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## **ABBREVIATIONS**

|        |   |
|--------|---|
| AGM    | Annual General Meeting                            |
| AYP    | Ardhi Yeti Programme                              |
| CBO    | Community Based Organisations                     |
| CSO    | Civil Society Organisations                       |
| JET    | Journalists Environmental Association of Tanzania |
| LRM    | Land Rights Monitors                              |
| M&E    | Monitoring and Evaluation                         |
| MTR    | Mid Term Review                                   |
| NLUPC  | National Land Use Planning Commission             |
| SEIA   | Social Environmental Impact Assessment            |
| SAGCOT | Southern Agricultural Growth Corridor of Tanzania |
| TALA   | Tanzania Land Alliance                            |
| TNRF   | Tanzania Natural Resources Forum                  |
| ToC    | Theory of Change                                  |
| UPR    | Universal Periodic review                         |

## Executive summary

The objective of this Mid-Term Review (MTR) has been to assess progress, review appropriateness, and recommend ways of strengthening programme strategies in particular the advocacy and policy engagement and finally to review the role and value addition of CARE.

The Ardhi Yetu Programme (AYP) aims at strengthening the capacity of civil society at local and national levels in Tanzania to hold land sector duty bearers (including government and private sector) accountable while advocating for the rights of small scale farmers and pastoralists. The programme initiative, which runs from for a four years period 2014 to 2017, is being implemented in partnership with national civil society organisations (CSOs). The CSO partners are Haki Ardhi, the Journalists Environmental Association of Tanzania (JET) and Tanzania Natural Resources Forum (TNRF).

There was a substantial budget cut of 25% of AYP in December 2015 following a change of Danish government priorities. It had a number of implications among others was the financial support discontinued to TNRF in 2016. The budget cuts was however also an opportunity to revisit the programme and its strategies and it was subsequently decided in December to focus the programme and concentrate efforts on advocacy campaigns at national level for the remaining two years of the programme.

The AYP has strong focus on capacity development of Tanzanian civil society. It is the overall objective of the programme as well as a stand-alone objective. The partnership with CARE has successfully strengthened the partner organisations in areas such as financial and human resource management, gender and outcome monitoring. The outcome mapping support has been particularly successful because in-depth trainings were combined with continuous coaching both from CARE Denmark and CARE Tanzania. The capacity development support has enabled all partners upscale their work at the local level and improve their organisational legitimacy vis-a-vis their members and constituencies. Unfortunately when budget were reduced for upcountry activities it had implications for the partners' ability to reach out to their constituencies/members and thereby the legitimacy of the partners as organisations.

Capacity development efforts at the local level has also achieved results but has equally suffered from the budget cuts as all local level activities have been phased out the last year. A key lesson learned is that sustained engagement with the communities is necessary to encourage local stakeholders to continue engaging in the programme. Land Rights Monitors has been the most innovative model to create awareness on land laws and land rights and support community members to demand their rights. The AYP has been less successful with collective actions e.g. when LRM across villages or CBOs as a group demand for land use plans to be developed, statutory meetings to be held or land deals to be published.

CARE and the AYP has added value by bringing CSOs in the land sector closer together on a joint advocacy platform. There are indications of a more positive dynamic between CSO and the Government, which may lead to positive policy and practice changes. Haki Ardhi is also in the process of building up a trusting relationship with the Parliament but there are so far few direct results from this engagement. AYP has not yet mapped the various stakeholders in the private sector to explore whether there may be potential allies within this sector.

CARE has taken a strong lead in the advocacy and networking efforts the last year, which has contributed to the AYP advocacy results. The phasing out of capacity development of partners

coupled with CARE taking such a strong lead has however to some extent been at odds with the overall objective and underlying theory of change of the programme.

## Introduction

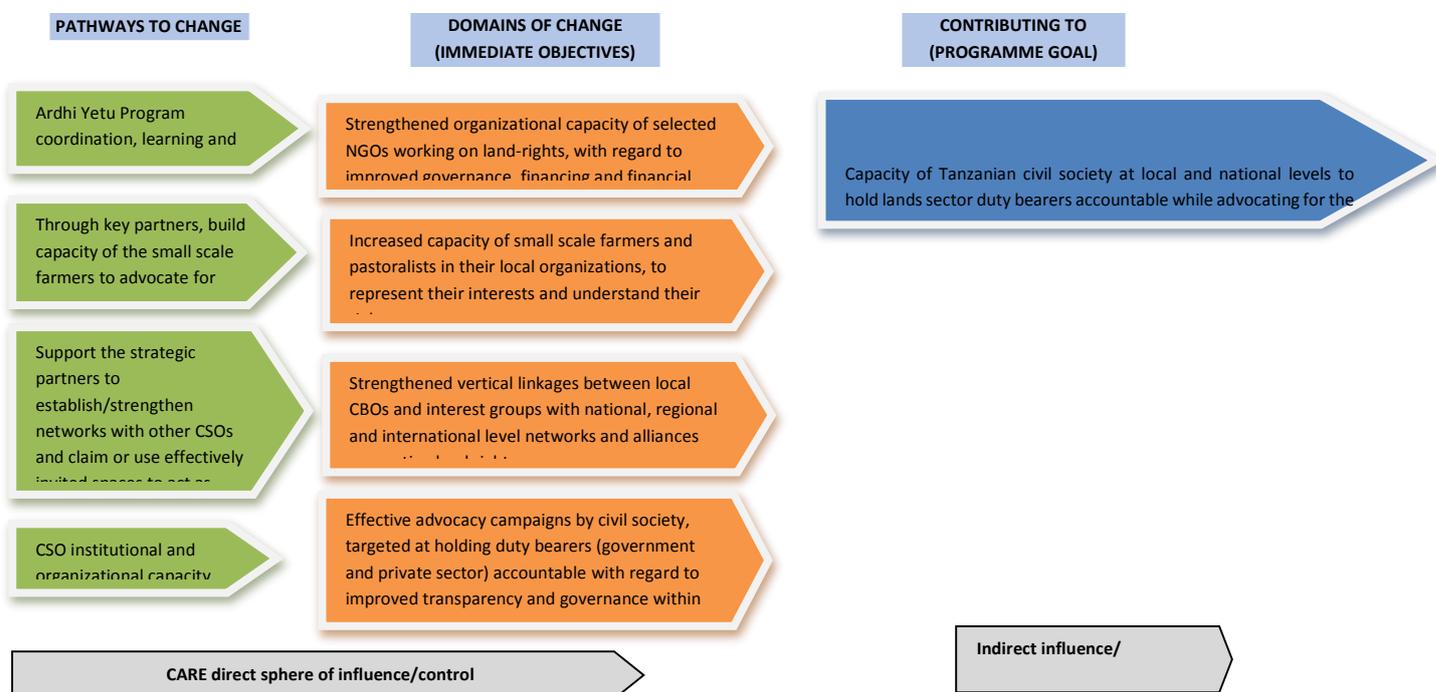
The Ardhi Yetu Programme (AYP) aims at strengthening the capacity of civil society at local and national levels in Tanzania to hold land sector duty bearers (including government and private sector) accountable while advocating for the rights of small scale farmers and pastoralists. The programme initiative is being implemented in partnership with national civil society organisations (CSOs). The CSO partners are Haki Ardhi, the Journalists Environmental Association of Tanzania (JET) and Tanzania Natural Resources Forum (TNRF).

The target population of the AYP are poor and vulnerable women and men who are dependent on land and natural resources in areas affected by large-scale commercial agriculture in the following areas: Kilolo, Mufindi and Pawaga districts in Iringa Region, Chemba in Dodoma Region, Mbarali in Mbeya Region and Rufiji and Kilwa in Coastal Region.

The objective and strategies of the Civil Society and Lands Rights Programme in Tanzania are built on the following Theory of Change (ToC):

*IF the capacity of CSOs representing smallholder farmers and pastoralists to mobilize citizens will be strengthened, and if these CSOs will claim space for participating in land policy dialogue, form and maintain relations with small holder farmers, peers and policy makers for effective advocacy and act as change agents for the smallholder farmers beyond the support of the programme, THEN both CSOs and citizens will be able to hold duty bearers accountable on land related issues for realization of the rights to land and food.*

### Ardhi Yetu Theory of Change



In line with the ToC the major intervention of this programme should be on strengthening the financial and technical capacity of Tanzania's CSOs representing smallholder farmers to enhance their contributions to the achievement of three broad changes areas or domains:

- Increased capacity of small scale farmers and pastoralists, and their local organisations, to represent their interests, understand their rights and work together collaboratively
- Strengthened vertical linkages, between local level CBOs and interest groups with national, regional and International level networks and alliances supporting land-rights
- Effective advocacy campaigns from civil society, targeted at holding government and private sector duty bearers accountable with regard to improved transparency and governance within the Tanzanian lands sector

### ***General tasks in the Mid Term Review (MTR):***

- To review general programme progress towards achieving programme objectives, annual targets and outcome progress markers. Learning questions to guide this task are detailed out in annex B of the TORs.
- To review appropriateness, and recommend ways of strengthening, AYP strategies, in particular: advocacy and policy engagement including the use of multi stakeholders forum, networks, coalitions and the UN system (Universal Periodic review Process) gender mainstreaming as well as capacity building of civil society organizations, networks and platforms. Recommend also how AYP could strengthen the engagement with private sector such as SAGCOT through the feeder group, in particular looking at invited and non invited spaces to engage on private sector accountability for example in relation to SAGCOT Social environmental impact assessment (SEIA), as well as internally recognised guidelines and standards for responsible business such as UN Guiding Principles for Business and Human Rights and the FAO Voluntary Guidelines.
- To review CARE's value addition and recommend ways of strengthening AYP capacity building approach and CARE's role in creating linkages and synergies between land sector national stakeholders and with other international networks and policy processes including for example in relation to SAGCOT Social environmental impact assessment (SEIA), as well as internally recognised guidelines and standards for responsible business such as UN Guiding Principles for Business and Human Rights and the FAO Voluntary Guidelines. Learning questions to guide this task are detailed out in annex B of the TORs.

## **Methodology**

The MTR will be indicator-based assessing whether CARE has reached the targets and results it has set for itself and the programme. The assessment of the indicators will be supplemented with an assessment of the outcome mapping progress markers, which have been set for the various groups that the programme is aiming to influence.

The ToC will be a key analytical tool for the review. The ToC will provide the basis for demonstrating to what extent, and in what ways, the programming is making a difference in achieving the intended objectives/outcomes and overall goal of the programmes. The programme context, rationale, assumptions, causal links and strategies will be assessed. As ToC of the programme is short and sharp, the review will seek to unpack the underlying assumptions

and intended pathways of change. The ToC will be used as the basis for discussions in interviews and at the stakeholder workshop in order to validate whether the ToC and its assumptions are still plausible to and agreed upon by key stakeholders.

The assumptions underlying the ToC- as identified in the MTR- are the following:

-There was institutional capacity gaps at the partner level at the start of the programme but towards the end of 2015 there was sufficient capacity among partners for undertaking effective advocacy campaigns at national level for the remaining programme period.

-It is Tanzanian CSOs/CBO, which should be at the forefront of national advocacy. It is more effective (agenda can't be dismissed by the Government as foreign) and it is more sustainable (national civil society is in Tanzania to stay).

-CARE adds value by bringing financial resources and technical capacity and by strengthening local, national and international linkages

### **Data collection tools**

The data collection method includes a mixture of desk review of documents, semi-structured interviews in Dar and Denmark as well as a stakeholder workshop in Dar.

The following tools will be used:

- Review relevant programme documentation.
- Undertake key informant interviews in Denmark and Tanzania
- Convene stakeholder's workshop
- Debriefing with CARE Tanzania team prior to departure.

## **Programme Progress**

The MTR has reviewed programme progress towards achieving programme objectives, annual targets and outcome progress markers guided by the CARE-DK MTR learning questions. In the following the progress is held up against each of the four programme objectives. The information has been grouped under the objectives but with special emphasis on how the programme has influenced key social actors for which there have been outcome progress markers.

**Objective 1)** Strengthened capacity of selected NGOs working on land-rights, with regard to improved governance, financing and financial management, human resources, management and delivery of programme goals

Capacity development of partners and their constituencies at local level is both the overall objective of the AYP as well as a stand-alone objective. The assumption underlying the ToC is that partners have capacity gaps that can be filled by the programme and that strengthened capacity and ability to fulfil the other programme objectives for example building vertical linkages, networking and advocacy.

AYP has facilitated partners to undertake self-capacity assessments in key areas such as organisational legitimacy, transparency and accountability, gender and social inclusion and financial management. This was finalised by the end of 2014 and reviewed in 2015. Through this exercise partners came up with their capacity improvement plans. These plans were included in

the 2015 work plan and budgets and capacity needs assessment was followed up by training, coaching and mentoring to the partners in order to strengthen their capacity. The capacity assessment exercise was coordinated by CARE and management from all partner organizations, board members, and program staffs both from CARE and strategic partners participated in the exercise. In each key area scores were discussed and agreed based on explanations provided on each indicator.

CARE has provided training on gender and rights based approach, advocacy and UPR and outcome mapping to all partners. CARE has provided both training and continuous coaching in outcome mapping. Furthermore, CARE arranged for exchange visit to Ghana to learn about coalition building and maintaining CSO's movements.

The targets and results, in relation to key capacity development indicators, are highlighted by partner in the below table.

**Table 1**

| <b>Indicators</b>   | <b>Baseline value</b>  | <b>Target for 2015</b>                     | <b>Result 2015</b>                          |
|---|--|--|---|
| <i>Mandatory CARE DK indicators</i>   |  |  |   |
| Level of progress in partner's overall capacity (based on partner self-assessments) <sup>1</sup>        | TNRF = 68%<br>HAKIARDHI = 91.5%<br>JET = 56%                         | TNRF = 78%<br>HAKIARDHI = 95%<br>JET = 96% | TNRF=84%<br>HAKIARDHI = 96%<br>JET = 96%    |
| Level of progress in organizational legitimacy (based on partner self-assessments)                      | TNRF = 11/20 ≈ 55%<br>HAKIARDHI = 20/20 ≈ 100%<br>JET = 15/20 ≈ 75%  | TNRF=70%<br>HAKIARDHI =100%<br>JET=80%     | TNRF=80%<br>HAKIARDHI = 100%<br>JET = 85.5% |
| Level of progress in organizational transparency and accountability (based on partner self-assessments) | TNRF = 19/25 ≈ 76%<br>HAKIARDHI = 24/25 ≈ 96%<br>JET = 16.5/25 ≈ 66% | TNRF= 80%<br>HAKIARDHI = 80%<br>JET=80%    | TNRF=86%<br>HAKIARDHI = 96%<br>JET = 98%    |

|  |   |   |   |
|--|---|---|---|
| Level of progress in organizational representation and inclusion ( <i>in organizational structures and practices</i> ) (based on partner self-assessments) | TNRF = 5/10 ≈ 50%<br>HAKIARDHI = 8/10 ≈ 80%<br>JET = 4.5/10 ≈ 45% | TNRF = 60%<br>HAKIARDHI :80%<br>JET=80% | TNRF=65%<br>HAKIARDHI = 80%<br>JET = 100% |
| <b>Overall goal fulfilment for the domain (1-5) = 4</b>  |   |   |   |

**Haki Ardhi** was already a strong partner at the programme start as can be appreciated from the capacity self assessment scores in table 1 and other sources such as the programme scoping report (Blomley, 2013). Haki Ardhi has facilitated debate at national and local levels on land issues since mid 1990s. The organisation has a strong voice in policy debates at national level and focuses on increasing access to information for the general public related to land rights. Haki Ardhi undertakes research for evidence advocacy. Haki Ardhi already had a strong presence at local levels before the programme – with support going to village and district governments, to land use planning and legal aid. The collaboration with CARE started in 2014 and the funding has contributed 20% to their total budget. The most significant contribution of CARE has been in the area of monitoring. The support from CARE in the area of outcome mapping has been thorough and practical and although Haki Ardhi was already familiar with outcome mapping, the partnership with CARE enabled them to internalise it more wholeheartedly. Haki Ardhi has also benefitted from the technical support in other areas for example finance, which has improved their organisational accountability. The support also enabled Haki Ardhi to better connect with their constituency as the support from CARE enabled them to undertake participatory monitoring and documenting best practices from land use planning at the local level with their local partners.

**JET** is less strong as an organisation but as the figures in table 1 show the organisation has taken large leaps forward thanks to the institutional support from CARE on all parameters. CARE financial support constitutes 80% of the organisation’s total funding base. JET is like Haki Ardhi also a relatively old NGO. It was registered back in 1991 with the aim of raising public awareness and enhancing good governance in environmental management through media including radio and television programmes, news and feature articles and cultural events such as theatre, art, dances and plays. JET received donor support before the CARE programme but it didn’t have strong systems to handle such funds (financial and human resource governance systems) and it operated mostly at national level. Thanks to the support from CARE the organisation has managed to attract more active members including more upcountry members. 80% of their upcountry members for example attended their last Annual General Meeting (AGM). They have better accountability systems (improved finance systems and practices). They offer better services for members (participatory strategic planning) and they pay more attention to gender in the organisation among others by having a gender focal person. The outcome mapping and collection of stories from their local partners has also improved their monitoring and reporting capacity.

**TNRF** is a relatively new NGO compared to the two other partners as the organisation only got registered in 2006. It is also a membership organisation with wide reach in terms of members

(30 organisations and 6000 individuals, mostly in the Arusha region) and also a much larger secretariat of app. 20 staff members. TNRF is primarily an advocacy organisation that develops national advocacy processes on behalf of its members. It covers all programme areas, as well as issues such as natural resource governance, pastoralism and REDD. The institutional capacity of TNRF has improved thanks to the institutional capacity development support from CARE. They have improved their organizational legitimacy, transparency and accountability including their financial systems, monitored practices and gender strategy and expertise. The organisation held a well attended AGM for the first time in 2015 bringing the organisation closer to its members.

**In conclusion** the assumption behind the ToC is that CARE partners needed capacity development in order to deliver more effectively on their programme objectives has been validated. The capacity development assessment showed that partners such as JET and TNRF had capacity gaps. Haki Ardhi on the other hand assessed itself to be a strong organisation as can be appreciated from table 1. This review has however also identified areas where Haki Ardhi has improved its capacity due to the partnership with CARE. Partners have furthermore benefitted from being brought together on a common platform and especially a less experienced partner such as JET and to some extent TNRF have benefitted from the exchange with a more experienced partner such as Haki Ardhi.

The partnership with CARE has strengthened the partner organisations in areas such as financial and human resource management, gender and monitoring. The support has enabled all partners upscale their work at the local level and improve organisational legitimacy vis-a-vis their members and constituencies in the first two years of the programme. CARE has for example funded AGMs, which have brought all partners closer to their members including up-country members. The CARE support for rolling out outcome mapping has strengthened the vertical linkages between partners and their upcountry constituencies through participatory planning, monitoring and joint learning. The support from CARE focused on institutional capacity development in contrast to most other development partners that concentrate primarily on due diligence and CARE support has as such added value to the capacity development efforts of other donors.

All institutional capacity initiatives were phased out after the budget cuts last year. However CARE has continued to engage in discussions with partners to sustain the institutional capacity that had been developed in the first two years of the programme and the partners have better financial, human resource and monitoring systems in place, which is likely to be sustained also after the AYP programme.

According to partners the mutual reflections on capacity development have however not been as frequent and useful as they were in the first two years of the programme. The quarterly meetings between CARE and partners, which also functioned as mutual reflection sessions on capacity development, have for example not taken place the last year. The PAC meetings have replaced these meetings. The focus of the PAC meetings is however different and partners take turns participating in these meetings.

Unfortunately when budget were reduced for upcountry activities it also had implications for the partners' ability to reach out to their constituencies/members and thereby the legitimacy of the partners as organisations.

**Lessons learned:** Most results in terms of institutional capacity development were identified when in-depth trainings were combined with continuous coaching such as in the area of outcome mapping. Another lesson learned is that outreach activities to upcountry constituencies/members have to be continuously undertaken to be sustainable otherwise it has negative impacts on the legitimacy of national partner organisations.

**Objective 2)** Increased capacity of small scale farmers and pastoralists, and their local organisations, to represent their interests, understand their rights and work together collaboratively

Situational analysis of the land sector and small scale farmers and pastoralists underline that there is indeed a need for improvement of the capacity of small scale farmers and pastoralists, and their local organisations, to represent their interests, understand their rights and work together collaboratively.<sup>2</sup> Tanzania is believed to have a relatively good legislation to protect the rights of small-scale farmers.<sup>3</sup> The Village Land Act of 1999 is for example relatively conducive to protection of these rights but it is recognised in the situational analysis that is a limited budget or implementation mechanism to make those laws meaningful. The AYP is premised on the understanding that some government officials and investors take advantage of the fact that village communities do not know their rights.<sup>4</sup>

As can be appreciated from programme documentation (outcome journals, quarterly and annual reports) the AYP and its partners have worked on capacity development and civic education at the local levels (village and district level) using various models for securing land tenure security (Land Use Planning, facilitating villagers to obtain Certificate of Customary Right of Occupancy (CCRO), Land Rights Monitors (LRM), Loose Conflict Resolution Coalition). Most of these tasks such as facilitation of land use planning and CCROs as well as civic education are essential the responsibility of the Government. The AYP partners are therefore largely filling a gap using already proven models rather than piloting new ones. The partners however argue that the Government does not have the budget and capacity to undertake for example land use planning in the whole country. Currently only 13% of the villages have comprehensive land use plans.<sup>5</sup> Haki Ardhi has for example carried out LUP in 2 villages in Kilolo and Mufindi district Interviews with NLUPC carried out for the purpose of this review however confirm the concerns regarding relevance and sustainability of these efforts raised in the Annual Review 2015. NLUPC, which is in charge of supervising land use plans, regret that it doesn't have the capacity to properly exercise their mandate of supervising and approving the land use plans facilitated by Haki Ardhi.<sup>6</sup>

Of the various models the LRM model has been the most innovative. Currently there are 600+ land rights monitors across the country who report land rights issues to Haki Ardhi and TNRF.<sup>7</sup> LRM were primarily meant to provide para-legal assistance on pro-bono basis as means of settling conflicts outside the statutory organs that usually require payments. However using the LRM model Haki Ardhi and TNRF have built relationships with individuals who often end up as

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<sup>2</sup> A part from AYP documentation, see also Sulle "Social Differentiation and the Politics of Land, *Journal of Southern Africa Studies*, 2016 and Bro Telleysse et al, "Smallholders narratives of land conflicts", Master Thesis at Copenhagen University, 2016

<sup>3</sup> See among others Pedersen, "Access to Land reconsidered", *Geoforum*, 2016 and Sulle "Social Differentiation and the Politics of Land, *Journal of Southern Africa Studies*, 2016

<sup>4</sup> See programme document 2014

<sup>5</sup> Interview with NLUPC

<sup>6</sup> Interview with NLUPC

<sup>7</sup> Quarterly reports Haki Ardhi and TNRF, 2016

resource persons in the villages in a broader sense. Haki Ardhi uses the LRM to ensure that the wider public especially communities at grassroots levels have adequate information on land rights and land based investments in their communities. The LRM are well recognized, involved and invited to village general assembly meetings and land committees. They have increased knowledge of land issues and they are more likely to speak out at meetings with authorities. LRM are however still working too much in isolation instead of joining forces across villages and they have to strengthen their relationship further with the village councils.<sup>8</sup> On the positive side trainings opportunities in land rights for LRM have also extended to district officials. This has the potential to improve the sustainability of the work of the LRMs.

The loose-coalitions, which have been spearheaded by TNRF in the Arusha region, have also contributed to improved knowledge of village leaders in relation to land issues. These loose coalitions have however concentrated more on solving immediate land conflicts rather than awareness outreach activities.<sup>9</sup> JET has established press clubs at the districts that have received trainings. They have also mobilised both communities and journalists to conduct data collection for stories and features focusing on evidence of land rights violations in relation to small-scale farmers and pastoralists. JET has been less successful with getting the CBO to demand for land use plans to be developed or demand for statutory meetings (village assembly) or improving the transparency of the land deals by the district councils. JET had more success with getting the CBOs to share information with journalists as app. 70 % of the targeted CBOs shared different information with journalist through JET.<sup>10</sup>

The programme has been successfully contributing to solving a major 10 years old land dispute. AYP has supported JET in addressing the issue of Kapunga rice farm in Mbarali district financially, technically, and through joint field visits. CARE joined JET in one of its fieldwork to listen to smallholder farmers in Mbarali and Mufindi and together as a group strategize on how best to push for the Government to intervene. After the field visit, AYP supported some of the representatives from Mbarali and Mufindi to attend the National Gender festival in Dar as Salaam where they shared their stories on land conflicts and gender relations in their communities and JET has ensured coverage of the stories and cases by major media houses. In December 2015, the new Government showed commitment to resolve the Kapunga conflict and the Kapunga title deed of the investor was finally nullified by the President early January 2016 and the 1870 hectares that had originally been taken from the villagers will be given back to the them through the village council as procedure demands.

**In conclusion:** LRM has been the most innovative model used by the AYP partners and especially joint capacity development sessions involving both LRM and local government officials and village tribunal members ensures sustainability. The programme has been most successful when it built up a close relationship with individuals such as the LRM. These individuals often end up as village leaders in a more formal function, which is an indicator of success of the programme. However it highlights the need for continuous education and coaching of new LRMs. The AYP has been less successful with collective actions e.g. when LRM across villages or other groups come together or CBOs as a group demand for land use plans to be developed, statutory meetings to be held or land deals to be published.

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<sup>8</sup> Outcome journals and Quarterly reports Haki Hardhi and TNRF, 2016

<sup>9</sup> Outcome journals and Quarterly reports TNRF, 2015, 2016

<sup>10</sup> Outcome journals and Quarterly reports JET, 2015, 2016

**Lessons learned:** A key lesson learned is that more supportive monitoring visits from the national partner to local partners achieve better results. Frequent interaction for example through monitoring visit is necessarily to encourage local stakeholders to continue engaging in the programme. The Kapunga rice farm story is a good example of the value of continuous and sustained engagement with the communities by the national level partners as well as the value of a community coming together as a collective voice.

**Objective 3)** Strengthened vertical linkages, between local level CBOs and interest groups with national, regional and International level networks and alliances supporting land-rights

All three partners have worked with local groups as highlighted above. JET has been working with journalists through press clubs from district to national level, while Haki Ardhi is working with LRM and CBOs, and TNRF works with both LRM and the so-called loose coalitions in advocating for land rights for small-scale farmers. In the first years of the programme partners were able to upscale their local activities, which meant that they became better informed of issues on the ground when they advocated for land issues at the national level.

AYP has supported improved outreach out to communities and has ensured that community voices have been heard in two of the programme's major advocacy initiatives. TNRF has been collecting evidence for the UPR process through one of its local partners (TAGRODE) and CARE has also been (financially) supporting community participation (LRM and members of the loose coalitions at the district level) in the regional consultation processes carried out by the Government for development of the draft National Land Policy in 2016.<sup>11</sup>

The institutional capacity development and financial support from CARE has entailed that partners engaged more with constituencies at the local level. JET for example received financial support for a car, which meant that they were able to actually go upcountry and meet their local stakeholders. This evidence from the field has then been exposed through the media at the national level. The outcome mapping has also played a very positive role in ensuring engagement between the local and national levels. Strategic partners have been carrying out joint planning (development of progress markers) and monitoring (development of outcome journals) with their constituencies and local partners upcountry. Likewise the financial support for holding larger AGM aimed at ensuring inputs from all members including upcountry members have helped create these linkages.

The AYP also helped create horizontal linkages. Partners have been encouraged to work jointly on advocacy initiatives with other likeminded organizations working on land and with the nationwide coalition of land rights, Tanzania Land Alliance (TALA) for the UPR process and on drafting the CSO position papers and amendments to the draft National Land Policy. In addition, AYP supported its partners with exchange visit to Ghana to learn about coalition building and how to effectively maintain coalitions. The Ghana inspired the AYP partners to form a loose when advocating for changes to the draft National Land Policy. In addition, AYP in collaboration with partners conducted a mapping study of CSOs working on land rights and natural resources to better understand the contributions of different stakeholders on land rights and how to jointly maximize the efforts.<sup>12</sup>

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<sup>11</sup> Discussions at the stakeholder workshop in Dar as part of the MTR

<sup>12</sup> Annual reports 2015, 2016 and discussions at the stakeholder workshop in Dar as part of the MTR

CARE Denmark has facilitated various learning opportunities at international level. AYP partners and CARE Tanzania have been facilitated to meet like-minded CSOs and coalitions in Ghana for peer-to-peer exchange and learning. The programme has also been encouraged and facilitated to participate in the UPR process. As part of the Annual review 2015 it was however communicated to CARE Denmark from CARE Tanzania that they should improve on the support and guidance on potential international opportunities and linkages for policy dialogue and provide better planning around strategic event in EU, DK and international levels. During this MTR CARE Denmark was once again encouraged to link the AYP programme to international policy processes and events on land rights issues.

**In conclusion:** AYP has strengthened vertical linkages between local level groups and national and even international process through the UPR process. There has been regional engagement through the visit to CSOs working on similar issues in Ghana and international engagement linked to the UPR process.

**Lessons learned:** All engagement at the local has the potential to strengthen linkages between local and national. The actual outcome of these efforts and whether it actually strengthen vertical linkages depends on the modalities of working and on whether strategic partners have the means to ensure a consistent effort to involve communities and ensure that these community voices are heard at the national or even the international level.

**Objective 4)** Effective advocacy campaigns from civil society, targeted at holding government and private sector duty bearers accountable with regard to improved transparency and governance within the Tanzanian lands sector

The Annual Review 2015 concluded that there had been very limited progress towards this outcome in the first two years of the programme. It was highlighted that partners seemed to be struggling to find the right way to work collectively and engage strategically in the land sector. During the Annual Review in November 2015 it was therefore decided and agreed between CARE Denmark and CARE Tanzania to focus on the advocacy agenda, facilitation of collective action by CSOs in the land sector and strategic engagements with key stakeholders such as policy makers, donors, private sector and the media. It was agreed that CARE should support its strategic partners in forming an issue based loose coalition and to take collective action around a number of limited priority areas for AYP during the remaining programme period. The priority engagement areas and forums agreed were the Village Land Act, UPR, Annual Sector Review, Multi-stakeholder platform in the Land Tenure Support Programme, SAGCOT Strategic environmental impact assessment, a human rights impact assessment process in the case of Rice scheme/value chain/cluster. It is recommended that AYP, led by CARE Tanzania should define and design a maximum of two joint advocacy campaigns, bringing together the AYP partners, which could have run over 2016-2017. For each campaign a separate campaign and advocacy strategy should be developed including listing the already available material for evidence based advocacy.

The last year the guiding tool, of the AYP in terms of advocacy, has been the platforms (UPR, Annual Sector Review, Multi-stakeholder platform in the Land Tenure Support Programme,

SAGCOT etc.), which were agreed on during the 2015 review and the AYP programme has concentrated on the engaging through these.<sup>13</sup>

CARE Tanzania has not developed written strategies or specific advocacy campaigns. An analysis of enabling environment and entry points related to the change of Government and the new President has also not been systematically mapped and analysed. Haki Adhi mentions in its outcome journal that there has been a relatively conducive enabling environment the last year and that the wave of accountability and responsiveness initiated by the 5<sup>th</sup> Phase government has created more active village leaders who try hard to resolve issues within their constituencies but these trends and their implications have not been analysed further at the programme level.

The AYP (CARE and partners) has nevertheless accomplished a lot the last year. They have engaged in the UPR process, the SAGCOT Green Reference Group/Social Feeder Group, with the National Land Use Planning Commission (NLUPC), other relevant ministries and with the Parliament. They have submitted amendments to the Government on the National Land Policy, developed joint position papers with other CSOs working on land issues, engaged the media and the Parliament, conducted budget analysis and advocacy and convened workshops with the NLUPS and other CSOs and Government bodies. CARE Tanzania has taken a lead role in sharing opportunities for networking among CSO working on land, convening meetings between CSOs and the Governments, coordinating development of joint position papers and amendments to the National Land Policy. CARE Tanzania has also directly engaged with and negotiated with the Government to ensure space for CSOs in the development of the new National Land Policy.

There have been various legal reforms on-going in the land sector the last years. Three laws are in cabinet discussion such as the land Act number 4 of 1999, Village Land Act number 5 of 1999, Land disputes Act number 2 of 2002.<sup>14</sup> The AYP and its partners have however mostly concentrated their efforts on the review of the National Land Policy. In 2016 the Government launched a draft National Land Policy, which seems to have caught CSOs in surprise.<sup>15</sup> The CSOs however shifted most of their work to the review of this policy. Initially there was no or very limited space provided for CSOs to participate in the National Land Policy Review. However, CSOs with CARE Tanzania in the lead lobbied for more space to engage. In the beginning of the policy review process the CSOs working on land were fragmented with CSOs supporting smallholder farmers versus CSOs supporting pastoralists. CARE and the AYP helped mitigate by convening a meeting bringing together all CSOs working on land issues and they managed to harmonize the recommendations of the CSOs. The outcome of these deliberations was a joint CSO position paper; the "Land Matters" document.

**The UPR process:** The AYP has supported partners to engage in the UPR process at national and international level to address issues of human rights violation related to land rights. CARE organised a UPR training, which was attended by partners and convened meetings to discuss strategies.<sup>16</sup> The AYP in conjunction with other CSOs working on human rights submitted their recommendations and a team consisting of CARE and AYP partners presented issues at the session, which took place in Geneva May 2016. CARE Tanzania AYP team has appreciated the push from CARE Denmark to engage in the UPR process. This process was also new to them and they have learned about the UPR process along with the partners. CARE Tanzania and partners

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<sup>13</sup> Interview with AYP CARE team

<sup>14</sup> Annual report and outcome journals 2016

<sup>15</sup> Quarterly report TNRF, 2016

<sup>16</sup> Interviews with CARE and partners, Annual report and outcome journals 2016

also highlighted a number of other positive outcomes associated with the UPR process. They have emphasised that working together with other likeminded organizations has strengthened collaboration and the team spirit among CSOs including among groups, which primarily support either smallholder farmers or pastoralists. The process has helped AYP partners and other stakeholders access information they didn't have access to before and widened their horizon as regards human rights in Tanzania.<sup>17</sup>

The UPR process is however not high on the agenda of AYP partners currently and the issues and recommendations highlighted in the final UPR report for Tanzania do not seem to have directly shaped the advocacy agendas of the AYP and partners so far. By shaping the advocacy agenda is meant that they have not elaborated a deliberate strategy for how to hold policy makers accountable for the issues the Government has committed to as part of the UPR process.

**Multistakeholder forums:** The multistakeholder forums are linked to the Land tenure Support Program, which was launched in February 2016. The Land Tenure Support Programme will support the Government of Tanzania, through the Ministry of Land Housing and Human Settlements Development (MLHSD), to make information on land records and processes of land allocation publicly available, and clarify and address current constraints to protecting legitimate land claims. Ultimately, these measures are expected to strengthen security of tenure, contributing to growth in agricultural production and more and better-planned investment in urban infrastructure, including housing. Donors such as DFID, Sida and Danida support the programme. The Land Tenure Support programme provides for multistakeholder forums but the Government has been reluctant to provide space for CSOs (or too many CSOs) in this forum and the donors have been actively lobbying the government to invite CSOs to attend. CARE and partners perceive the forum as a potentially important avenue for them to advocate for issues of land. However so far there has been limited engagement due to the initial discussions and disagreement between the Government and the donors on the direction of the programme and the composition of the multistakeholder forums.<sup>18</sup>

**SAGCOT:** At the Annual review meeting 2015 it was also agreed that AYP should engage on the Southern Agricultural Growth Corridor of Tanzania (SAGCOT) platform. SAGCOT is an agricultural partnership designed to improve agricultural productivity, food security, and livelihood in Tanzania. The program was launched in December 2012. The Social Feeder Group (SFG) is a CSO forum set up to ensure CSO input into this initiative. The SFG is supposed to specifically engage and advice the SAGCOT Green Reference Group (multistakeholder forum under SAGCOT advising on environmental and social issues). So far most of the CSOs in the land sector have been reluctant to engage in the SFG, which they feared would limit their ability to speak out against SAGCOT and its investors. CARE Tanzania has taken the lead in trying to energize the forum and has convened four meetings in 2016. The SAGCOT secretariat is very interested in having CSOs as a partners and very much appreciates the role CARE has taken in trying to energize the SFG. CARE has also commissioned an assessment of the SAGCOT SEIA to enrich their own understanding of the social and environmental issues and to use it as an entry point for ensuring that possible social and environment flaws in the SEIA is followed up and monitored. The assessment has been finalised recently and is yet to be followed up by the AYP programme.

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<sup>17</sup> Interviews with CARE and partners, Annual report and outcome journals 2016

<sup>18</sup> Interview with Danida

**Engaging with the private sector:** AYP had at the beginning of the programme an ambition of interacting with the private sector as a key stakeholder. Progress markers for how to influence and hold the private sector accountable were drafted at the start of the programme but have not been followed up. AYP has since taken the decision to engage with the private sector through the SAGCOT initiative however without drafting progress markers for what they expect, like and love to see in relation to its engagement with the private sector.

CARE is the Chair of the SFG and has as such been invited to participate in various initiatives under the Green Reference Group. SAGCOT offers opportunities for engagement with the private sector. CARE has already participated in several missions including the fieldwork organized by SAGCOT and various investors such as KDL, EcoEnergy and UNILEVER. This has been an opportunity for CARE and AYP partners to assess the challenges and issues between the communities and these specific companies. CARE has also taken part in drawing up an action plan with recommendations for how to solve the conflicts between the investors and the communities. The SAGCOT secretariat sees future opportunities for CSOs to hold private investors accountable through the SAGCOT initiative. CSO should be showcasing good practices and models for how companies could better engage with the communities and they could be monitoring and following up on community action plans. There is also a scorecard initiative, where companies will be scored annually, currently being designed by a panel of various SAGCOT stakeholders (CARE sits in this panel).<sup>19</sup> This is again an opportunity for CSOs to engage and hold the private sector accountable to principles such as inclusiveness and sustainability for smallholder farmers.

**Engagement with Parliament:** The AYP programme has supported Haki Ardhi to engage with the Parliament among others on development of the Agricultural land Act bill and its implications for land rights and smallholder farmers. The parliament of Tanzania also commissioned a committee of inquiry on sources of land conflicts among different land users back in 2014. The purpose of the commission was to examine sources of land-based conflicts between farmers and pastoralists, farmers and farmers, and farmers/ pastoralists and investors in the country. Haki Ardhi has analysed the Parliamentary report and this analysis has been used as a tool for evidence based advocacy when engaging in the national advocacy processes among others in a session with the Parliament select committee for natural resources. The event with Parliament was covered in the media through the support of JET.<sup>20</sup>

Haki Ardhi also took lead in developing a joint CSO position paper on budget allocations to try to influence the budget allocations of the Ministry of Lands, Housing and Settlements for Human Development and to influence the ministerial budget reading and planning.

**Media engagement:** JET has trained a number of journalists (65 people) at the national and district level on land issues and has been systematically monitoring whether it resulted in increased number of articles on land. The outcome of the efforts has been a significant increase in the number of articles from 171 articles in 2014 to 358 articles in 2015 to 370 in 2016 and an increase in number of articles questioning the government on different land issues. The quality of the articles is however still poor as acknowledged by JET itself. Of the 358 land articles collected in 2015 only 4% makes reference to land laws or analyse policies.<sup>21</sup>

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<sup>19</sup> Interview with the SAGCOT secretariat

<sup>20</sup> Interviews with partners, outcome journals and Annual Report 2015

<sup>21</sup> Interview with JET, outcome journals and JET quarterly reports 2015, 2016

**Conclusion:** The various initiatives supported by CARE whether through the UPR process, the advocacy around the National Land Policy or the SFG have increased the networking opportunities for the CSOs in the land sector and have brought them together on a joint advocacy platform.

There are promising indicators of a more positive dynamic between CSO and the Government, which may lead to potential positive policy and practice changes. Prompted by CSOs, among others in a joint workshop between NLUPC and CSOs, NLUPC has agreed to set up a national land use task force and develop an action plan for better coordination among various stakeholders including CSOs in the land sector and for speeding up land use planning in the country. The Government has also listened to CSOs and taken on board some of the changes suggested by CSOs in their draft National Land Policy. This concerns improved benefit sharing clauses, maintaining that village leadership should continue to have a key responsibility regarding village land allocation and management and finally ensuring that villagers such get market value compensation.<sup>22</sup>

At least some sections of the Government responsible for land issues have changed their attitude to CSOs in the land sector. This is the impression of the CSOs themselves and it has also been confirmed in discussions with Government officials interviewed for the purpose of this MTR.<sup>23</sup> The Government and the Secretariat of SAGCOT have appreciated CSOs having a more concerted voice and appreciated that CSOs have engaged constructively in processes such as the National Land Policy and the Social Feeder Group/Green Reference Group under SAGCOT while also recognising that CSOs have a mandate of holding Government accountable. There is still reluctance in some Government quarters to CSO engagement as has been evidence in the hesitation towards admitting CSO (or too many CSOs) as members in the multistakeholder forum under the Land Tenure Support Programme.<sup>24</sup> However CSOs including CARE and partners have succeeded in building a trusting relationship with the Government officials whom they have interacted with directly. Haki Ardhi is also in the process of building up a trusting relationship with the Parliament but there are so far few direct results from this engagement.

**Lessons learned:** A key lesson learned is that sustained engagement produces better results. A lesson learned in the media engagement work is that regular discussions between CBOs and Journalist on land issues have motivated journalist to continue publishing articles on land while one off trainings make little difference. The sustained engagement with the Government has likewise produced tangible results. The engagement with the Parliament has been more one-off sessions and has so far yielded limited results.

## Assessment of AYP Advocacy strategy

The AYP programme does not have an advocacy strategy. It has instead been guided by a number of interventions channels or platforms identified during the Annual Review in 2015. The choice of a select number of platforms has steered the AYP and has ensured that the programme limited itself to some platforms and prioritized its limited resources. The platforms have all been relevant although the relevance of the multistakeholders forums still needs to be realised. The

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<sup>22</sup> Interviews with NLUPC, AYP partners and CARE

<sup>23</sup> Interviews with the Ministry of Land, Ministry of Agriculture and the NLUPC

<sup>24</sup> Interview with Danida and PAC members

programme has also been flexible enough to shift its attention to for example the draft National Land Policy when it, unexpectedly, was launched by the Government in 2016.

By using intervention channels as guiding tools, the AYP however risks focusing too much on processes rather than outcomes, too much on participating in various forums as opposed to focusing on the outcome of the deliberations. It is for example not an achievement in itself to participate in the UPR process. The Government or other duty bearers need to subsequently change policies, behaviour or practices in order for it to count as an advocacy achievement.

In principle a programme such as AYP would not necessarily need an advocacy strategy but would instead rely on strategies of partners. However as CARE has taken a lead role in the national level advocacy it has necessitated more strategic considerations on the advocacy approach at the programme level.

AYP partners are at different stages when it comes to advocacy, Haki ardhi has been doing advocacy for more than 10 years whereas both JET and TNRF have only recently started to advocate for land issues at the national level. None of the partners had advocacy strategies at the start of the programme and in 2015 CARE encouraged its partners to develop such strategies. CARE also supported JET to formulate an advocacy and communications strategy. This document is however more a document listing a number of intended outputs (number of articles and radio show etc.) rather than a strategic document guiding the organisation's advocacy efforts.

The programme has been successful in bringing CSOs in the land sector together on a common platform. It has ironed out the differences in the thematic areas and geographical scope of CSO interventions and the disagreements related to these. It has been noted and appreciated by the Government that CSOs speak more with a common voice and it has been a contributing factor in the advocacy achievements obtained by the programme. The media engagement has likewise been helpful although there is a need to improve the quality of the work of the journalists.

**Lessons learned:** A key lesson learned from the Annual Review 2015 was the importance of understanding the political situations, finding allies both within the government and private sectors and making sure that any advocacy on land is backed up by evidence to avoid being harassed by the government. This lesson is still valid. JET has among others highlighted that one of the contributing factors to resolving the Kapunga farm conflict was that it was backed up by evidence from the community level. The programme has also been successful in bringing CSOs together and finding allies within the Government. It has however not yet mapped the various stakeholders in the private sector to explore whether there may be potential allies within this sector.

### **Gender mainstreaming**

Gender is an important cross cutting issue in the AYP programme. The AYP programme document highlights the key issues related to gender and land in Tanzania. Most importantly that in traditional rural areas women do not have the right to inherit land. It is analysed how this situation aggravates the poverty of rural women in Tanzania. The AYP has therefore provided the strategic partners with financial and technical support to encourage social mobilization of women specifically. AYP and partners have consequently been working to make sure women are being included in the mobilization process and have access to information on land, and their

rights as women.<sup>25</sup> The programme documentation highlights the challenges linked to mobilisation of women and how partners have been trying to overcome these by continuously encouraging women to attend meetings, involving men in gender/land rights trainings and by explaining to their local groups the importance of men and women participation in decision making procedures and village meetings. JET has also continued to encourage its journalists to cover gender issues in relation to land.

The AYP programme has also benefitted from linkages to other CARE Tanzania programs that addresses women's right to land such as the Mobile Application to Secure Tenure (MAST) a participatory and innovative approach in capturing land rights information by using mobile phones and GEWEP that addresses land rights for women in Zanzibar.<sup>26</sup>

There are a number of concrete success stories of rural women becoming more aware of their rights and starting to demand access to land as a result of the AYP.<sup>27</sup> The AYP results framework is however not strong on collection of gender segregated data and there are also few progress markers that related specifically to influencing gender outcomes.

### **The role of CARE**

The new CARE-DK programme policy (2013) entails a major shift in the role of CARE. CARE is moving away from the more hands-on implementing role to a more facilitative role with partners and partner plans as the driving force. Capacity development as well as links to international processes and entry points are explicitly highlighted as areas where CARE may add value including in CARE International's Vision 2020 that emphasizes that a key of CARE's strength lies in 'local-to-global' advocacy.

CARE Tanzania has likewise designed a new strategy called Wezesha (2014 – 2020). During designing of the strategy, CARE Tanzania took critical reflection on its approach and articulated a new vision of "working as one in a network of peers." Accordingly, CARE's approach to partnership should evolve from a focus on sub-contractual relationship to empowering partners to take on increased responsibility for setting strategy and managing resources.

The global partnership survey carried out by CARE Denmark (2014) underlined that CARE in general is a very valued partner and that the shift to a more facilitating rather than implementing role and a partnership relationship rather than a subcontracting relationship has been successful.

In 2016 CARE Tanzania also conducted an online anonymous survey that was shared with 30 individuals in our partner organizations, in an effort to gauge how CARE Tanzania is performing as a partner and where CARE Tanzania's strengths and weaknesses are. This partner survey confirms that CARE is a valued partner among others because they align the programmes to partner's strategic plans. CARE was viewed as less strong on whether the work between partners and CARE was based on joint decision-making. This MTR confirms that the partners view CARE's as being less strong on joint decision-making. The partners perceive CARE as having been too dictatorial in relation to where and how the budget to partners should be cut in the end of 2015. The partners would have preferred to maintain more activities at the local level rather than concentrate efforts at the national level.

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<sup>25</sup> Interviews with partners, outcome journals and Annual Report 2015

<sup>26</sup> Interviews with CARE Tanzania

<sup>27</sup> Interviews with partners, outcome journals and Annual Report 2015, quarter reports 2016

In the Annual review 2015 CARE Tanzania was encouraged to define its own role more clearly and take lead in the strategic planning for AYP as regards collective action, strategic engagement and joint advocacy to ensure relevance, impact and visibility of AYP. During the last year CARE Tanzania has taken up this role and has taken the lead on a number of initiatives to bring the CSOs in the land sector together on joint advocacy initiatives especially in relation to influencing the NLUPC, in relation to advocacy on the National Land Policy and the SAGCOT Social Feeder Group. This has been crucial for the results achieved at the national level the last year. The review however also found indicators of CARE being too much in the driving seat. There were examples of coordination issues between CARE and Haki Ardhi where both organisations took initiatives in relation to NLUPC without coordination between them. There were also examples of CARE being invited as members of Government commissions/committees instead of partners, which runs the risk of CARE crowding out the space for local partners.

**Conclusion/lesson learned:** CARE has to continuously balance maintaining genuine partnership where the partners are facilitated to achieve their own strategic objectives with ensuring that a programme such as AYP delivers on the programme level objectives. CARE should be commended for having contributed to improving the results at the national level the last year. It has however to some extent been at the expense of the assumption that local partners should be in the driving seat.

### **Monitoring issues**

CARE Denmark has rolled out outcome mapping as a supplement to the log frame based monitoring the last years it all its country programmes. The idea was to find a better way of measuring advocacy interventions and outcomes at different stages. In Tanzania the initiative was initially driven by CARE DK but is has been backed by the CARE Tanzania team and the AYP programme has a programme officer in charge of monitoring only.

At the Annual Review end 2015 it was emphasized that more efforts were needed by CARE Tanzania to improve the monitoring capacity of partners. At the time two out of three partners showed very little progress in M&E and in applying outcome mapping. It was emphasized that CARE Tanzania should start monitoring key actors at programme level including national level stakeholders and the private sector.

Progress markers have recently been elaborated for a national level actor such as SAGCOT, which the programme/CARE intends to interact with directly. Although there are progress markers for the private sector, there are however not outcome journals elaborated at the programme level.

The MTR finds on the basis of interviews with partners, the discussions during the workshop, desk review of monitoring reports from both CARE Tanzania and partners that the partners now understand and appreciates the rationale of outcome mapping and apply it in their monitoring practices. They also use it at the local level in planning and monitoring the programme activities with local community members.

**Conclusion:** There are still issues of inconsistencies and shortcomings in the reporting but all in all the roll out of outcome mapping has been successful not least because of continuous back up from the CARE Tanzania monitoring officer to partners.

## Recommendations

It is recommended that:

- AYP uses the remaining programme period to follow up on concrete ents made by policy makers and government bodies. To support this CARE Tanzania should elaborate strategic considerations and an advocacy compass on 2-3 advocacy initiatives at the programme level (could be a concrete identified case e.g. the KPL conflict with communities, realisation of the task force/action plan promised by NLUP, increased Government resources for land use planning). See suggested format in annex 1. This analysis would also feed into preparation of the next phase of the AYP post 2017.
- AYP continues to use SAGCOT as an entry point to engage with the private sector. The Green Reference Group is a very useful platform for bringing the Government and civil society together to hold the investors in the Southern Corridor accountable for their practices vis-à-vis the communities surrounding an investment project. The recommendations from the review of the Strategic, Regional Environmental and Social Assessment of the SAGCOT project should feed into the strategy for how to monitor and follow up the social and environmental impacts especially in relation to the scorecard initiative being launched by the SAGCOT secretariat.
- CARE Tanzania in collaboration with CARE Denmark systematically map the private sector involved in larger investment projects in Tanzania to be able to identify possible allies that can be used to hold the Government accountable for its (mal) practices in the land sector. This analysis would also feed into preparation of the next phase of the AYP post 2017.
- CARE Denmark in collaboration CARE Tanzania map concrete examples of good models and practices for interaction between large-scale agricultural investors and local communities from Tanzania and internationally.
- CARE Tanzania/Denmark considers how to most effectively support capacity development at the local level and vertical linkages between the local and national level in the next phase of the programme considering the lessons learned from AYP and considering the need to prioritize with limited resources.
- CARE Tanzania considers how to phase out its own leading role in the advocacy and networking initiatives post 2017 by among others strengthening TALA as a national coalition for coordination, networking and advocacy in the land sector. CARE could for example offer TALA support on developing a viable, transparent and accountable organisational infrastructure.
- CARE Tanzania continues to follow up and coach partners in terms of institutional capacity development in the remaining programme period and takes concrete initiatives to support partners with fundraising by among others mapping the funding opportunities and engaging in joint proposal writing.

## **Annex 1: The Advocacy Compass**

What is the advocacy objective?

Which milestones can realistically be achieved within the next year? And beyond?

Who are the stakeholders you need to engage with (allies and opponents taking the current political situation into account)?

How do you engage (intimate sessions, larger meetings/workshops/media/social media)?

What is the concrete evidence to support your cause (research, evidence from the community level, any good practices/models you can refer to)?

How can community voices be brought to the forefront of the initiative (can community members be invited to speak for themselves at a Parliament session etc.?)

Who does what in very concrete terms (CARE and partners, other CSOs working on land issues)?