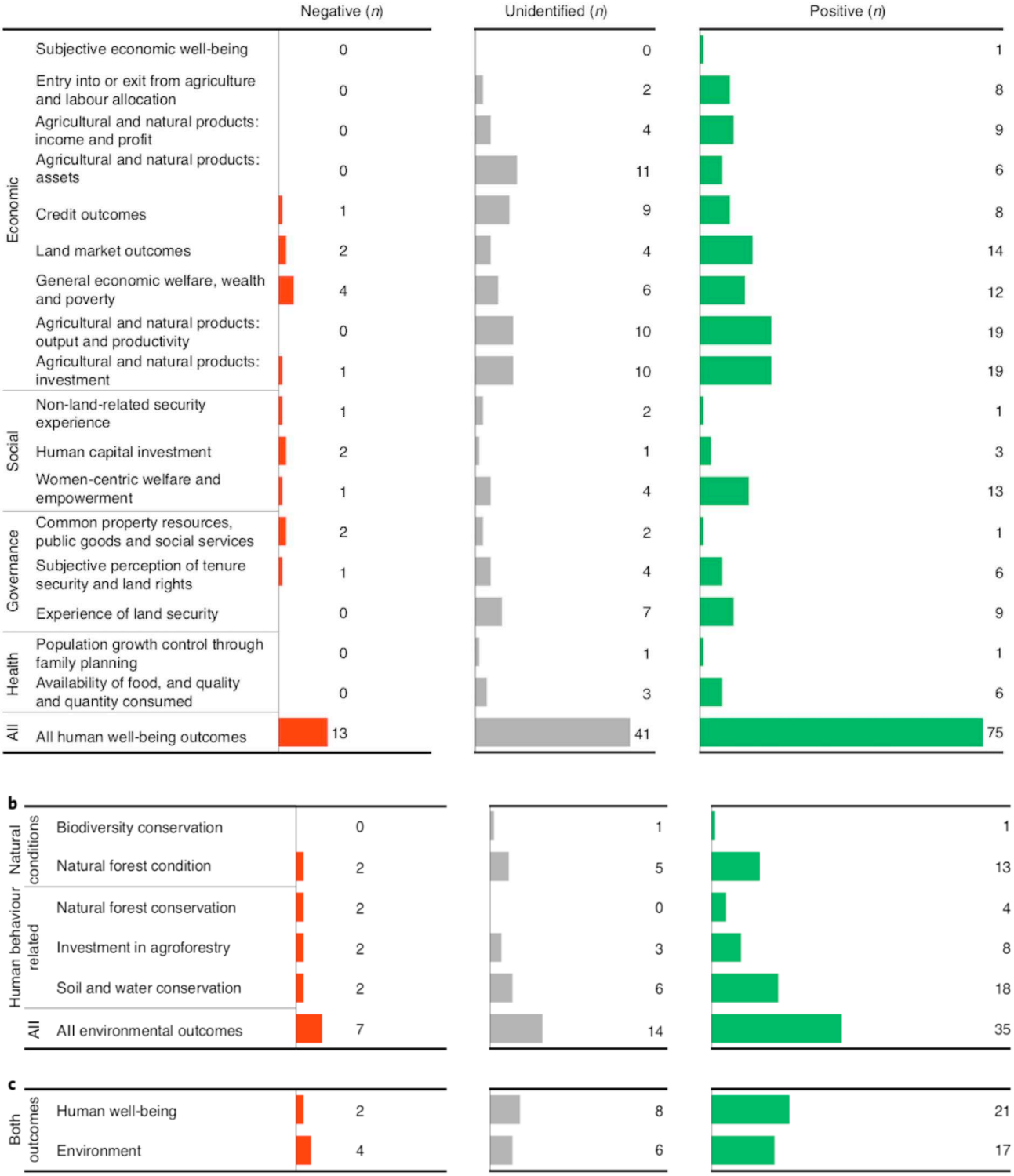


Figure 9: Proportion of positive effects in Strusi & Balestri (2025) systematic review of women's land rights

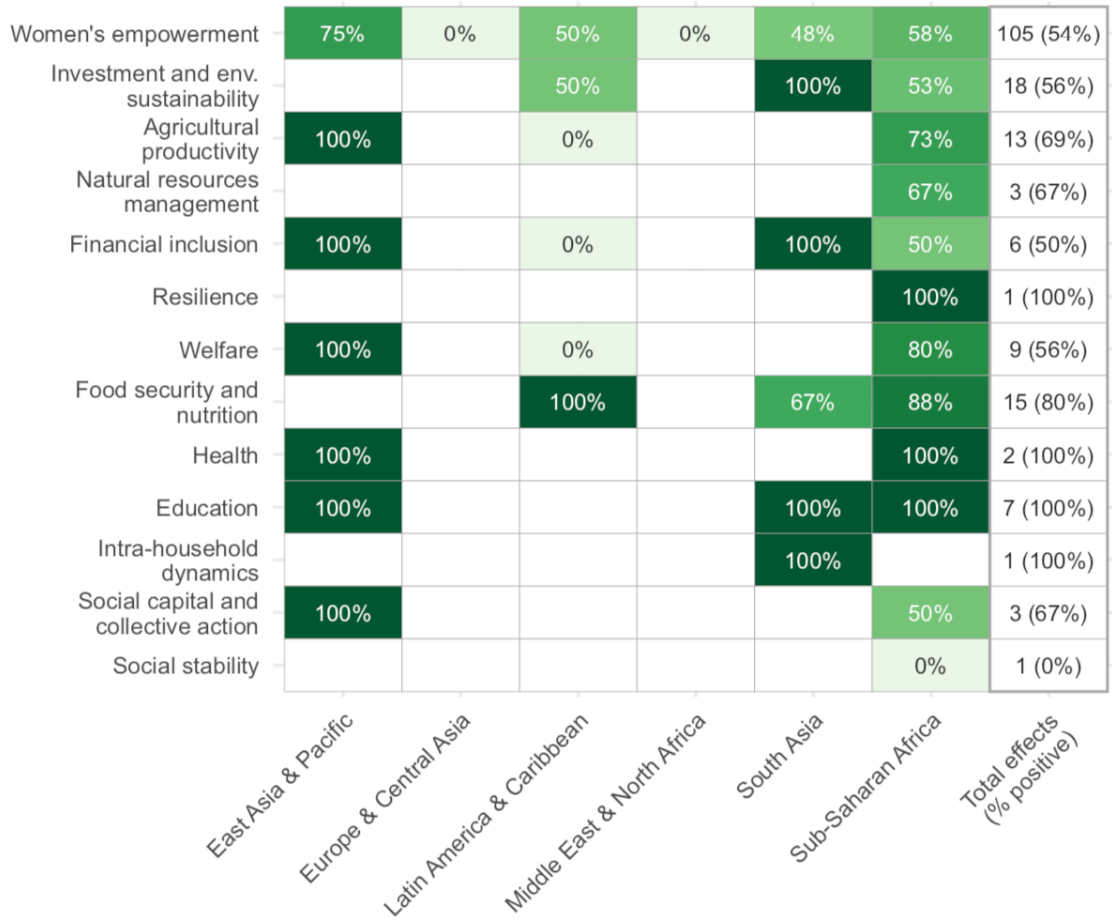


Figure 10: Outcome results by evaluation as presented in Lisher & Huntington (2025): green = positive; yellow = null; red = negative

Study	Know	PTS	Credit	Rent	Labor Mobility	Land - holdings	Land Values	Conflict	Invest	Product-ion	Product-ivity	Health/ Education	Food security	Income/ expendit-ures	Environ.	Service access
Argentina Law 10.239 - U																
Benin ATL - R																
Burkina ADP - R																
Burkina RLG - R																
Ethiopia ELTAP/ELAP - R																
Ethiopia FLLC - R																
Ghana LTFA - P																
Lesotho LARP - U																
Liberia CLPP - R																
Malawi CBRLD - R																
Mongolia PURL I - P																
Mongolia PURL II - P																
Peru COFOPRI - U																
Peru Title - R																
Rwanda LTR - R																
Senegal Delta LTSA - R																
Tanzania LTA - R																
Vietnam 1993 Law - R																
Zambia TGCC - R																
Brazil CAR - R																
Brazil Indig. Formalization																
Ecuador - R																
Ecuador - R																
Nicaragua - R, P, U																
Argentina -R																

Figure 11: Summary of programmes by value and donor (GBP millions)

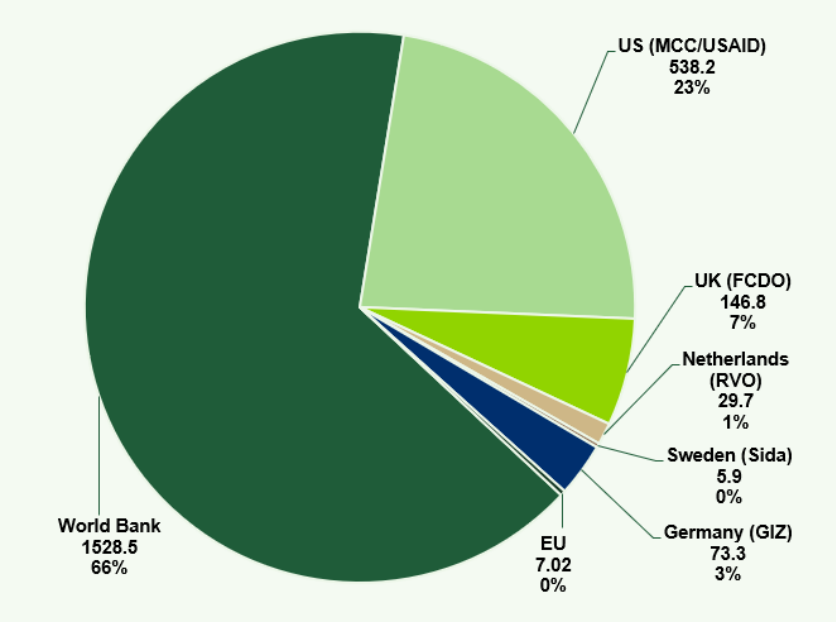


Figure 12: Programmes by country and by donor (for the 50 programmes analysed)

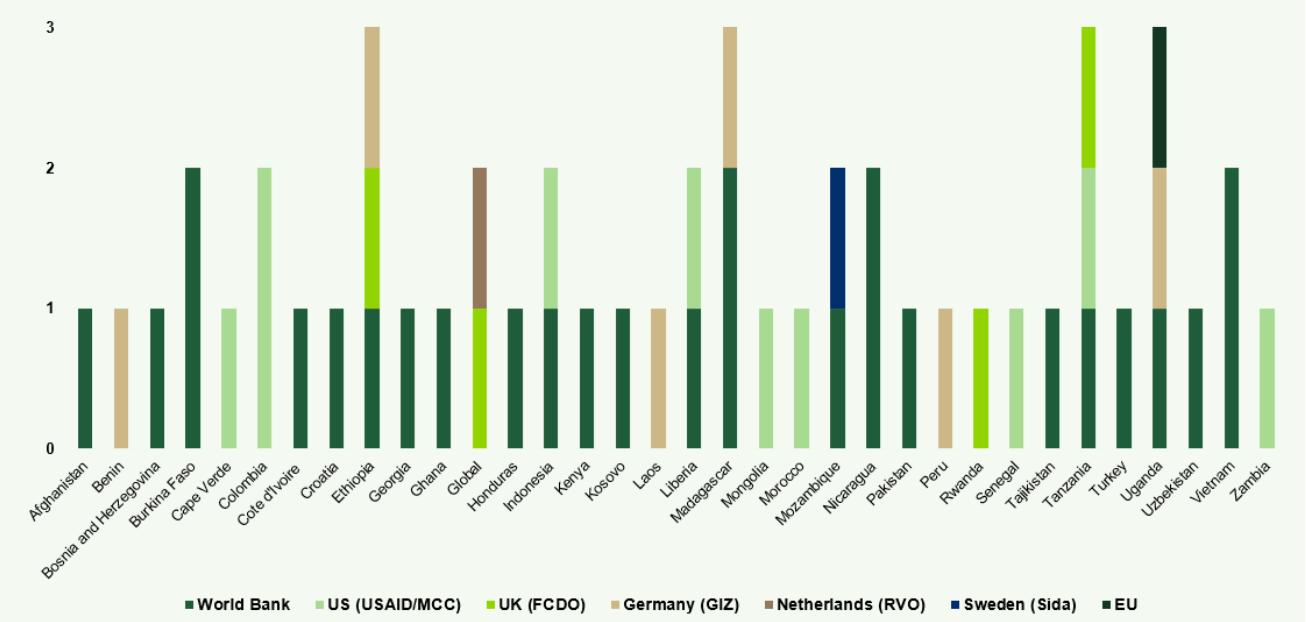
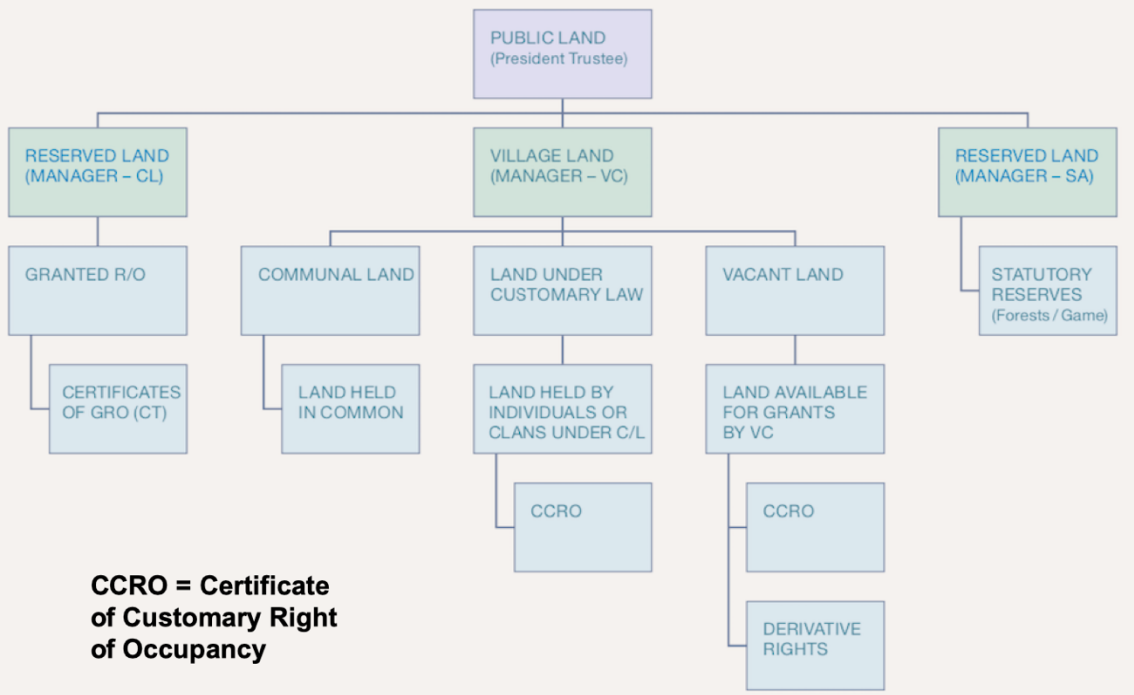
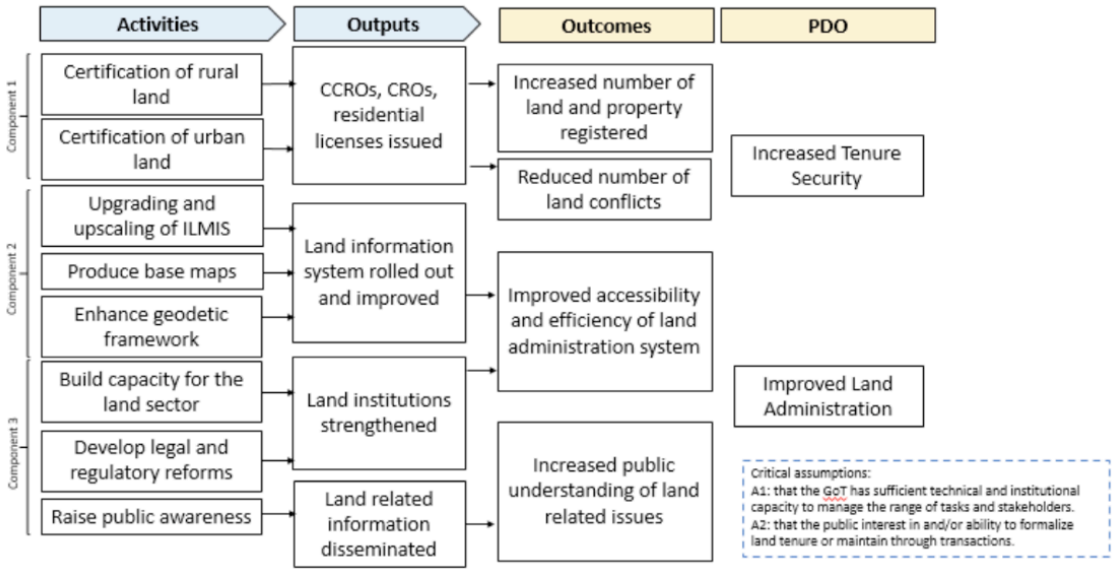


Figure 13: Categories of land and land tenure in Tanzania



Source: AfDB (2019)

Figure 14: Theory of change of Tanzania Land Tenure Improvement Project: 2021-2027



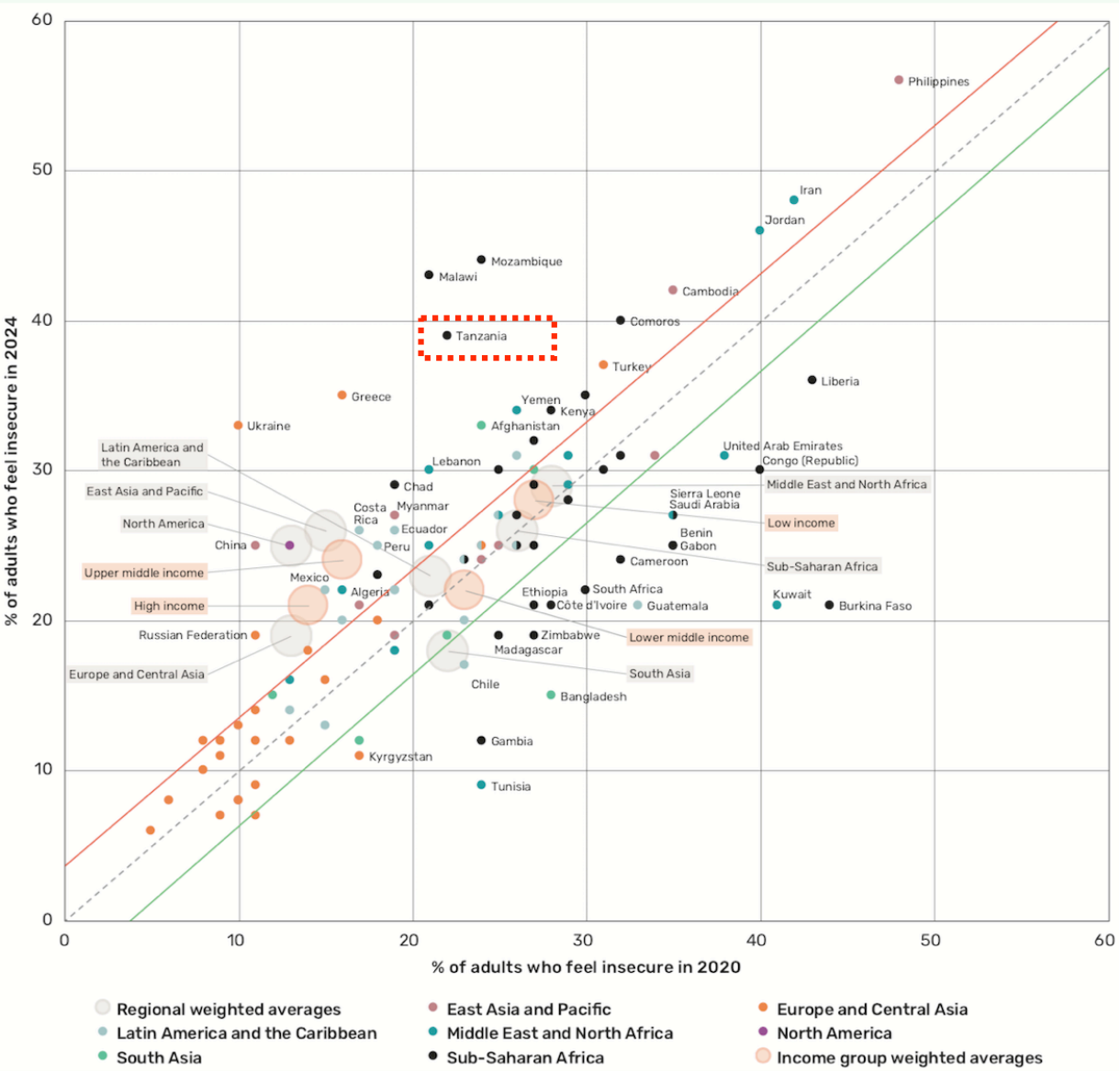
Source: World Bank (2021) PAD

Table 7: Numbers of CCROs in Tanzania 2005-2025, data compiled by Owens et al. (2025)

Year	Villages	CCROS (Ministry)		CCROS (LSTP)		CCROS (LTIP)	
	Total	Target	Actual	Target	Actual	Target	Actual
2005/06			1262				
2006/07			3940				
2007/08			8815				
2008/09	11,000		20,512				
2009/10	11,000	100,000	93,400				
2010/11		138,000					
2011/12	11,817	45,000	21,169				
2012/13	11,467	50,000	32,155				
2013/14		50,000	24,945				
2014/15		70,000	25,897				
2015/16	12,545		10,891				
2016/17		57,000	35,002	50,000			
2017/18		57,000	49,716	57,000			
2018/19	12,545	50,000	47,944	120,000			
2019/20		150,000	92,585	60,000			
2020/21	12,319	520,000	34,869				
2021/22		520,000	42,684				
2022/23	12,318	520,000	51,762			50,000	
2023/24	12,318	520,000	21,953			200,000	
2024/25	12,333	520,000	152,667			300,000	
Totals		3,367,000	772,168	287,000	193,529	550,000	347,387

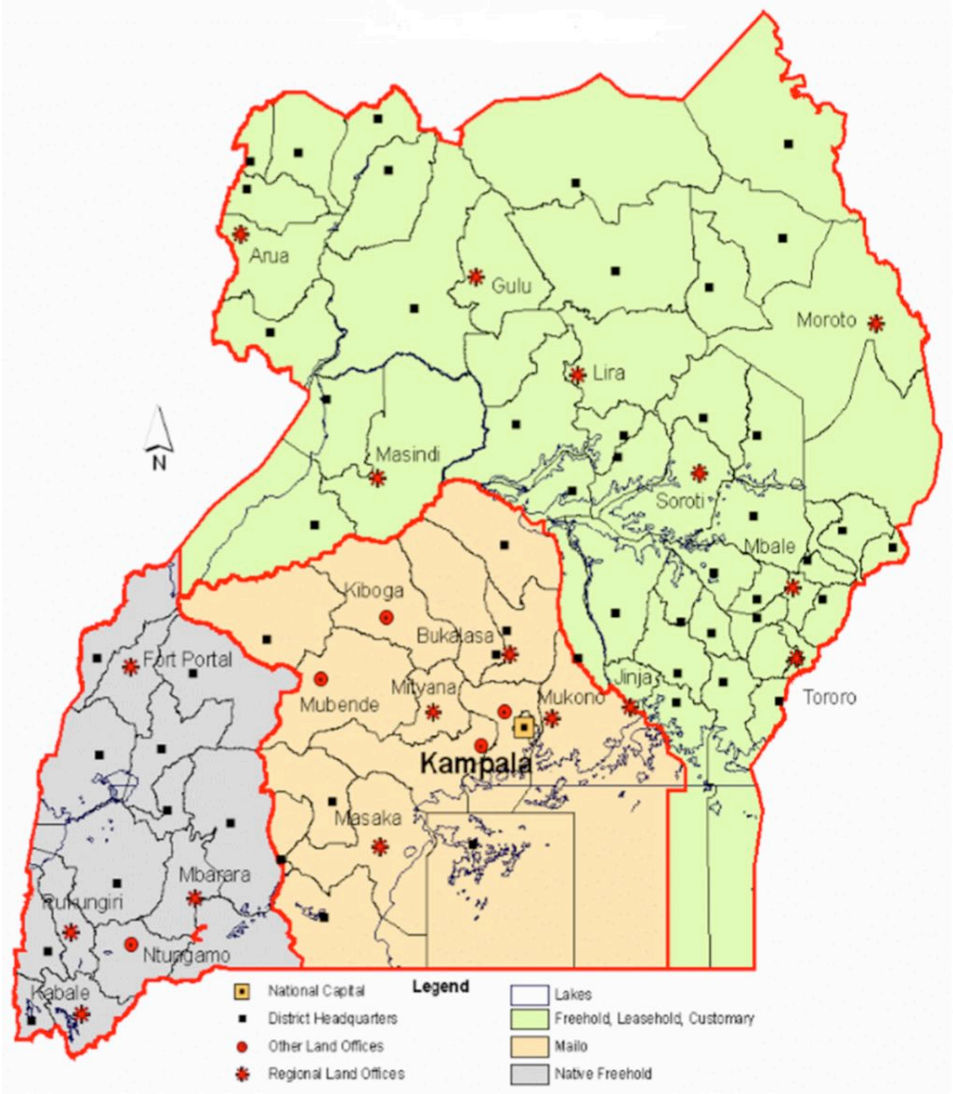
Sources from Ministry data, the World Bank's land tenure security project, and the land tenure improvement project (LTIP)

Figure 15: Changes in tenure security between 2020 and 2024 according to Prindex



Source: Nizalov et al. (2024) 2nd PRINDEX

Figure 16: Distribution of the Different Land Tenure Systems in Uganda



Source: Mabikke (2016)

Annex 3: Lift of 50 programmes analysed

As set out in the main paper, 50 programmes were included for analysis based on criteria of size, timing and focus, largely drawing on LandPortal data. We have then classified programmes according to the main areas of programmatic focus, the types of rights promoted, the geographic focus, and finally the presence and type of any evaluation found. Table 8 below sets out the findings.

Note: Imp = impact evaluation; Proc = process evaluation; Perf = performance evaluation

Table 8: The 50 programmes in our dataset by programmatic focus, type of rights, geographic focus, and the presence and type of an evaluation

Programme			Programmatic focus (outputs/activities)					Rights focus		Geographic focus			Evaluation		
Programme, Country, Donor	Years	Value (GBP m)	1. Rights registration & formalisation	2. Policy, legal & regulatory environment	3. Land admin & service provision	4. Demand for land rights	5. Comple-mentary measures	Statutory land title / rights	Customary land title / rights	Urban	Rural	Forest	Imp	Proc	Perf
World Bank															
Cote d'Ivoire Land Policy Improvement and Implementation Project	2018-23	35.7	■	■	■			■	■		■		■		■
Madagascar Agriculture Rural Growth and Land Management Project	2016-24	77.0	■	■	■		■	■			■		■		■
Nicaragua Property Rights Strengthening Project	2018-24	38.4	■	■	■	■		■			■		■		■
Burkina Faso Third Phase Community Based Rural Development Project	2012-18	61.6	■	■	■	■	■	■	■		■	■			■
Burkina Faso Bagre Growth Pole Project	2011-18	4.2	■	■			■	■	■		■				■
Bosnia and Herzegovina Real Estate Registration Project	2012-20	26.2	■	■	■	■		■		■			■		■
(Pakistan) Punjab Land Records Management and Information Systems Project	2007-16	81.9	■	■	■	■		■			■				■
Kosovo Real Estate Cadastre and Registration Project (RECAP)	2010-18	8.3	■	■	■	■		■		■	■				■
Vietnam Land Administration Project (VLAP)	2008-15	57.7	■	■	■	■		■		■	■				■
Ghana Land Administration Project II	2011-20	37.9	■	■	■	■		■	■	■	■				■
Tanzania Private Sector/MSME Competitiveness	2005-18	129.9	■	■	■	■	■	■	■	■	■				■
Tajikistan Land Registration & Cadastre System for Sustainable Agriculture Project	2005-16	7.7	■	■	■	■	■	■			■				■
Turkey Land Registration and Cadastre Modernization Project	2008-23	183.5	■	■	■			■		■	■				■

Programme			Programmatic focus (outputs/activities)					Rights focus		Geographic focus			Evaluation		
Programme, Country, Donor	Years	Value (GBP m)	1. Rights registration & formalisation	2. Policy, legal & regulatory environment	3. Land admin & service provision	4. Demand for land rights	5. Comple-mentary measures	Statutory land title / rights	Customary land title / rights	Urban	Rural	Forest	Imp	Proc	Perf
Kenya Informal Settlements Improvement Project	2011-19	78.1	■	■			■	■		■					■
Honduras Land Administration Project II (APL2)	2011-17	23.7	■	■	■	■	■	■	■	■	■	■	■		■
Nicaragua Second Land Administration Project (PRODEP II)	2013-20	30.8	■	■	■	■	■	■	■	■	■		■		■
Croatia Integrated Land Administration System Project	2011-21	36.8	■	■	■	■		■		■	■				■
Georgia Irrigation and Land Market Development Project	2014-23	49.8	■	■	■	■	■	■			■				■
Madagascar Emergency Food Security and Social Protection Project	2014-18	45.5	■		■		■	■			■	■	■		■
Vietnam Project for Improved Land Governance and Databases	2013-18	37.5	■		■	■		■			■				■
Indonesia Program to Accelerate Agrarian Reform (One Map Project)	2018-24	151.7	■	■	■	■	■	■	■		■	■	■		■
Ethiopia Sustainable Land Management Project	2013-18	74.8	■	■	■	■	■	■	■		■	■			■
Afghanistan Land Administration System Project	2019-24	19.2	■	■	■	■	■	■		■	■				■
Mozambique Land Administration Project (Terra Segura)	2018-24	56.0	■	■	■	■	■		■		■	■			■
Uzbekistan Modernization of Real Property Registration and Cadastre Project	2016-21	15.4	■	■	■	■		■		■	■				■
Liberia Land Administration Project	2017-23	5.3	■	■	■	■			■		■				■
Uganda Competitiveness and Enterprise Development Project (CEDP)	2013-24	153.7	■	■	■		■	■	■	■	■				■
USAID/MCC															
Cape Verde Land Management for Investment Project (1&2)	2012-25	29.5	■	■	■	■		■		■	■				■
Tenure and Global Climate Change: **Zambia**	2013-18	10.3	■	■	■	■	■		■		■	■	■		
Colombia Land and Rural Development Activity (Land for Prospertiy (LfP))	2012-20	57.6	■	■	■		■	■			■	■	■		■
Liberia Land Governance Support Activity (LGSA)	2012-22	10.3	■	■	■	■	■		■		■	■	■		

Programme			Programmatic focus (outputs/activities)					Rights focus		Geographic focus			Evaluation		
Programme, Country, Donor	Years	Value (GBP m)	1. Rights registration & formalisation	2. Policy, legal & regulatory environment	3. Land admin & service provision	4. Demand for land rights	5. Comple-mentary measures	Statutory land title / rights	Customary land title / rights	Urban	Rural	Forest	Imp	Proc	Perf
Tanzania Feed the Future Land Tenure Assistance Activity	2015-19	4.5	■		■	■	■		■		■		■		
Morocco Land Productivity Project	2017-22	132.3	■	■	■	■	■		■		■		■		■
Indonesia Land Access and Management Activity (Participatory Land Use Planning)	2013-18	29.7	■		■		■	■	■		■	■			■
Land and Rural Development Project: **Colombia**	2012-20	51.9	■	■	■	■	■	■	■	■	■				■
Senegal Land Tenure Security Activity under Irrigation and Water Resources Management Project	2010-15	133.0	■		■	■	■	■			■	■			■
Mongolia Property Rights Project	2008 - 13		■	■	■	■	■	■	■	■			■		■
UK (FCD															
Rwanda Land Tenure Regularisation Programme	2009-19	31.4	■	■	■	■		■		■	■		■		■
Land: Enhancing Governance for Economic Development (LEGEND) (**Global**)	2014-22	37.7	■	■	■	■	■			■	■	■			■
Ethiopia Land Investment for Transformation (LIFT) Programme	2014-21	72.7	■	■	■	■	■	■			■		■		■
Tanzania Land Programme / Tanzania Land Tenure Support Programme (LTSP)	2014-21	5.0	■	■	■	■	■		■		■				■
Netherlands (RVO)															
LAND-at-scale (**Global**) **Uganda LAS included in our analysis*	2020-26	29.7	■	■	■	■	■	■	■		■	■		■	■
Sweden (Sida)															
Land administration 2013-2019, **Mozambique**, GESTERRA	2013-19	5.9	■	■	■	■	■	■	■		■			■	■
Germany (GIZ) – all under the Global Responsible Land Policy Programme															
Benin	2016-23	7.8	■	■	■	■	■		■		■		■	■	■
Uganda	2016-26	23.8	■	■	■	■	■	■	■		■		■	■	■
Ethiopia	2019-26	11.2	■	■	■	■	■	■			■		■	■	■
Madagascar	2017-25	14.1	■	■	■	■	■	■			■	■	■	■	■
Laos	2016-23	11.3	■	■	■	■	■	■	■		■	■		■	■
Peru (Land Titles for Indigenous Communities in Peru)	2015-21	5.0	■	■	■	■			■		■	■		■	■

Programme			Programmatic focus (outputs/activities)					Rights focus		Geographic focus			Evaluation		
Programme, Country, Donor	Years	Value (GBP m)	1. Rights registration & formalisation	2. Policy, legal & regulatory environment	3. Land admin & service provision	4. Demand for land rights	5. Comple-mentary measures	Statutory land title / rights	Customary land title / rights	Urban	Rural	Forest	Imp	Proc	Perf
European Union (EU)															
Uganda EU Financing for Land Administration	2022-26	7.0													

Annex 4: Other programmes found (the 'longlist')

As set out above, the 50 programmes included above (in Annex 3) were included for analysis based on criteria of size, timing and focus, largely drawing on LandPortal data. The remaining programmes found did not meet one of these criteria, and there were 130 programmes that did not meet one of the criteria. This included four groups (where Group 1 can be considered the 50 programme listed in Annex 3). The programmes are set out in Table 9 below:

- Group 2: Programmes that ended too early (before 2015) – 5 programmes;
- Group 3: Programmes that were too small in value (estimated to be worth less than GBP 5 million) – 63 programmes;
- Group 4: Programmes that were too recent (ended after November 2015) - 19 programmes;
- Group 5: Programmes that met the selection criteria but for which insufficient documentation was found (including evaluations) – 43 programmes.

Table 9: The remaining programmes in the longlist data-set by donor, country, value and start and end dates

Number	Donor	Name	Country	Value	Currency	Start date	End date
Group 2 – Ended too early for inclusion							
1	US (USAID/MCC)	Ghana Agriculture- Land Tenure (LT)	Ghana	?		Feb-07	Feb-12
2	US (USAID/MCC)	USAID Mozambique?	Mozambique	?		Aug-08	Sep-13
3	US (USAID/MCC)	USAID Namibia?	Namibia	?		Aug-08	Sep-13
4	US (USAID/MCC)	Rural Land Governance Project	Burkina Faso	58.3	USD	Jul-09	Jul-14
5	US (USAID/MCC)	Lesotho Private Sector Development Project/Land Administration Reform Activity	Lesotho	21.0	USD	Aug-08	Sep-13
Group 3 – too small for inclusion (estimated < GBP 5 million)							
1	Canada	Land Administration Project - Phase II	Ghana	2.3	Euro	Mar-12	Mar-16
2	EU	Support for Responsible Land and Natural Resource Governance in Communal Lands of Kenya	Kenya	3.2	USD	Jan-14	Jan-16
3	EU	Support for the National Program for Securing Rural Land	Cote d'Ivoire	2.7	Euro	May-11	May-16
4	EU	Enhanced capacity for sustainable land administration and management at national, regional and chiefdom level	Eswatini	1.9	USD	Jun-14	May-17
5	EU	Securing pastoral land systems in Niger by strengthening land governance	Niger	3.4	USD	Jan-15	Nov-18
6	EU	Promoting the provision of legitimate land tenure rights using VGGT Guidelines for conflict-displaced communit	Sudan	3.3	USD	Jun-16	Jun-19

Number	Donor	Name	Country	Value	Currency	Start date	End date
7	EU	Support to and capitalization on the EU Land Governance Programme in Africa (Phase I)	Africa	2.4	USD	May-14	Sep-19
8	EU	Land Tenure and Land governance: Resolution of land tenure goverance disputes in the National Protected Areas	Colombia?	4.4	USD	Apr-16	Sep-19
9	EU	Strengthening Land Governance System for Smallholder Farmers in Malawi	Malawi	3.3	USD	Sep-15	Sep-19
10	EU	Land governance with local communities living in protected areas	Colombia	3.6	USD	May-16	Oct-19
11	EU	Women's Land Rights for Inclusive Development and Growth in Africa	Africa	2.7	USD	Feb-17	Feb-20
12	EU	Public-Private Partnership for the acceleration of the implementation of the law on rural land	Cote d'Ivoire?	6.0	USD	Nov-14	Jun-20
13	EU	N`Tene Terra - For responsible land governance: Support for the implementation of the land law in Guinea-Bissa	Guinea-Bissau	3.7	USD	Oct-16	Oct-20
14	EU	Securing land and resource rights and improving governance in forest areas of Cameroon	Cameroon	3.9	USD	Jan-17	Jan-21
15	EU	Improved land tenancy in Sindh	India	4.4	USD	Mar-17	Mar-21
16	FAO	Regional programme to improve governance of tenure in Latin America and the Caribbean	Latin America and the Caribbean	3.4	USD	Jan-18	Jan-21
17	Finland/WB	Second Land administration Project	Palestine	5.8	USD	May-12	Jul-16
18	France	Project "Pre- Cadaster and land tenure security"	Haiti	4.6	USD	Jan-10	Feb-16
19	GEF	Consolidating biodiversity and land conservation policies and actions as pillars of sustainable development	Bolivia	?		Nov-21	Nov-26
20	GEF	Mainstreaming Sustainable Land Management (SLM) for Large-Scale Impact in the Grazing Lands of Limpopo and Nor	South Africa	3.1		Sep-21	Nov-26
21	Germany (BMW/KfW/GIZ)	Contribution to the protection of land rights II	Cambodia	6.2	USD	Jul-14	Jun-16
22	Germany (BMW/KfW/GIZ)	Land Management and Decentralised Planning in Laos PDR (LMDP)	Laos	5.5	USD	Jan-15	Dec-17
23	Germany (BMW/KfW/GIZ)	Protection and sustainable management of indigenous lands in Amazonia	Brazil	2.4	USD	Jan-17	Dec-18

Number	Donor	Name	Country	Value	Currency	Start date	End date
24	Germany (BMW/KfW/GIZ)	Support of land reform III	Namibia	5.3	USD	Jul-17	Jun-20
25	Germany (BMW/KfW/GIZ)	Responsible Land Policy in Côte d'Ivoire	Cote d'Ivoire	3.9	Euro	Jul-20	Dec-24
26	Germany (BMW/KfW/GIZ)	Responsible Land Policy	Cameroon	5.0	Euro	Jan-23	May-26
27	Germany (BMW/KfW/GIZ)	Responsible Land Policy	Niger	4.0	Euro	Jan-23	May-26
28	Germany (BMW/KfW/GIZ)	Stand for Her Land: Collective Advocacy to Realize Women's Land Rights in Uganda, Senegal, and Ethiopia				Dec-21	Dec-26
29	IFAD	Fostering Good Land Governance for Inclusive Agricultural Development in Tanzania	Tanzania	3.1	USD	Feb-16	Mar-20
30	Netherlands	LAND-at-scale Mali - Boosting local capacity to manage land conflict and protect customary rights	Mali	1.3	Euro	Oct-21	Oct-23
31	Netherlands	LAND-at-scale Palestinian Territories Improving land governance for Palestinian farmers	Palestine	2.0	Euro	Oct-20	Oct-24
32	Netherlands	LAND-at-scale Rwanda Towards a fair and robust land management and governance system connecting people for sus	Rwanda	2.5	Euro	Oct-21	Jul-25
33	Netherlands	LAND-at-scale Uganda - Scaling up community-based land registration and land use planning on customary land	Uganda	3.4	Euro	Sep-21	Sep-25
34	Netherlands	LAND-at-scale Chad- Land reform based on rapid evolution and present crisis	Chad	4.2	Euro	Oct-22	Oct-25
35	Netherlands	LAND-at-scale Iraq Policy dialogue on legislative reform to improve land governance and secure tenure rights by registering and resolving land claims for vulnerable IDPs	Iraq	2.1	Euro	Oct-23	Oct-25
36	Netherlands	LAND-at-scale Somalia: Saameynta – Scaling-up Solutions to Displacement in Somalia	Somalia	2.0	Euro	Jan-22	Dec-25
37	Netherlands	LAND-at-scale Colombia- Land formalization through a Fit for Purpose approach in Indigenous and Afro-Colombian	Colombia	2.3	Euro	Dec-20	Mar-26
38	Netherlands	LAND-at-scale Burkina Faso Scaling up Land Governance for Food Security	Burkina Faso	2.0	Euro	Oct-22	Aug-26
39	Netherlands	LAND-at-scale Mozambique Scaling community legal literacy, land rights certification and climate resilience	Mozambique	2.2	Euro	Jun-21	Dec-26
40	Norway	Maps for good land governance	Ukraine	4.4	USD	Jan-17	Dec-20

Number	Donor	Name	Country	Value	Currency	Start date	End date
41	Norwegian Refugee Council	Grant: Global Initiative to secure women's land rights through gender transformative approaches (Window 3)	Global	1.6	Euro	Jan-21	Mar-24
42	Sweden/Sida	Community Land Initiative	Mozambique	3.0	USD	Jan-15	Dec-17
43	Sweden/Sida	Strengthening the sustainability of land restitution process-Phase II	Colombia?	6.0	USD	Dec-16	Nov-19
44	Sweden/Sida	Capacity Development in Land Administration Lantmäteriet/RLMUA - OLD - Capacity Development in Land Administra	Rwanda	2.7	Euro	Dec-16	Jun-23
45	Sweden/Sida	The Tenure Facility 2018-2022		5.4	Euro	Dec-18	Oct-23
46	Sweden/Sida	CIFOR 2021-23: Knowledge for action to protect tropical forests and enhance rights		5.1	Euro	Sep-21	Dec-23
47	Sweden/Sida	Capacity Development in Land Administration - Capacity Development in Land Administration - new strategy 2021-	Liberia	4.6	Euro	Feb-19	Dec-24
48	Sweden/Sida	IPAM 2021-25: Solving the Amazon Puzzle: no deforestation, more production and rights	Brazil	5.0	Euro	Jun-21	Dec-25
49	Sweden/Sida	Tenure Facility 2023-2025 [Colombia, Democratic Republic of Congo (DRC), Ecuador, Guyana, Indonesia, Liberia, Peru]	Global	5.7	Euro	Jan-23	Dec-25
50	Sweden/Sida	Protecting Forests, Protecting Rights	Guyana	2.0	Euro	Jun-21	Dec-25
51	Sweden/Sida	ForumCiv Liberia Our Land - Forum Civ II	Liberia	5.0	Euro	Dec-21	Dec-25
52	Sweden/Sida	IGAD 2023 - 2026 Improving Land Governance in the IGAD Region - IGAD 2023 - 2026 Land Governance Contribution		4.9		Apr-23	Sep-26
53	Sweden/Sida	eSPACE Cadastre project	Serbia	2.3	Euro	Dec-22	Dec-26
54	Sweden/Sida	Capacity Development in Land Management Rwanda 2022-2027 - Capacity Building in Land Management Rwanda 2022-20	Rwanda	5.7	Euro	Jun-22	Dec-27
55	Swiss	Strengthening Land Governance	Myanmar	3.9	USD	Oct-14	May-17
56	UKAID (BEIS)	Cadasta- strengthening land and resources rights	Global	1.8	Euro	Jan-23	Mar-25
57	UKAID (DFID/FCDO)	Land & Corruption in Africa		4.4	USD	Jun-15	Dec-19
58	UKAID (DFID/FCDO)	Component of Land Governance for Economic Development reported by FCDO - Support to Food and Agriculture Organisation for implementation of Voluntary Guidelines on Land Tenure Phase 2	India?	3.1	Euro	Dec-16	Dec-21
59	US (USAID/MCC)	Ghana Commercial Agriculture Project	Ghana	3.0	USD	Jan-12	Jan-17

Number	Donor	Name	Country	Value	Currency	Start date	End date
60	US (USAID/MCC)	Land-Potential Knowledge System	Kenya/Namibia	5.0	USD	Jan-13	Dec-17
61	US (USAID/MCC)	Promoting Land Ownership Certification in Burundi	Burundi	2.1	Euro	Sep-16	Mar-22
62	US (USAID/MCC)	Legal Empowerment for Equitable Land Governance		0.7	Euro	Aug-18	Mar-22
63	US (USAID/MCC)	Sustainable Landscapes and Forest Transparency	Mexico	3.7	Euro	Jul-20	Jan-24
Group 4 – too recent for inclusion (end date beyond study period)							
1	Germany (BMW/KfW/GIZ)	Strengthening Advisory Capacities for Land Governance in Africa	Africa	47.7	Euro	Nov-14	Feb-26
2	Sweden/Sida	Beira Triple Resilience IFDC - Tripple Resilience IFDC	Mozambique	10.6	Euro	Oct-23	Oct-28
3	UKAID (BEIS)	Rwanda LAND Project	Rwanda	15.9	Euro	Dec-20	Dec-27
4	WBG	Benin - Land Tenure Management Program	Benin	250.0	USD	Apr-25	Sep-30
5	WBG	Cote d'Ivoire Rural Land Tenure Management Strengthening Program	Cote d'Ivoire	200.0	USD	Nov-23	Feb-29
6	WBG	Land management infrastructure for green and sustainable development	Turkey	78.6	Euro	May-23	Dec-28
7	WBG	Sierra Leone Land Administration Project	Sierra Leone	39.6	Euro	Jun-22	Jul-28
8	WBG	Zambia Transforming Landscapes for Resilience and Development Project	Zambia	100.0	USD	May-19	Dec-25
9	WBG	Colombia - Multipurpose Cadastre Project	Colombia	100.0	USD	Mar-19	Jul-26
10	WBG	Support to Land and Mining Management Strengthening Project (Burkina Faso Land Administration Project)	Burkina Faso	126.2	Euro	Jun-21	Dec-27
11	WBG	Support to Parcelization of Lands for Individual Titling (SPLIT) Project	Philipinnes?	330.4	Euro	Jun-20	Dec-27
12	WBG	Punjab Urban Land Systems Enhancement Project	Pakistan	135.1	Euro	Mar-22	Jun-27
13	WBG	Land Tenure Improvement Project	Tanzania	150.0	USD	Dec-21	Jan-27
14	WBG	Second Kenyan Informal Settlements Improvement Project (KISIP2)	Kenya	150.0	USD	Jul-20	Jan-27
15	WBG	Land Allocation for Social and Economic Development Project III	Cambodia	83.1	Euro	Jun-20	Dec-26
16	WBG	Ethiopia Climate Action Through Landscape Management (CALM) Program for Results	Ethiopia	439.4	Euro	Jun-19	Sep-26
17	WBG	Senegal Cadastre and Land Tenure Improvement Project	Senegal	40.0	USD	Jun-21	Jul-26
18	WBG	Land Registration and Property Valuation Project	Moldova	24.5	USD	Jan-19	Apr-26

Number	Donor	Name	Country	Value	Currency	Start date	End date
19	WBG	Zambia - Second Transforming Landscapes for Resilience and Development in Zambia Project	Zambia	100.0	USD	Sep-25	Dec-30
Group 5 – Met the other criteria (dates and value), but insufficient material found							
1	AfDB	Cameroon - Support Project for Modernization of Land Registration and Improvement of the Business Climate	Cameroon	5.8	Euro	Jun-14	Dec-21
2	Canada	Sustainable Land Management Project	Ethiopia	36.3	Euro	Nov-13	Dec-18
3	Canada	Land Use and Economic Development of the Niayes Region	Senegal	17.7	USD	Jan-09	Jan-18
4	EU	Rural Land Support Program - Côte d'Ivoire	Cote d'Ivoire	45.2	USD	Jan-16	Dec-20
5	EU	Land Governance Improvement Project in Burundi	Burundi	7.2	USD	Oct-14	Sep-18
6	EU	Capacity Building in Support of Land Policy Development and Implementation in Africa	Africa	11.8	USD	May-10	Dec-17
7	EU	Support to reform of urban land management	Senegal	9.4	USD	Jan-12	Jan-17
8	EU/Germany KfW	Communal Land Development Project	Namibia	17.5	USD	Jan-14	Dec-18
9	Finland	Women's Rights to Land in the Post-2015 Development Agenda: A Campaign on Gender and Land Tenure	Zambia	7.1	Euro	Nov-19	Jun-25
10	Finland	REILA - Responsible and Innovative Land Administration	Ethiopia	13.9	USD	Jul-11	Jul-16
11	France	Support to decentralized land governance in Benin	Benin	332.0	USD	Nov-15	Nov-17
12	France/Belgium/others	Supporting Implementation of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries		15.3	USD	May-15	Oct-21
13	Germany (BMW/KfW/GIZ)	Responsible Land Policy	Burkina Faso	6.9	Euro	Jul-20	Dec-25
14	Germany (BMW/KfW/GIZ)	CAR II - Environmental Land Registration (BMZ/KfW)	Brazil	25.3	USD	Aug-15	Dec-20
15	Germany (BMW/KfW/GIZ)	PCLD - Programme for Communal Land Development III (BMZ/KfW)	Namibia	6.6	USD	Jun-14	Mar-19
16	Germany (BMW/KfW/GIZ)	Support of land reform II	Namibia	12.1	USD	Nov-14	Apr-17
17	IFAD	Participatory Natural Resource Management and Rural Development Project in the North, Centre-North and East Region	Burkina Faso	9.9	USD	Mar-13	Sep-21

Number	Donor	Name	Country	Value	Currency	Start date	End date
18	Landesa	Landesa	Global	24.9	USD	Apr-08	Jun-16
19	Sweden/Sida	Capacity Building for Improvement in Land Administration and Procedures in Bosnia Herzegovina (CILAP)	Bosnia	6.8	USD	Jan-13	Dec-19
20	Sweden/Sida	Mali Local Democratic Governance phase 3	Mali	6.6	Euro	Jul-14	Dec-17
21	Swiss	Computerized Land Registry in Haiti	Haiti	7.0	Euro	Jan-17	Nov-19
22	Swiss	Land management support program in Burundi and South Kivu/DRC	Burundi/DRC	11.0	USD	Jan-07	Dec-17
23	Swiss	Advancing land use rights and natural resource benefits in Mozambique	Mozambique	8.3	USD	Oct-10	Dec-17
24	Swiss/Germany	Mekong Region land governance	Vietnam	12.8	USD	Mar-14	Mar-18
25	UKAID (DFID/FCDO)	Central land Support Team to manage and improve land rights protection, information and knowledge and private		8.7	Euro	Aug-13	Dec-19
26	UKAID (DFID/FCDO)	Implementation of Voluntary Guidelines on Land Tenure		5.9	Euro	Oct-13	Jul-19
27	US (USAID/MCC)	Land Registration System Activity	Togo	7.1	Euro	Nov-20	Nov-25
28	US (USAID/MCC)	Land Registration in the Merged Areas Activity	Pakistan	9.9	Euro	Jul-18	Sep-25
29	US (USAID/MCC)	Feed the Future Tajikistan Agriculture and Land Governance (ALG)	Tajikistan	25.8	Euro	Jul-18	Sep-25
30	US (USAID/MCC)	FTF Ethiopia Land Governance Activity	Ethiopia	10.0	Euro	Jul-18	Jul-25
31	US (USAID/MCC)	Land Management Activity	Namibia	5.9	Euro	Jul-18	Jul-25
32	US (USAID/MCC)	Land Tenure Security Sub-Activity	Niger	9.8	USD	Jan-18	Jan-23
33	US (USAID/MCC)	Community Land Tenure Activity (LTA)	Tanzania	8.4	Euro	Aug-12	Dec-21
34	US (USAID/MCC)	SERVIR	West Africa	13.1	Euro	Dec-13	Dec-21
35	US (USAID/MCC)	Feed the Future Land Market Development Activity	Tajikistan	8.5	Euro	Aug-12	Oct-20
36	US (USAID/MCC)	Land Administration to Nurture Development (LAND)	Ethiopia	9.1		Aug-12	Aug-20
37	US (USAID/MCC)	Strengthening Urban Resilience for Growth with Equity: Philippines	Philippines	47.8	USD	Jan-15	Jan-20
38	US (USAID/MCC)	Land Market Development Activity	Tajikistan	9.7	USD	Jan-17	Jan-20
39	US (USAID/MCC)	Property Rights and Artisanal Diamond Development II: Côte d'Ivoire	Cote d'Ivoire	18.9	USD	Jan-13	Jan-18
40	US (USAID/MCC)	Tenure and Global Climate Change: Vietnam	Vietnam	13.4	USD	Jan-13	Jan-18
41	US (USAID/MCC)	Tenure and Global Climate Change: Burma	Myanmar	13.4	USD	Jan-13	Jan-17

Number	Donor	Name	Country	Value	Currency	Start date	End date
42	US (USAID/MCC)	Rwanda LAND Project	Rwanda	12.0	USD	Jan-12	Jan-17
43	WBG	Land Administration System Modernization	Lebanon	43.0	USD	Jun-18	Dec-23

Annex 5: High-level evaluation findings related to LF programme outcomes

Table 9: High-level evaluation findings for Tanzania case study linked to outcome areas

	Coordination	Building political space	Capacity building
World Bank (perf-eval) *World Bank, 2019*	• **Reforms must be well-sequenced**. "*It is beneficial to sequence sector reforms and to use piloting as an approach to prepare for later implementation of other sector activities"* (p.7). However, given the low levels of CCROs compared to targets, it remains unclear that the project left the pilot phase.	• **Identify and empower a political champion early on.** *"Issues of land tend to be highly emotional and sensitive in Tanzania. The endorsement and buy-in of the executive branch of government is therefore critical in raising awareness and mobilizing support"* (p.7).	• **When working through multiple implementing agencies, the procurement function should be centralised** and *"sustainable procurement capacities should be built at an earlier stage of the project*" (p.7).
USAID (imp-eval) *Persha & Patterson-Stein, 2021*	• **Coordination between project staff, local actors and villagers is critical to bridge gaps in understanding and expectations.** *"DLO and LTA staff recognized villagers' lack of familiarity with commercial banks' borrowing process and sought to play a bridging role...to help ensure that villager and government expectations are realistic and to increase the potential for CCROs to serve their envisioned role in expanding rural villagers' access to formal sources of credit"* (p.70).		• **Local government capacity is critical.** *"The DLOs responsible for issuing CCROs frequently lack the capacity to do so, and rural land users are often unaware of their land rights under the law"* (p. 2).
UK / Sweden / Denmark *(perf-eval)* *FCDO, 2019*	• **Demand-side interventions should run in parallel.** *"Work with other stakeholders, including the private sector, to develop appropriate financial products and professional services (rental agreement, leasing, valuation, estate agency)"* (p.3).	• **Implementing programmes through national land agencies can garner political buy-in.** LTSP was designed to be "*implemented through the MLHHSD, and this produced significant GoT buy-in. As a result, the GoT has expressed its willingness to roll it out nationwide"* (p.3). • **Standalone technical interventions will not succeed.** *"Political economy analyses and appropriately informed responses from national to village level need to be embedded at the heart of programming"* (p.3).	• **Technology can cut costs and increase transparency** when implemented alongside *"technical and financial capacity; an appropriate legal and policy framework for selection, operation, and access; capacity building for storing and processing the data generated; and awareness raising to overcome resistance from surveyors and others with vested interests"* (p.3). • **Engaging CSOs can be highly effective for changing public behaviour** but this happens over time – "*adequate time and resources need to be allocated to these activities*" (p.3).

Table 10: High-level evaluation findings for Mongolia case study linked to outcome areas

	Coordination	Building political space	Capacity building
MCC (perf-eval) *Marple-Cantrell & Huntington, 2020; 2023*	• **During project planning, it is important to consider those dependent on external interventions.** *"Development of a unified information system was hindered by the unsuccessful implementation of another donor's planned National Land Information System project"* (2023, p.8). • **In contexts with multiple land-related agencies, concentrating resources on a single institution may resolve internal issues but fail to address broader coordination challenges.** Remaining obstacles to first time registration and can be attributed to *"the separation between the cadastre and the registry and a difficult bureaucratic process, rather than problems within GASR"* (2023, p.16).	• **Sustained government support is required to implement programme interventions.** **"***The passage and implementation of amendments moved slowly due to changes of administration, new GoM priorities, limited coordination between GASR and ALAMGaC, and the lack of a clear political champion to encourage needed changes"* (2023, p.7). • **A realistic timeline for legal reform must be adopted. "***Legal reform takes longer than expected and is generally driven by political dynamics that are beyond the control of the project* (2020, p.121)*."* • **Entrenched power dynamics continue to restrict equitable access to land.** *"Favourable land access by groups with political connections was noted as a pressing issue"* (2023, p.14).	• **Infrastructure upgrades and capacity building can decrease total transaction times and the unofficial costs association with transactions, "***such as the establishment of new land offices, digitization of records, and creation of land information systems"* (2023, p.16).
MCC (imp-eval) *IPA, 2016*			

Table 11: High-level evaluation findings for Uganda case study linked to outcome areas

	Coordination	Building political space	Capacity building
GIZ *(perf-proc eval)* *Seelaff et al, 2021*	• **Active coordination and engagement with partners are encouraged.** "*Recommended to promote exchange among donors and joint policy dialogue on strengthening land governance structures and up-scaling of land registration"* (p.12).	• **Despite their time demands, public awareness activities are effective, particularly when delivered through local CSOs/NGOs. "***The time and energy spent by the project on public awareness as well as on strengthening ADRM and structures have proven to be essential components for the success of the project"* (p.12).	• **When working with national land agencies, time should be dedicated to consolidating activities into a 'phase-out' narrative**. *"Capacity development is a permanent task (Munoz 2017) and – due to staff rotation and other reasons – the demand remains vast. In the light of (institutional) sustainability, it is questionable whether strengthened individual and organisational capacities will last long once RELAPU phases out"* (p.9). • **To sustain demand for programme interventions, capacity development measures should be embedded into partner systems and structures. "***There is a high demand for the "package" (public awareness, ADRM, mapping and registration of land) developed by RELAPU … institutionalisation of procedures and CD measures into counterpart structures and strengthening of these is of such relevance"* (p.13).
GIZ (imp-eval) *Huntington et al, 2024*			

RVO (proc-eval) *Mokoro, 2023*	• **A shared understanding of key concepts among implementing agencies and partners is key for project continuity.** *"Implementing partners appeared to be unclear about what scaling means and what is needed to achieve it.. engage with governments and other prospective donor partners who might pick up where LAS leaves off"* (p.viii).		
RVO (proc-perf eval) *UN-Habitat, 2023*	• **Continuous assessment of the project's compatibility with local government frameworks is essential. "***Research should be undertaken to assess barriers, opportunities and alternative courses of action"* (p.1). • **Cumulative support processes and existing partner relationships are key drivers of programme success**. *"Both GLTN and the Embassy of Netherlands have a prior history of collaboration with MLHUD that has helped to build trust and rapport"* (p.28).	• **Appointing the national land agency as the lead implementor ensures project relevance and ownership. "***The lead role played by MLHUD as national executing agency has ensured that project design and implementation are coherent with national policy priorities"* (p.35). • **Implementing partners should lead lobbying efforts to secure stakeholder buy-in.** *"MLHUD should socialize the project's achievements, SOPs and strategic vision with the relevant ministries, donors, legislators and other land actors"* (p.43).	• **Local government staff and volunteers play a critical role. "***Much of the progress achieved can be attributed to the work of District and Sub-County technical officers, and to the commitment of local volunteers who have assisted parcel mapping, surveying and enumeration; processed CCO applications or served on Conflict Mediation Committees"* (p.42). • **Adequate equipment is essential for effective land-registration activities. "***Adequate conditions for the processing and storing of CCO applications and related documents are lacking in the District and Sub-County government offices"* (p.42).
WB *(perf eval)* *World Bank, 2025*	• **Multi-component projects require robust coordination mechanisms and strong strategic integration.** *"Challenges arose from overlapping mandates, varied readiness levels among implementing agencies, and the absence of unified systems for data sharing and monitoring"* (p.34). • **Upfront planning can prevent gaps between demarcation and title issuance.** *"Stronger project design could have anticipated these bottlenecks by frontloading feasibility assessments, clarifying regulatory procedures for mass titling, and securing dedicated operational funding"* (p.34).		• **Digital reforms require institutional readiness.** *"Full end-to-end digitalisation remained incomplete due to the absence of a statutory framework for electronic signatures, which continued to require physical title printing"* (p.34).

WB (imp-eval) Cherchi et al, 2019 ; Poulin & Pierotti, 2025	•	•	• **Structured sensitisation can help households understand their land rights.** *"The frontline workers who approached households with the title offer had themselves been sensitized to the value of increasing women's documented land rights and may have conveyed social approval of joint titling in their conversations with targeted households"* (2025, p. 20)

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