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FINAL REPORT

RWANDA LAND PROJECT



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Cover photo: A wife and husband with their family discuss their perceptions of joint land ownership during the gender and land assessment. (Credit: Rwanda LAND Project)

DISCLAIMER

The authors' views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States government.

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ACRONYMS

CRAFT	Rwanda Coalition for Women ‘s Access to Land
CSO	Civil Society Organization
ILPD	Institute for Legal Practice and Development
INES	Ruhengeri Institute of Higher Education
LAF	The Legal Aid Forum
LUC	Land Use Consolidation
M&E	monitoring and evaluation
MAJ	<i>Maison d’Accès à la Justice</i>
MOU	memorandum of understanding
NLRA	National Land Research Agenda
NLUPP	National Land Use Planning Portal
NWC	National Women’s Council
RNRA	Rwanda Natural Resources Authority
FY	fiscal year

EXECUTIVE SUMMARY

OVERVIEW OF LAND ISSUES IN RWANDA

Rwanda has the highest population density in Africa and continues to grow at a rate of 2.5 percent a year.¹ The predominantly young and rural population is rapidly urbanizing, as young people seek increased opportunities in urban areas. Despite this, the majority of Rwandans (71 percent²) are farmers who grow just enough for their families to eat, in a good year, and whose livelihoods are threatened by loss of topsoil, soil depletion, and increasingly small plots.

Land also remains a consistent source of conflict: More than 90 percent of disputes recorded by Rwanda's ombudsman in 2011 related to land. Women and youth—often the most vulnerable groups—are more likely to have land disputes. Almost 14 percent of the rural population is landless;³ this is likely to increase in the near future as population growth, land scarcity, and distress sales force people off the land.

Continued population growth will also lead to more intensive use and degradation of the country's environmental resources, further increasing already high pressures on land. As in other parts of the world, more people will opt to move to urban areas, where there may be opportunities for jobs and greater access to health, education, and other services.

Addressing the consequences of these trends and taking advantage of the potential opportunities that result from demographic and environmental changes will require placing increasing importance on equitable and transparent land management in Rwanda. As such, USAID identified the need to build on existing capacities around land use planning, land management, community engagement in land use decisions, public education about land-related laws and regulations, and community justice mechanisms to address land-related disputes.

Most of the significant challenges related to land in Rwanda deal with reform. A first key challenge revolves around the population's understanding of the land policy and land law and how they will be implemented at the local level. Though the process of finalizing the 2013 land law was participatory, many Rwandans are unaware of the specifics that relate to their rights and the opportunities available to them. Women in particular face challenges in accessing the necessary information to acquire sufficient knowledge of the land law. In addition, lawyers, legal aid providers, and *abunzi* (locally elected community mediators) lack the ability to effectively mediate land disputes between conflicting parties, and to do so within the parameters of the land law, largely due to a lack of understanding of the legal framework. Many of these legal service providers do not have the mediation skills or sufficient knowledge of the land law to intervene effectively.

¹ <http://data.worldbank.org/indicator/SP.POP.GROW/countries/RW>.

² “The Fourth Household Living Conditions Survey (EICV4) shows that the percentage of farmers whose main job is farming is 71 percent, with 61 percent of them independent farmers and 10 percent wage farmers.” 2014/2015 Demographic and Health Survey, <http://statistics.gov.rw/publication/demographic-and-health-survey-20142015-final-report>.

³ <http://www.ruralpovertyportal.org/country/home/tags/rwanda>.

A second factor potentially undermining the process of land reform is the capacity of government and civil society to conduct robust empirical research to assess the relevance and viability of existing policies. Rwanda stands out among African nations due to its rapid development and change, especially given its limited base of natural resources. Its accelerated evolution has been driven in part by a proactive approach to framing and implementing policies that chart the development directions it wishes to pursue. Current policies governing land use, land tenure, and human settlement aim to transform Rwanda into a modern market economy characterized by active land markets, highly productive commercial agriculture, condensed settlement patterns that reduce land pressures, and climate-resilience. However, the effectiveness of policy cannot be measured by the extent of its implementation—it must be measured by the impacts it yields on citizens’ welfare and livelihoods. Without sufficient research to accompany policy and decision-making, Rwanda is not equipped to assess whether policy actions are realizing their intended goals and take appropriate actions to adapt policy to ensure successful development outcomes.

To address these issues, USAID launched the 4-year, \$9.4 million Rwanda LAND Project in 2012. The project sought to strengthen the resilience of Rwandan citizens, communities, and institutions and their ability to adapt to land-related economic, environmental, and social change. This overarching goal was supported by efforts to assist the Rwandan government, civil society, and local communities to achieve two major objectives:

1. Increased understanding of land laws, policies, regulations, and legal judgments on land-related issues by government officials, local civil society organizations (CSOs), research institutes, and citizens
2. Increased capacity of local institutions to generate high-quality, evidence-based research on land issues and government laws and policies (e.g., crop intensification, land inheritance, and rural/urban migration)

Although these objectives provided the structure for the LAND Project’s activities, the team reviewed programming during annual work planning to ensure alignment with USAID and country priorities. Notably, activities and associated results were revised several times during implementation as Rwandan government counterparts shifted and new USAID priorities were incorporated.

ACCOMPLISHMENTS IN ACHIEVING THE ACTIVITIES

In line with its objectives and the priorities of USAID and the Rwandan government, the LAND Project made substantive contributions toward fostering a culture of high-quality, evidence-based, and transparent policymaking and land reform. It accomplished the following through its key activities in support of the two overarching objectives:

- Supporting four Rwandan universities, research institutes, and CSOs to carry out rigorous empirical research that informed land-related policy on land administration, expropriation, land use consolidation, urban land policy, and the effects of gendered land rights on land-related disputes (see details on p. 9)
- Partnering with the Rwandan Natural Resources Authority (RNRA) and Esri Rwanda to develop Africa’s first national land use planning portal (NLUPP)

(www.rwandalanduse.rnra.rw) and disseminate 1,700 cell-level land use maps, contributing to increased transparency and compliance with official land use guidelines

- Partnering with Radio Ishingiro, Radio Haguka, and Radio Isangano to implement a communications campaign that shaped the attitudes and mindsets of men and boys to embrace gender-equal rights to land and property for the benefit of all Rwandans
- Convening a multi-stakeholder effort to prepare a land sector communications strategy and a working group of partners dedicated to its implementation, and building partners' communications skills through training and technical assistance
- Creating the Rwanda Land website, www.rwandaland.org, a one-stop platform for land-related research, laws, news, and events in Rwanda
- Collaborating with the Rwandan government on drafting and/or reviewing 20 land-related legal instruments on themes such as land allocation and leasing, land assignment, marshland use and tenure, expropriation, land use consolidation, and the land surveying profession
- Strengthening the capacity of legal assistance providers and defense lawyers to implement the legal framework governing land, including the 2013 land law, the 1999 succession law, the 2015 expropriation law, and various land-related regulations
- Supporting a farmers' federation to adapt to climate change through training on resilience measures
- Carrying out an assessment of gaps between gendered land policy and practice in four provinces and Kigali City, working with the Gender Monitoring Office
- Launching a policy research brief series that resulted in publication of findings and policy recommendations on expropriation, wetlands, land-based government revenues, protected areas, gendered land rights, climate change adaptation, the land rights of women in informal unions, and land subdivision
- Conducting a review of Rwanda's land use planning process to assess its functionality, efficiency, inclusiveness, and capacity to promote resilience to climate change, and supporting a national workshop stemming from the review during which stakeholders identified challenges associated with land use planning and agreed on solutions
- Supporting the organizational development of a new coalition of organizations dedicated to advocating for women's land rights in law and in practice
- Carrying out two assessments (baseline and mid-term) of citizen vulnerability to land-related risks and tenure security and their awareness of the legal framework on land, analyzing changes over time and the influence of policy
- Supporting the National Land Policy through the development of four issues and options papers
- Assessing primary court judgements and legal guidance and training courses from the *Maison d'Accès à la Justice*, the access to justice office (MAJ)

- Conducting a communications campaign on citizens' rights and responsibilities in cases of expropriation

CONCLUSIONS ABOUT AREAS THAT NEED FUTURE SUPPORT

The government of Rwanda, specifically the RNRA, demonstrates interest in continuing to foster a climate of greater transparency and inclusion in the land sector through its commitment to the NLUPP and transition of spatial data to the public domain, as well as its receptivity to implementing a more inclusive grassroots consultation process to inform land policy. Though these activities have the potential for capable government management, it is not clear if the government can readily embrace activities aimed at strengthening the role and capacity of civil society, and even whether it is appropriate for government to assume leadership in this domain. These concerns must be investigated.

The government plays a very important role as a project collaborator. It is also a primary consumer of project capacity building support and policy research produced by project partners. Nevertheless, it is questionable whether the government would see it as being in their mandate and interests to substantially engage civil society and build CSO capacities if it were tasked to independently implement the project. In assessing transition opportunities going forward, USAID will need to gauge the will and capacity of its government partners to assume these roles.

The LAND Project identifies the following areas for continued future support: promoting citizen awareness and understanding of rights and responsibilities associated with land; national land policy review; data collection and analysis; continued research on land-related issues; advancing women's property rights; and improved land use planning. Section 4 (p. 24) provides specific recommendations for these areas.

STRUCTURE OF THIS REPORT

Section 1 assesses the progress made toward accomplishing activities under each objective and the significance of those activities. Section 2 discusses the Rwandan government's capacity to continue implementing the LAND Project independently. Section 3 describes the project's attainment of results in line with its Monitoring and Evaluation (M&E) Plan, and Section 4 summarizes the project's challenges and makes recommendations for future programming.

Annex A contains a life-of-project summary of the M&E Plan and achievement of indicators. Annex B includes the full list of deliverables developed during implementation. (All reports referenced in this final report can be found in Annex B.) Annex C presents infographics, and Annex D contains materials from the project's expropriations communications campaign.

1. OVERVIEW OF ACTIVITIES AND RESULTS

This section presents the LAND Project's achievements and results of its activities. The project had considerable success in achieving its targets and taking advantage of unexpected opportunities to further realize its two pillar objectives.

1. Increased understanding of land laws, policies, regulations, and legal judgments on land-related issues by government officials, local CSOs, research institutes, and citizens
2. Increased capacity of local institutions to generate high-quality, evidence-based research on land issues and government laws and policies (e.g., crop intensification, land inheritance, and rural/urban migration).

OBJECTIVE 1

ASSESSMENT OF PROGRESS MADE TOWARD ACCOMPLISHING THE ACTIVITIES

Training on Land-Related Issues and the Surrounding Legal Framework

Rwanda's legal environment for land rapidly evolved over the course of the project, requiring significant training efforts to ensure that legal service providers possessed the requisite knowledge and capacity to support citizens. Beginning in Year 1, the project conducted a series of capacity assessments to determine training needs among defense lawyers, legal aid providers, and *abunzi* (locally elected community mediators charged with resolving land disputes).

Based on the outcome of these assessments, initial training focused on informing defense lawyers and other legal aid providers on the land rights of women under the existing legal framework. With the promulgation of the new land law in 2013, the way forward was paved for robust training on an array of new implementing regulations, and the LAND Project began training relevant parties on key provisions of the new law, beginning with a training for paralegals in April 2013. In response to earmarked funding for global climate change, the project expanded its training curriculum to address climate change as a new source of vulnerability, especially for those depending on land-based livelihoods. In all, the LAND Project delivered 7,635 person hours of training to government officials, traditional authorities, and citizens on issues relating to land governance. Key activities that contributed to this achievement included:

Abunzi capacity building. In Quarter 2 of Year 1, the project took part in a partners meeting organized by the Ministry of Justice in Musanze to review material and develop modules for training of local *abunzi* mediation committees. The project led the drafting of the following four modules:

- The rationale behind the establishment of the new land law and its objectives
- The meaning of land in Rwanda and its categories
- Principles and rights provided for in the new law
- Registration and transfer of land, duties for land rights holders, and penalties

Training on the 2015 expropriation law. In the spring of 2015, a new law governing expropriation of land property rights was under discussion. Cognizant of the impacts land expropriation has had on the lives of ordinary citizens in Rwanda,⁴ the project organized a course to train legal assistance providers from Rwandan NGO Haguruka and the National Women’s Council (NWC), as well as lawyers employed by the five organizational members of the Rwanda Coalition for Women’s Access to Land (CRAFT, by its French acronym) so that they would be prepared to acquaint the communities they serve with accurate information on their rights and responsibilities once the new expropriations law was adopted. The project combined education on the draft law with a refresher course on key provisions of the 2013 land law. It also seized on the opportunity to enhance participants’ appreciation of climate change and the risks resulting from more volatile weather patterns and rising temperatures, and acquainted them with measures that ordinary citizens can employ to facilitate resilience in the face of rapid change.

Paralegal handbook. Responding to the demands of Haguruka and legal assistance providers at the NWC, the project completed an illustrated case handbook to allow paralegals to have ready access to legal guidance on the most common types of land-related cases they receive. Written in Kinyarwanda using simple, accessible language, the handbook was assembled in a binder, enabling the project to update sections as new laws were enacted, which occurred when the new expropriation law was adopted in June 2015. Five hundred copies were printed and shared with Haguruka and NWC paralegals, and electronic copies were disseminated to the broader land sector stakeholder community and uploaded to the LAND Project’s website.

Climate change and land training for the Rwanda Farmer’s Federation. The project led a training on the legal framework governing climate change and land use planning in Quarter 2 of Year 4 for the Rwanda Farmer’s Federation, commonly referred to by its acronym, IMBARAGA. Based on a needs assessment administered to federation members earlier that year, a training curricula was developed and delivered to 40 participants who engaged in dynamic exercises and discussions to help reinforce their learning and apply climate change adaptation concepts to the everyday challenges farmers confront.

Land Sector Capacity Building Working Group. The project initiated the formation of the nine-member⁵ Land Sector Capacity Building Working Group to streamline and improve the quality of land-related capacity building and to serve as a forum for peer-to-peer learning. It assessed completed and planned land-related capacity building endeavors of prospective working group members and prepared a report that shed light on the gaps and duplications in training efforts. This report was presented to members at the inaugural working group meeting chaired by the RNRA in October 2015.

The report concluded that land-related capacity building was an essential tool to support land management and the implementation of the land law and its related

⁴ Recent project-supported research carried out by the Legal Aid Forum estimates that 30,050 households have been affected by expropriation since the 2007 expropriation law was adopted.

⁵ Member organizations included the LAND Project, DFID, the Rwanda Association of Local Government Authorities, Haguruka, the Rwanda Institute for Sustainable Development, the National Capacity Building Secretariat, RCN Justice & Démocratie, Legal Aid Forum, and RNRA.

policies. Although several capacity building activities were completed and several more are planned, lack of coordination and duplication are challenges. The working group identified a need to build on existing training efforts and materials to ensure consistency in the content and quality of training activities.

Review and Drafting of Land Legislation

What was initially foreseen to be a small exercise to review two pieces of draft legislation evolved to become a major activity over the life of the project. Passage of the 2013 land law prompted the need to amend complementary laws, as well as draft a series of implementing regulations. The project recruited an international land lawyer with substantial legal drafting experience to review three laws, draft implementing regulations, and produce a report analyzing the extent to which Rwanda's legal framework governing land complies with recommendations set forth in the Africa Land Policy Framework and Guidelines.

Legislation review. The LAND Project completed the following three reviews: *Review of the Draft Law Relating to Expropriation in the Public Interest*, *Review of the Draft Law Relating to the Land Surveying Profession in Rwanda*, and *Review of the Draft Ministerial Order Relating to Land Registration in Rwanda*. All were well received by the RNRA, which credited the project with inducing important revisions to the original draft, including the requirement to carry out a social impact assessment to inform decisions on expropriation.

Legislation drafting. At the outset of Year 3, the project completed another series of comprehensive legal drafting exercises requested by the RNRA. Meetings with the RNRA, the Ministry of Natural Resources, the Rwanda Environmental Management Authority, the Ministry of Agriculture and Animal Resources, and the Rwanda Development Board substantially informed the original drafts of three orders, ensuring they reflected the Rwandan context and supported the country's aspirations to achieve robust economic growth, environmental protection and poverty reduction through practices of land allocation and land assignment. Three instruments were drafted: *Presidential Order on Land Allocation and Leasing*; *Ministerial Order on Land Assignment*; and *Prime Ministerial Order on Modalities for the Use, Development and Management of Swamp Land in Rwanda*.

The project was invited to two exclusive consultation forums to review and contribute to advanced drafts of these orders, including the *Prime Minister's Order Establishing the List, Classification and Boundaries of Swamps and Setting Up Modalities for Use, Development and Management Thereof*, a ministerial order on land registration, and the *Ministerial Order Establishing Procedures and Modalities of Land Use Consolidation for Crop and Livestock Farming Purposes*. Written comments and recommendations were sent to officials at the Ministry of Natural Resources, the Ministry of Agriculture and Animal Resources and the RNRA. Thanks to staff expertise and the Rwandan government's willingness to accommodate diverse opinion and debate, the project was able to provide valuable contributions. The director general of the RNRA and the director of lands at the Ministry of Natural Resources expressed particular appreciation for the input.

Legal framework review. Notably, the RNRA also requested that the project review Rwanda's legal framework on land against the guidelines set out in the Africa Land

Policy Guidelines. The final report, “Rwanda’s Compliance with the Africa Land Policy Framework and Guidelines,” was frank in pointing out land governance gaps that warranted attention. In all cases, the legal exercises sought to strengthen rights of ordinary citizens, institute checks and balances and minimize conflicts of interest, foster opportunities for national growth and development, respond to capacity reserves and constraints, and promote authentic participation and inclusion among citizens and key interest groups.

National land policy review and issues and options papers drafting. Perhaps the most visible confirmation of the LAND Project’s capacity to inform land policy was the support it provided to the RNRA to conduct a comprehensive review of the 2004 national land policy, which serves as the guiding framework for all land-related laws in Rwanda. The decade since the policy was adopted has introduced considerable economic, social, and environmental changes that call for a reexamination of the policy framework. Starting in February 2015, the project conducted an assessment to determine whether a comprehensive review of the policy was indeed a priority. Consultations with numerous stakeholders in Rwanda combined with extensive review of research, laws, and official publications confirmed the need for a comprehensive review process that would inform a revised national land policy. The report highlighted key issues and mapped out a proposal for highly inclusive consultations with ordinary citizens throughout the country. The proposal was endorsed by the Rwandan government and other stakeholders. In its final quarter, the project partnered with the RNRA and a Rwandan consultant to draft four issues and options papers to inform the next stage of the policy review process, which will be taken up by the RNRA following project close-out in August 2016.

Land-Related Communications

In September 2012, the project conducted an assessment of land-related communications that revealed a landscape of disjointed efforts of varying quality. With support from the RNRA, the project convened organizations and government agencies engaged in land-related communications at the inaugural meeting of the Land Communications Working Group in January 2014. During the meeting, a core group consisting of the RNRA, Search for Common Ground, CRAFT, the Ruhengeri Institute of Higher Education (INES), project partner Overseas Strategic Consulting, and the LAND Project committed itself to development of a common strategy that would guide both CSO and government efforts in raising public awareness on their land rights and responsibilities.

The strategy, *Securing the Public’s Investment: A Communications Strategy for Promoting Understanding and Confidence in Land Reform in Rwanda*, emphasizes three major goals:

- Land right holders are empowered to exercise their rights and comply with their responsibilities.
- Land-related service delivery is enhanced through the production and dissemination of clear, compelling information on key aspects of land-reform.
- Meaningful public platforms on land-related issues take place between the RNRA and civil society.

Since its initiation, the Land Communications Working Group has met six times to assess progress toward achieving these goals. In light of the LAND Project's closure, Search for Common Ground has agreed to co-sponsor the Land Communications Working Group with the RNRA.

Gender-equal land rights communications campaign. Historically, donor efforts to secure equal land rights between women and men in Rwanda and elsewhere in the world have substantially targeted women. As important as it is to educate women about their rights, this approach may lack sufficient impact in altering power structures that hinder women from being able to own and control land on a par with men. This understanding motivated the LAND Project to tender the implementation of a communications campaign that would first seek to better understand the awareness and attitudes of men and boys about women's and men's relative entitlements to land, then develop an array of communications approaches that would lead men and boys to embrace norms of gender justice.

Over the course of a year, the project supported Radio Ishingiro to carry out a nationwide campaign focused on broadening knowledge and shaping attitudes toward gender-equal land rights. The campaign was informed by an initial assessment of men's and boys' feelings about gender equality in land which was then used to inform highly focused communication products that were channeled through appropriate media, including radio dramas, jingles, and public service announcements, community-level dance, music, and poetry competitions, and posters and brochures. Key issues discussed throughout the campaign included:

- Rights of daughters to *umunani* (gifts of land from parents to children during a parent's lifetime)
- Rights of daughters to inherit land from their parents in portions equal to those of their brothers
- The benefits of equal decision-making among spouses in a household regarding land matters
- The importance and benefits of informal wives (whether informally married or in consensual unions) having land rights on par with women in civil marriages

The project measured the effectiveness of the campaign through a follow-up survey that assessed the extent of change in men's and boy's attitudes on gender-equal land rights and found that, after the campaign, respondents were more likely to understand and support gender-equal land rights.

Expropriations communications campaign. The LAND Project also initiated an abbreviated campaign on the expropriation law in partnership with Radio Ishingiro. Its objective was to increase awareness of the 2015 expropriation law, including the role and responsibilities of the government in cases of expropriation, as well as individuals' opportunities for recourse when their rights are violated. The project developed key messages for the campaign, which served as the foundation for the content developed by Radio Ishingiro, including live call-in radio shows, a mini-dramas series, and community forums in five target districts (Gasabo, Nyamasheke, Nyaruguru, Bugesera, and Kayonza). The project also partnered with Overseas Strategic Consulting, which developed a brochure and poster to complement Radio Ishingiro's activities. Copies of the translated poster and brochure were distributed to

Sector Executive Offices and District One Stop Centers in the target districts; these are included in Annex D.

Research communications. Based on discussions with Overseas Strategic Consulting and other stakeholders, the project identified a need to more effectively convey key research findings and corresponding policy recommendations to policymakers, CSOs, and the general public. As such, Overseas Strategic Consulting drafted a scope of work for preparation of print and radio communications products that distill the research to its most essential messages and feature them in an appealing, accessible way. The LAND Project initiated development of a set of six infographics (see Annex C) and six radio spots detailing information on six themes related to land: gender, climate change, land use planning, land administration, expropriations, and land revenues. The infographics received positive feedback from land sector stakeholders in Rwanda, and were featured on the USAID Land Tenure and Property Rights Portal.⁶

Rwanda LAND website. Developed by the project in Year 1, the website continues to attract numerous visitors (e.g., academics, land sector researchers, practitioners, and the general public) from within and outside Rwanda. The site has amassed a large collection of articles from English and Kinyarwanda newspapers on land-related news in Rwanda, and is also a go-to resource for research on land subjects in Rwanda. During the final months of the contract, the chief of party and communications specialist worked with the Land Portal to make the website open data, thereby ensuring that the resources will be accessible beyond the life of the project. Though the project initiated discussions with a Rwandan CSO, the Rwanda Initiative for Sustainable Development, about taking over management of the website, lack of a clear funding mechanism to support ongoing maintenance prevented it from being able to take over administration. However, prior to project closeout, USAID opted to issue a limited competition for website maintenance services. The project will support USAID in preparing a scope of work for this activity. The website will be online until January 2017.

Cell-Level Maps and National Land Use Planning Portal

As Rwanda proceeds on its rapid economic growth trajectory and its population expands, pressures on land continue to mount. To cope with these pressures, the government has taken a very hands-on approach to land management with the development and implementation of land use plans at national, district, and urban center levels. Article 27 in the 2013 land law specifies that, “All land leases and land transactions shall respect the land use plans of the area where the land is located.” However, with the exception of the Kigali City Master Plan, there have been no ready means for ordinary citizens to access official land use plans in order to find out the designations assigned to their parcels. The risk that this posed to tenure security prompted the LAND Project to support development of online and print tools that would acquaint landholders with official land use plans.

Through the joint efforts of USAID, the RNRA, project partner Esri Rwanda, and the LAND Project, the NLUPP was launched in November of 2014 to an audience of central and local government officials, CSOs, the private sector, academic institutions,

⁶ <http://www.usaidlandtenure.net/>.

and the international community. The portal's ease of navigation, quality of spatial data displays, and attractiveness owe much to the deep technical expertise provided by Esri Rwanda, and its rich array of content and proactive administration are due to the extraordinary commitment of the RNRA to make the tool available to the public. After the launch, the project worked with the RNRA and Esri Rwanda to create a version in Kinyarwanda, substantially increasing the portal's outreach potential. A facility to allow users to communicate with the RNRA through the NLUPP was also added after the initial launch, allowing landholders who might be concerned about their land use designation to have a direct line to planning authorities.

Although the portal has the advantage of reaching many local authorities and land owners through a single platform, the project realized that most average Rwandans would probably not be able to access it on a regular basis. To address this shortcoming, the project and the RNRA printed cell-level land use plans, extracted from approved district-level land use plans and overlaid with parcel boundaries extracted from the cadaster. During Years 3 and 4, electronic versions of 1,699 cell-level maps corresponding to 23 districts were reviewed by the RNRA and produced by Esri Rwanda; large laminated maps were distributed to cell executive offices in 23 districts, locations that ordinary citizens frequent. The maps were accompanied by an explanatory brochure, an English-Kinyarwanda glossary, and a short training activity on how to use the maps.

The project and the RNRA held a launch ceremony to commemorate distribution of the maps on October 9, 2015. Covered by the media, the event included the minister of natural resources, the USAID deputy mission director, the director general of the RNRA, the governor of Southern Province, district mayors, representatives of the Ministry of Local Government, the director general of the Rwanda Housing Authority, district land officers and sector and cell secretaries.

The director general of the Rwanda Housing Authority submitted approved urban land use maps to the RNRA for upload to the NLUPP, a welcome addition to the portal's spatial data. The RNRA completed renewal of a Secure Sockets Layer certificate for the portal; purchased from Esri Rwanda, the certificate gives the RNRA the ability to continue hosting the portal on the Web. The LAND Project and Esri Rwanda also presented the portal and cell-level maps at the Esri User Conference in South Africa in November 2015.

SIGNIFICANCE OF THESE ACTIVITIES

Activities under Objective 1 resulted in numerous significant outcomes, such as increased awareness of gender-equal land rights, increased citizen and partner capacity to understand and implement land-related laws, and increased access to land use plans, especially by citizens, better enabling them to follow or contest plans. Additionally, the numerous project activities that involved substantial support to the project's principle government counterpart, the RNRA, were effective in paving the way for the agency to practice improved governance and accountability in the land sector.

Perhaps most significantly, the project has witnessed important influences on land-related policy as a result of its reviews of draft legislation. Evidence of project

influence on legal provisions has been apparent in draft orders on land allocation and leasing, land assignment, and use and management of swamp lands. Specifically, the expropriation bill that was passed in April 2015 incorporated the following recommendations from the project’s review:

- Delegating responsibilities for assessing the public interest validity of the project, supervising the project, and issuing final approval of the project to separate organs
- Inclusion of a social impact assessment as a requirement in applications for expropriation
- Inclusion of a requirement by the organ in charge of supervising the expropriation project to consult with communities residing on the land to be expropriated in order to assess the relevance of the project to public interest

OBJECTIVE 2

ASSESSMENT OF PROGRESS MADE TOWARD ACCOMPLISHING THE ACTIVITIES

Research Awards

To support the Rwandan government in ensuring that policymaking is informed by objective, empirical evidence, the LAND Project supported research through awards and organizational support to Rwandan institutions on topics determined through participatory annual workshops. The project co-hosted three National Land Research Agenda (NLRA) workshops with the Institute for Policy Analysis in Rwanda, each of which attracted as many as 80 participants from the government, CSOs, the research community, international NGOs, and donor partners. The workshops provided an opportunity to present past years’ research findings and determine subsequent years’ research priorities. During each NLRA workshop, small groups used participatory methods to distill more than 40 research priorities into three that the LAND Project would support through annual competitive research awards.

The project devoted substantial time and resources toward building the capacity of its research partners, the goal being to create a cadre of Rwandan institutions that can generate high-quality analysis of policy effects and other types of empirical research that can reliably inform land policy. Exhibit 1 (next page) shows the four local organizations that the project supported to carry out research on five key themes.

For each of these undertakings, the project identified and recruited capacity building partners (international technical experts) to support the subcontractors’ research activities. These partners provided hands-on training, guidance, and support to the local institutions; they were integral to ensuring the research was carried out with the utmost rigor.

Exhibit 1. Land Project Research Subcontracts

Subcontractor and Research Theme	Implementation Period	Key Deliverables
University of Rwanda (supported by the National Opinions Research Council); Land Use Consolidation in Crop intensification	March 18, 2013 – Aug. 31, 2014	<ul style="list-style-type: none"> • Surveyed 742 households • Policy brief in English • Report: Assessment of the Economic, Social, and Environmental Impacts of the Land Use Consolidation Component of the Crop Intensification Program in Rwanda
INES; Urban Land Markets	March 21, 2013 – Sept. 12, 2014	<ul style="list-style-type: none"> • Surveyed 1,260 households • Policy brief in English and Kinyarwanda • Report: Land Market Values, Urban Land Policies, and Their Impacts in Urban Centers of Rwanda
Legal Aid Forum; Expropriation Law	Oct. 20, 2014 – Oct. 19, 2015	<ul style="list-style-type: none"> • Surveyed 1,381 households • Policy brief in English and Kinyarwanda • Report: The Implementation of Rwanda’s Expropriation Law and Outcomes on the Population
INES; Land Tenure Administration System	Nov. 3, 2014 – Nov. 22, 2015	<ul style="list-style-type: none"> • Surveyed 1,957 respondents • Policy brief in English and Kinyarwanda • Report: Access to the Land Tenure Administration System in Rwanda and the Outcomes of the System on Ordinary Citizens
Institute of Legal Practice and Development; Gendered and Land Disputes	Oct. 23, 2014 – Oct. 15, 2015	<ul style="list-style-type: none"> • Surveyed 1,975 households • Policy brief in English and Kinyarwanda • Report: The Impact of Gendered Legal Rights to Land on the Prevalence and Nature of Intra- and Inter-Household Disputes

Land use consolidation in crop intensification. Selected to investigate the socioeconomic and environmental impacts of the Land Use Consolidation (LUC) component of the Crop Intensification Program in Rwanda, the University of Rwanda produced an inception report and a literature review in May 2013 that identified where the program was in place, the area it covered, and which crops it included. The research team then conducted qualitative research, holding focus group interviews with farmers and local authorities to assess farmer satisfaction with the program, tenure implications, and other programming aspects. Findings informed the development of a questionnaire the team used to survey of 742 households to conduct quantitative analysis to investigate research questions posed in the study’s terms of reference. Preliminary findings were shared in a report and at the second NLRA workshop in February 2014, where the team received substantial feedback from participants. Results were also presented at the World Bank Land and Poverty Conference in March 2014.

Due to changes in the University of Rwanda team leadership and university restructuring, submission of deliverables was considerably delayed. However, due to support the National Opinions Research Council, a project partner, and the University of San Francisco, the team was able to complete its final report, “Assessment of the Economic, Social, and Environmental Impacts of the Land Use Consolidation Component of the Crop Intensification Program in Rwanda,” and present findings at a national stakeholder workshop. Findings included:

- Most farmers are satisfied with LUC and see benefits, such as increased yield.
- Satisfaction and agricultural productivity of land are high, but food insecurity, vulnerability to shocks, and poverty are serious problems for LUC farmers.
- Participation in LUC provides farmers with important access to inputs (e.g., improved seed and fertilizer) and frequent visits by extension agents.
- Although LUC is voluntary by law, many farmers felt some degree of pressure to participate and initially exhibited resistance to the program.
- Farmers lack access to storage and post-harvest processing for crops, which should be emphasized to maximize benefits from increases in productivity.

Urban land markets. INES was selected to lead research on the determinants of urban land prices and the outcomes associated with rising urban land prices. The project directed substantial research capacity building to INES from the University of Pretoria and the University of San Francisco; as a result, its team learned how to elaborate a research design and appropriate models, develop a robust sampling frame, prepare a proper household survey questionnaire, design a platform for data entry and analysis, and conduct rigorous data analysis and interpretation.

INES administered surveys to 1,260 households in 27 urban sectors. By April 2014, it had prepared a draft report, “Land Market Values, Urban Land Policies, and Their Impacts in Urban Centers of Rwanda.” Findings were vetted with district and sector authorities corresponding to the data collection sites before INES co-hosted a national research forum with the project in 2014 to present the research to 44 representatives from government, civil society, research organizations, and the international community. With LAND Project support, the results of the study were presented at the World Bank Land and Poverty Conference in March 2015. The study’s major findings are highlighted in the box on the next page.

Land expropriation. The Legal Aid Forum (LAF) research, “The Implementation of Rwanda’s Expropriation Law and Outcomes on the Population,” sought to address concerns around the implementation of the expropriation law and its outcomes on expropriated households in Rwanda. The findings included:

- Insufficient and delayed compensation is universally viewed as a key issue, suggesting the possibility for collaboration on improvements to the process.
- Arbitrary differences in land values can be addressed through improved independence of the valuation process and citizen involvement.
- Expanding the expropriation narrative to include effects on rural landowners could lead to more effective policy discussions and process improvements.

LAF held an advocacy roundtable to present its research findings and recommendations. Twenty-five institutions attended the event, including the Ministry of Natural Resources, the Ministry of Local Government, the Ministry of Finance and

Economic Planning, the Ministry of Justice, the RNRA, the Office of the Ombudsman, and the Rwanda Law Reform Commission. Participants were enthusiastic about the presentation and supplemented LAF’s recommendations. With LAND Project support, the results of the study were also presented at the World Bank Land and Poverty Conference in March 2016. The box below provides excerpts from an interview with LAF about how the organization has been affected by the LAND Project’s support to conduct its research.

Interview with the Legal Aid Forum on LAND Project Support

Expanded knowledge surrounding critical land rights issues. “The LAND Project helped us at LAF to deepen our understanding with regard to the situation of expropriation in Rwanda and the actual issues that people are facing.”

Applied research best practices in data analysis. “My colleagues and I were able strengthen our knowledge and skills in conducting research, especially with regard to data analysis and interpretation using SPSS [software]. We had a very knowledgeable [international] consultant who was very hardworking and keen to share his experience and knowledge with us. He strengthened our knowledge, particularly in quantitative data analysis and interpretation, and how to correlate quantitative data with qualitative data. The data analysis skills acquired are being used in our studies.”

Applied research best practices in data collection. “The research gave us the opportunity to start using modern IT devices [tablets] in collecting data, which made the process easy and helped to ensure the accuracy of data. LAF is now using tablets in our research, and this has improved the accuracy and credibility of data as there is an instant process of data uploading from the field, and data is then reviewed and cleaned immediately by trained people at the central database. In case of any questions/issues with regard to the shared data, it is easy to seek timely clarification from someone who sent the information from the field or to ask them to seek more information/clarification too from the interviewee.”

Observed impact of LAND project-supported research and advocacy. “Though LAF cannot claim with certainty to have influenced the new law relating to expropriation [because the amendment process started before the publication of the study findings], the initial findings from the study, especially the key informant interviews, were very helpful in our engagement with the members of the Parliament and other relevant authorities.

“Further, after the release of the findings, LAF organized roundtables with key relevant stakeholders to discuss the issues raised in the report and how they can be handled moving forward. It is worth mentioning that the concerned institutions concurred with most of the findings and expressed willingness to solve these issues. Also, in an effort to continue disseminating the findings and advocating for the implementation of the recommendations, LAF carried out different radio and TV show programs, which we believe are also an important tool in influencing change. On the side of citizens, we have already started to see the change, mainly due to the awareness campaign conducted on the people’s rights during the expropriation process. The number of people LAF receives or those who call asking for advice with regard to their cases of expropriation has increased.”

Land Tenure Administration System. The project also selected INES to research the Land Administration System. In “Access to the Land Tenure Administration System in Rwanda and the Outcomes of the System on Ordinary Citizens,” INES sought to assess the degree to which ordinary citizens had access to Rwanda’s formal land administration systems, and assess the outcomes of that system and land certificates on the primary goals for formalization, including access to credit, increased investment and productivity, prevalence of land disputes, and robust land markets. INES found that although almost all citizens (99 percent, regardless of gender, age, and level of education) were aware of the formal Land Administration System, they had limited knowledge of which government office provided the service of processing land transactions. Research also revealed that there were constraints to using the system, which was also found to be used more often by households with higher income levels and larger properties, indicating an inequality in access that should be addressed. INES presented its research results and policy recommendations at the district and national levels through a series of workshops and a policy brief in 2014-2015.

Gendered legal framework and land disputes. The Institute for Legal Practice and Development (ILPD) research, “The Impact of Gendered Legal Rights to Land on the Prevalence and Nature of Intra- and Inter-Household Disputes,” set out to examine the

changing landscape of gendered land rights in Rwanda and the impacts of the statutory changes introduced by new laws passed between 1999 and 2013 governing land, inheritance, succession, and matrimonial property. Findings demonstrated that land rights in a dynamically changing social and statutory environment can result in inconsistencies, uncertainties, and confusion. This is most evident in inter-generational land transfers called *umunani*, which traditionally consist of gifts of land given to male children that are now also accessible to women. The report concluded that a nationwide education and awareness-building campaign was needed to help change attitudes regarding women’s land-related rights, particularly among men, who wield greater power over local rules and norms regarding land, and who also tend to exercise greater power within households.

Disseminating results. Research topic policy briefs were prepared in English and Kinyarwanda and widely disseminated to targeted stakeholders. In addition to final reports and policy briefs, research partners presented their findings at national workshops, district validation meeting proceedings, and on radio programs to widen the reach of their research and policy recommendations to the public. The LAND Project-funded research also reached a global audience through partner participation in international conferences. INES presented its findings on urban land markets at the 2015 World Bank Land and Poverty Conference, and presented findings on land tenure administration at the 2015 International Conference on Land Governance for Equitable and Sustainable Development in The Netherlands, while LAF presented its research on expropriations at the 2016 World Bank Land and Poverty Conference.

Research training program. In addition to the research awards, the project responded to requests from CSOs and the research community to broaden capacity building efforts to include institutions that had not secured awards. In November 2014, the National Opinions Research Council, a project subcontractor, designed and implemented a course on research methods that attracted 46 participants from 24 Rwandan organizations, including the research teams from INES, LAF, and ILPD. The 5-day course equipped researchers with skills in research design, sampling, preparation of household survey questionnaires, research ethics, data collection, data entry and cleaning, qualitative methods, and data analysis. Participants worked in groups and applied new knowledge to practical examples based on the research award themes. Assessments administered before and after the course revealed that 100 percent of participants who completed the course increased their capacity to conduct empirical research.

Land Dispute Data Analysis and Governance Monitoring

Further collaboration with the RNRA was forged through the integration of the land dispute register, a paper-based repository, into the electronic Land Administration and Information System. With this electronic database complete, more than 16,000 disputes from each of Rwanda’s 30 districts recorded during the Land Tenure Regularization program can now be accessed through search functions, and new disputes can be added. Disputes can be updated to reflect a resolved or otherwise changing status—a critical function because land under dispute cannot be transacted until the registrar shows that the dispute has been resolved. Following the data integration into the system, the LAND Project provided a training to RNRA staff on how to utilize these additional features to support regular analysis.

Perhaps most important, the Land Administration and Information System will enable analysis to characterize the different types of disputes, the parties involved (e.g., women, men, government, and private sector entities), and their status (i.e., ongoing or resolved). It will also allow trends to be tracked over time.

In response to the RNRA's request for additional support, the project commissioned a more in-depth study of the dispute data. This robust analysis focused on the distribution of land-related disputes by district; the types of disputes; the profile of disputants (e.g., men, women, orphans, widows, married couples, age range); the number of disputes resolved and means of resolution (e.g., family council, *abunzi*, courts); the number of disputes pending resolution; the location and size of parcels under dispute; the tenure status of disputed land; and the use(s) of disputed land.

The analysis also looked at the number of women registered as sole owners and co-owners per district/sector/cell; the number of male only-owned, female only-owned, and male-female co-owned parcels sold, their size, use, and values per district/sector/cell; and the number of parcels bought by men alone, women alone, and male-female couples, their size, use, and values per district/sector/cell.

The analysis was delivered in a comprehensive report to the RNRA, which requested that the project refrain from disseminating the results given the sensitive nature of the information.

Gender and Land Assessment

In 2013, the LAND Project collaborated with the Gender Monitoring Office to assess the realities of the exercise of women's and men's land rights. Led by gender and land rights experts, the study was carried out in 20 randomly selected sectors in all four provinces and Kigali City. "The Gendered Nature of Land and Property Rights in Post-Reform Rwanda" found that there is now widespread knowledge of laws granting gender-equal rights. Women in Rwanda are increasingly receiving inheritance and inter vivos gifts, and are increasingly receiving them in equal shares, and formally married women are exercising greater decision-making power over land held jointly with their husbands.

Nevertheless, women still experience several challenges in accessing land and controlling the land to which they do have access. They continue to lack the necessary bargaining power to claim inheritance and parental gifts of land and to exercise decision-making over land on par with men. Access to unbiased forums for resolving land disputes continues to be a challenge, often dissuading women from claiming their rights. The study concludes with a series of recommendations on how to address remaining gaps and improve women's rights to land, recommendations that not only extend to policy and law, but also to programs and other investments designed to foster gender justice in Rwanda.

Following completion of the study, the project launched extensive advocacy efforts to ensure the findings and corresponding recommendations would reach decision-makers and civil society advocates in Rwanda, as well as feed the body of knowledge and global advocacy efforts surrounding women's land rights. The study was widely circulated in Rwanda and internationally, and the project developed a policy brief and a colorful set of five thematic leaflets to synthesize the key findings and

recommendations. The leaflets were shared at the National Research Forum, where the findings were presented to and discussed with a wide array of stakeholders. The research team presented their findings at the 2014 Gender Monitoring Office retreat and to the Gender Sector Working Group, where members were tasked with taking the recommendations forward. The gender and land assessment findings were also presented at the 2015 World Bank Conference on Land and Poverty.

Organizational development support for CRAFT

Throughout implementation, LAND Project staff supported CRAFT and its five organizational members in a variety of ways. CRAFT was created by the Beyond Raising Awareness Project (led by RCN Justice & Démocratie), which trained local CSOs to monitor women's land rights in practice and created a platform for advocacy. As that project came to a close in 2014, it was evident that CRAFT remained a nascent and fragile organization. The LAND Project thus initiated support in an effort to establish CRAFT as a viable and sustainable platform for monitoring and advocating for equal land rights between women and men.

The project supported CRAFT in obtaining its legal registration with the Rwanda Governance Board; development of an organizational strategic position (e.g., mission and objectives, rationale and history, and governance structure); development of a multi-year strategic plan, including a draft budget and a detailed activity plan of its first year of operation; development of a concept note that outlined the strategic position and plan and articulated funding needs; and support for establishing an internal governance structure.

The project also supported CRAFT in seeking out and applying for funding opportunities. In August 2015, INES shared a call for applications from the African Women's Development Fund for grants of \$5,000-\$30,000, which the project then shared with CRAFT. The CRAFT technical team prepared a proposal, which project leadership reviewed before it was submitted. Unfortunately, CRAFT was not selected for a grant. However, with project encouragement, CRAFT began preparing a fundraising strategy to ensure its ability to secure the resources necessary to carry out its strategy and activities. It compiled a list of priority donors (Urgent Action Fund for Women, the Swedish International Development Cooperation, the U.K. Department for International Development, United Nations Women, and the European Union) to which to submit proposals and developed a plan for proposal preparation. Prioritizing Urgent Action Fund for Women, CRAFT in April 2016 prepared and submitted a proposal to advocate for changes to the draft succession law, particularly around the rights of women in de facto unions to land. Though CRAFT was not selected, it has gained capacity as an organization in preparing funding proposals, and continues to seek funding opportunities with the goal of sustaining its coalition and mission.

Research Briefs

In addition to research carried out by its partners, the project launched a series of eight policy research briefs to investigate prominent land issues using rapid desk research and qualitative research methods, including key informant interviews and focus group discussions. Through initial examination of important issues surfacing in the media, the project sought to lay foundations for other organizations to take up more in-depth empirical research.

Policy Brief No. 1: Contested Claims over Protected Area Resources in Rwanda.

During 2013, the project carried out research on contested claims over land and other natural resources in and around protected areas, including Nyungwe National Park, Akagera Park, and Volcanoes National Park, with the goal of describing current and historical conflicts over rights to land and natural resources within and surrounding these areas. The brief examines the roots of contested claims between citizens and the state, and offers potential avenues for resolution in ways that consider government priorities and the rights of local communities that depend on resources from protected areas. Specifically, the brief calls for increased mechanisms to engage communities in management of protected areas and provide them with meaningful management rights to enable them to feel vested in conservation.

Policy Brief No. 2: Implementation of the Expropriation Law in Rwanda. This brief addressed the contentious issue of land expropriation, which has received substantial media attention, especially over issues of whether expropriations are done to serve the public interest and payment of fair and timely compensation. It elaborated on the legal framework and procedures guiding expropriation and on reported practice based on primary and secondary sources. It also proposed measures that would potentially strengthen implementation of expropriation exercises nationwide.

Policy Brief No. 3: Land Tenure Reform and Local Government Revenue in Rwanda.

This brief examined the effects of land tenure reforms on land-based revenue and provided policy recommendations that build on existing efforts developed to ease the process of paying and collecting land revenue. Findings showed that districts differed significantly in terms of their levels of land-related revenue and collection potential. Many districts were not able to report the number of properties for which land lease and property tax were required, nor were they able to generate the amount of revenue owed due to lack of information and an automated data management tool. Furthermore, the lack of a land records data system is a serious challenge to revenue collections, preventing districts from benefiting fully from the land tenure reform.

Policy Brief No. 4: Climate Change Adaptation within Land Use and Tenure Reforms in Rwanda.

This brief examined how land and natural resource policies, legislation, and programs have integrated climate change adaptation measures, either directly in response to climate impacts or through interventions that indirectly have adaptation co-benefits. Following an analysis of how these measures are implemented and to what effect, the brief offered a set of corresponding recommendations to strengthen Rwanda's land use policies to better address climate change impacts through more targeted adaptation commitments.

Policy Brief No. 5: The Impact of Gendered Legal Rights to Land of the Prevalence and Nature of Intra- and Inter-household Disputes.

This brief examined the impact of the 1999 succession law, which introduced protections for gender equality in land ownership and equal rights to land inheritance. The findings highlighted the inconsistencies, uncertainties, and confusion that can arise from the introduction of gendered land rights in a dynamically changing social and statutory environment. The research called for a nationwide education and awareness-building campaign to address overall insufficient knowledge of gendered land rights, with emphasis on addressing the awareness gap between men and women; the continuing traditional belief that men and boys have stronger claims to landed *umunani* and inheritance than

women and girls; and the traditions, norms, and beliefs that prevent women from claiming landed *umunani*.

Policy Brief No. 6: Balancing Wetland Sustainable Use and Protection through Policy in Rwanda. This research examined current wetland policies, as well as draft legislation being considered to formalize use approval procedures. The brief's objectives were to determine policies, laws, and regulations that govern use, protection and tenure of wetlands; explain inconsistencies between definitions in policies and their impact on effective wetlands management; explain processes in practice for leasing wetland by government entities; analyze some of the major issues or contestations that surface around wetlands (e.g., use, tenure, and protection); and provide recommendations for policy and practice that help to reduce poverty, protect land rights, and ensure sustainable use and conservation of wetlands. The research found that Rwanda lacked a comprehensive process for evaluating proposed projects for environmental sustainability and local livelihoods. For future policies to be effective, they must ensure that communities that live near and work in wetlands have a substantial stake in their management and are in a position to offer their knowledge on wetlands processes, attributes, and character to ensure better management.

Policy Brief No. 7: The Rights of Women in de facto Unions to Land and Property. This brief examined the status of land ownership and control by women in informal marriages and consensual unions, including polygamous marriages, and explored and analyzed women's ability to claim rights through their husbands, partners, or families in case of separation or widowhood, and their ability to claim rights from their natal families. The brief also elucidated the social and economic impacts of the lack of legal recognition for women in de facto union, as well as the social and economic reasons for the prevalence of such unions. Research found that land tenure insecurity for women in de facto unions and its associated economic, social, and health costs were products of weaknesses in the legal framework and patriarchal cultural norms.

Policy Brief No. 8: Implementation and Outcomes of Restrictions on Agricultural Land Subdivision. Through desktop review, key informant interviews, and focus group discussions with members of farmers' cooperatives, this brief investigated how article 30 of the 2013 land law was implemented and its outcomes on land use practices and tenure security. Research found that implementation of the article had encouraged informal subdivisions and transfers, not prevented land subdivisions.

Support to Haguruka

Haguruka is a leading CSO at the forefront of land-related legal disputes affecting women and children in Rwanda. With five regional offices headed by lawyers who oversee sector offices, each staffed with volunteer paralegals, Haguruka has unparalleled reach into areas populated by vulnerable groups. However, a lack of systematized information and human resource capacity constraints have impeded its ability to adequately defend vulnerable groups' rights.

At first, the goal was to strengthen Haguruka's overall M&E system in response to the systemic challenges described above. In time, however, efforts focused on improving the system for recording case intake for legal assistance and tracking the progress of cases. The project-developed database system updates and streamlines Haguruka's procedures for tracking cases, and enables more complex analysis of beneficiaries,

cases, and outcomes. Branch managers and program staff were trained how to use the database; now, at a glance, they can find details about a particular beneficiary, their case, and progress toward resolution. Staff can also track case outcomes and, importantly, analyze this data to improve program functioning and demonstrate aggregate statistics to outsiders, including donors. The database, therefore, addresses concerns highlighted in the M&E needs assessment administered to Haguruka branch managers, in which staff complained that the system was difficult to maintain and did not provide sufficiently rich data or analysis. In all, this support has improved Haguruka’s ability to protect and defend the rights of Rwanda’s most vulnerable populations (see box).

“The greatest impact that we can attest to is that before the LAND project our staff were not well informed about land-issues. Citizens did not talk about land issues. But now, land issues are important to us. For example, before LAND project support/training, we didn’t know the relation or the link between land issues and climate change. But now we are aware. Our team is now effectively skilled about land matters.”

—Haguruka member

Review of Court Judgments and MAJ Legal Guidance

The LAND project provided support to Haguruka to advance women’s property rights by carrying out a comprehensive review of court judgments and MAJ legal guidance on women’s property rights cases to assess compliance with laws on land, property, succession, inheritance, and legal procedures. The research, “Review and Analysis of Primary Courts Judgments and MAJ Legal Guidance Related to Women’s Property and Land Rights in Rwanda,” assessed how courts applied the gendered legal framework on cases related to the land and property rights of women and children. It focused on 200 cases randomly selected from 36 Primary Courts, reflecting the territorial jurisdiction of the 11 Intermediate Courts, as well as 30 MAJ legal briefs reflecting 30 districts. The collected cases and MAJ legal briefs related to the land and property rights of women and children from 2009 to 2015. The study sought to accomplish the following:

- Identify gaps, oversights, or misinterpretations of international and national laws on land, property, succession, inheritance, gender equality, and legal procedure in cases to which women are parties
- Assess the quality of legal briefs prepared by legal assistance providers at MAJ with regard to their compliance and application of relevant international and national laws on land, property, succession, inheritance, gender equality and legal procedure
- Provide recommendations on how a training program targeting Primary Court judges and MAJ legal assistance providers could address the identified gaps and weaknesses in the judgments and legal briefs to support equitable justice

The assessment, completed in May 2016, was shared with representatives from the Ministry of Justice and the Supreme Court. Based on this assessment, the LAND Project and Haguruka hosted a one-day training for 30 MAJ officers and a two-day training for 22 primary court judges and two intermediate judges in April 2016. This training focused on improving the officers’ and judges’ provision of legal services related to gender and property rights.

Assessment of Land Use Planning

The LAND Project carried out research to assess existing processes for development of land use plans and the institutional framework for implementing and enforcing the plans in the context of climate change. In 2015, the project finalized its evaluation of the land use planning framework and process, “An Assessment of Land Use Planning in Rwanda,” which was based on desk reviews and interviews with stakeholders, including representatives from the Ministry of Natural Resources, the RNRA, the Ministry of Finance and Economic Planning, the Ministry of Infrastructure, the Rwanda Agricultural Board, the Institute of Real Property Valuers of Rwanda, and the Ministry of Local Government. The assessment provided recommendations for strengthening the institutional framework, coordination mechanisms, and land use plan development and implementation process, and for systematically building the capacity of organizations and individuals in land use planning at all levels.

Following dissemination of the assessment, the RNRA approached the project about coordinating a workshop with key government stakeholders involved in the land use planning process to share the findings and recommendations, and to develop a proposal for coordinated action in the development of land use plans. A key aim of this meeting was to secure greater commitment to coordination among government institutions in land use planning. In collaboration with the RNRA, the project organized a National Land Use Planning Workshop, which was held in June 2016 with 20 directors of District One Stop Centers, as well as representatives from the Ministry of Natural Resources, the Ministry of Infrastructure, the Rwanda Housing Authority, Kigali City, the Rwanda Agricultural Board, and others. At the workshop, RNRA representatives presented the assessment’s major findings, introduced land use planning guidelines, and announced the establishment of a multi-stakeholder National Technical Team to guide land use planning in Rwanda.

M&E Implementation

M&E Plan Results Achieved with Augmented Targets. The achievements and impacts of the LAND Project are documented and communicated in many ways, including biweekly highlights, quarterly and annual reports, a quarterly newsletter, success stories, and indicator results recorded against the project’s M&E Plan. No single product can adequately describe the full picture of project results; together, however, they paint a compelling picture of the project’s unique path to success. The M&E Plan is a constant reminder that it is not possible to forge a linear trajectory to development impact because of dynamic implementation environments. Section 3 (p. 22) presents the M&E Plan and includes a discussion of progress toward achievement of each indicator.

Vulnerability and legal knowledge assessment. One of the largest initiatives under the M&E Plan was the data analysis for outcome Indicators 3⁷ and 12⁸. In 2014, the M&E and program advisor led a team of data enumerators to collect baseline data across four districts to assess citizen vulnerability and awareness of the legal framework governing land. The analysis enabled the project to examine specific domains of

⁷ Percent of women and men in target districts who report that changes in land-related policies and laws have reduced their vulnerability (e.g., to dispossession from their land, encroachment, fluctuations in market prices, droughts, and crop diseases).

⁸ Percent of target population (women and men) that demonstrates improved understanding of the land law and their rights.

vulnerability (e.g., drought, crop disease risk, market risks, and a variety of land tenure security risks) and identify specific domains of legal knowledge that were potentially weaker than others to inform future legal capacity building activities. In 2015, the M&E and program advisor led a follow-up assessment, which found that with regard to Indicator 3, the overall vulnerability of respondents decreased, yet it increased from the baseline results in terms of perceived concerns with drought, crop diseases, losses in crop production investments, and government land acquisitions. With regard to Indicator 12, the follow-up assessment found that good knowledge of land laws remained reasonably high among ordinary citizens compared with the baseline findings, though levels of understanding decreased slightly.

Capacity assessment indicators. The M&E and program advisor invested considerable effort throughout the project to collect data to measure the project's capacity impacts in five key domains: research (Indicator 6), legal assistance (Indicator 14), communications (Indicator 11), climate change (Indicator 16), and female self-efficacy (Indicator 13). Specifically, instruments to assess the long-term retention of knowledge and capacity from project training and technical assistance were administered to beneficiaries of these different interventions. The assessments secured data from nearly all intervention participants.

SIGNIFICANCE OF THESE ACTIVITIES

Activities under Objective 2 were significant in their ability to stimulate an appetite for research to guide policy. When the LAND Project was initiated in June 2012, not all stakeholders were supportive of its mandate to carry out research on land policy. Concerns arose as to whether the project intended to use research as a tool to validate controversial perspectives, rather than dedicate itself to rigorous objective research that left politics aside. Over its short history, the project has ably demonstrated its firm commitment to employing state-of-the-art research methods and the highest standards of research integrity to generate knowledge that can reliably inform decision-makers and civil society actors.

An important component of the project's training of local researchers was to curtail research bias and the injection of assumptions not grounded in evidence. Instead, researchers were taught to form and test different hypotheses, frame questions objectively, and ensure a rigorous body of evidence was accumulated and appropriately analyzed before making conclusions.

The quality and objectivity of the research carried out by the project and its partners have earned the respect of partners in government and other spheres. More important, however, the project has witnessed an increased appetite in Rwanda for research to inform policy. This can be seen in the abundance of land-related research topics that stakeholders submitted to the NLRA workshops, the growing number of people who requested to be on the project's mailing list to receive research products, and especially in the participation of primary government counterparts in project-supported research discussions, to which they contributed opening and closing remarks that conveyed unprecedented enthusiasm for the project's support to land research.

Fostering a Culture of Evidence-Based Policymaking in Rwanda

In October 2014, the LAND Project awarded its second round of land-focused research projects to local Rwandan partners LAF, ILPD, and INES. Research topics revolved around sensitive issues of land expropriation, gendered land rights and disputes (including gender-based violence), and assessing the extent to which land reforms had realized their promise of facilitating access to credit, tenure security, increased productivity, and equitable land markets.

Considering the Rwandan government was skeptical and critical of the project's research mandate at the beginning of implementation, the fact that it is now embracing challenging research topics such as these is a significant democracy and governance achievement. Only 2-and-a-half years after project inception, government partners are reading LAND Project research reports and briefs and providing substantive feedback. More and more, high-level officials are attending workshops to share project research findings, and even members of Parliament are asking for research to inform their reviews of new land-related legislation, such as the recent laws on property succession and expropriation. Remarks provided by government officials at research events organized by the project stress the importance of "facts, figures, and focus" and "evidence-based policymaking," and applaud the project's research endeavors.

The LAND Project is witnessing a growing consensus in the government about the importance of evidence-based research to guide policy decisions in the land sector and beyond. Through a combination of building trust and a commitment to delivering objective, high-quality research by Rwandans for Rwanda, the project has made considerable strides in cultivating good governance in the country.

2. ASSESSMENT OF GOVERNMENT CAPACITY TO INDEPENDENTLY IMPLEMENT AND CONTINUE MONITORING

Leadership at the RNRA conveys a genuine interest in fostering a climate of greater transparency and inclusion in the land sector. This is demonstrated in its energy and commitment to the development of the NLUPP and growing willingness to transition large amounts of spatial data to the public domain, as well as its receptivity to implementing a highly inclusive grassroots consultation process to inform a revised national land policy. The project's government partners have the potential to capably manage activities such as these, provided they have adequate skilled human resources and efficient procurement systems to produce high-quality and timely results. The RNRA is charged with leading the management of natural resources, including land, water, forests, mines, and geology. Recently, it has focused on assuring the sustainability of the land administration system, including the registry, which absorbs a great deal of its current capacity and human resources.

With respect to project activities that aim to strengthen the role and capacity of civil society, it needs to be questioned whether the government can readily embrace such objectives, and even whether it is appropriate for government to assume leadership in this domain. Civil society actors are most effective in promoting democratic values and representing interests of ordinary citizens when they can protect their independence and carve out a political space that allows them to challenge government. Independence is likewise critical for the research community, enabling it to select research themes that genuinely reflect the interests of society and investigate them without bias. The LAND Project has played a major role in not only building the technical capacity of research institutions, but also cultivating a commitment to independence and research integrity. This is not a natural role for the government to assume, particularly given the competing demands on its time.

In all, the government plays a very important role as a project collaborator and as a primary consumer of project capacity building support and policy research produced by project partners. Nevertheless, it is questionable that the government would see it as being in their mandate and interests to substantially engage civil society and build CSO capacities if it were tasked to independently implement the project. In assessing transition opportunities going forward, USAID and the larger donor community will need to gauge the will and capacity of its government partners to assume these roles or find other ways to support CSOs working the land sector.

3. ACHIEVEMENT OF RESULTS, SUB-RESULTS, AND TARGETS FOR ALL INDICATORS

The LAND Project made significant strides toward strengthening resiliency of citizens, communities, and institutions and their ability to adapt to land-related economic, environmental, and social changes, as evidenced by the assessment of progress made and beneficiary testimonies shared in this report. To achieve such outcomes, the project maintained a results-oriented approach throughout implementation and ensured that each activity contributed to the overall purpose of strengthening Rwanda's ability to adapt to land-related economic, environmental, and social change.

As part of its efforts to measure these results and demonstrate their impact, the LAND Project and USAID established a robust M&E Plan. Previously referred to as the performance monitoring plan, it served to guide the project and stakeholders in collecting and managing high-quality performance information, and to inform project leadership, USAID, and government counterparts of the progress made toward achieving results.

The M&E Plan, developed at project startup, incorporated output and outcome indicators and annual targets for achievement of project objectives. Following initial delays caused by challenges to securing MOUs with key government counterparts (see Section 4, p. 24), the M&E Plan was revised in 2013 to remove indicators linked to *abunzi* capacity building and to better reflect project performance in capacity building in other areas such as research, communications, training, and organizational development. A subsequent revision to the plan incorporated additional indicators from the Global Climate Change Initiative, Feed the Future, and Women, Peace, and Security to reflect recent funding earmarks; the plan was further revised in 2014 to establish targets for these indicators based on baseline data collected and to increase Year 3 targets for indicators 1, 5, and 9 to reflect the project's momentum and confidence that it could perform beyond prior expectations.

Throughout implementation, the project tracked 18 M&E indicators of progress toward the project's dual objectives. Annex A contains results and targets for life-of-project technical implementation, delineated by fiscal year (FY) and organized by indicator type (output vs. outcome), and details achievements for each indicator. In examining the M&E Plan as a whole, the LAND Project met (within an acceptable margin of 10 percent) or exceeded 29 of the 47 FY targets, reflecting 61.7 percent achievement of its expected results (see box, next page). Upon further analysis, however, the majority of the targets that were not met (13 out of 15) were in FY2016. Indicator targets were set in FY2016 based on the original Year 4 work plan; however, with the early closeout of the contract, the project submitted an abbreviated

Year 4 work plan that significantly reduced the level of activities to be carried out with project support. Despite the project's ability to complete a number of those high-impact activities in a condensed time frame, it still fell short on achievement of the majority of the FY2016 indicators. Analysis of performance in only FY2013-2015 (years in which the project was able to complete its full work plans) shows a much more positive achievement rate of 84 percent (27 of 32 targets met or exceeded). Further analysis reveals that of the targets met over the life of the project, 23 reflect significant overachievement (more than 10 percent). So, despite having often augmented project targets based on best estimates of results, this analysis suggests that annual targets may not have been as aggressive as they could have been.

Key Project Objective Results

Key results from the project's M&E Plan include:

- Government officials, traditional authorities, and citizens completed 7,635 person hours of land tenure and property rights training.
- Ninety-two people from CSOs and government institutions demonstrated an increased capacity to impart high-quality land-related legal assistance.
- Twenty-one people from CSOs or research institutions demonstrated an increased capacity to carry out rigorous empirical research on land-related issues.
- Sixty-four policy briefs and high-quality research products were produced and disseminated with project support.

As this discussion shows, however, the project had to proactively manage shifting constraints and opportunities presented by the operating environment. The challenges faced in securing government support in the project's first year led the project to set modest targets for itself, then adjust these upward early in the third year as it earned the trust of these partners and gained momentum. Indicators were added and others removed from the plan, in some cases to comply with the project's funding earmarks and in other cases to better reflect project impacts. The life-of-project results also reflect occurrence of the unexpected (e.g., heightened demand for a training course and a partner's failure to deliver a commitment in time), as well as the iterative nature of the project's work in which new developments give rise to new opportunities to innovate and change.

4. COMMENTS AND RECOMMENDATIONS

As demonstrated by the activities and results described throughout this report, the LAND Project accomplished numerous successes. Working across the two objectives of increased understanding of land laws and increased capacity for research, it took an integrated approach to addressing capacity shortfalls that maximized gains in improving the quality and availability of research and fostering a culture of evidence-based policymaking in Rwanda's land sector. Sections 1-3 detail the project's activities and attainment of results. Based on this information as well as the challenges faced during implementation, recommendations for future land development activities in Rwanda are provided below.

DIFFICULTIES OR CHALLENGES ENCOUNTERED IN THE IMPLEMENTATION OF THE LAND PROJECT

The LAND Project faced a number of implementation challenges in its first year emanating from disparate visions by USAID and the two government counterparts about the nature of project support. These led to difficulties in formulating a tripartite MOU that would satisfy a mutual set of priorities that could be accomplished within the project's budget parameters. By the end of Year 1, significant progress had been made in the MOU negotiations, though final agreement had not been reached. Early areas of underperformance mainly reflected constraints posed by the MOU negotiations.

In September 2013, the Ministry of Justice elected to discontinue its affiliation with the LAND Project. Fortunately, the Ministry of Natural Resources and its implementing agency, the RNRA, chose to continue collaborating and became the LAND Project's primary government counterpart for the life of project.

Another challenge faced throughout implementation was that the capacity of many local partners was lower than expected. Project staff experienced difficulties working with these partners, who required much more intensive mentoring and support than anticipated. For instance, a research subcontract with the University of Rwanda's Faculty of Law had to be terminated due to the partner's inability to complete the assignment and provide agreed-upon deliverables—despite modifications to the timeline and heavy project support. Other partners, such as CRAFT, were able to grow from capacity building support but had a hard time implementing the project's recommendations and required intensive coaching and training.

Finally, despite continued accomplishments and the RNRA's growing demand for support in 2013-2015, in September 2015 USAID notified LAND Project leadership of challenges in identifying the source of the next funding obligation. USAID requested a plan for slowing down implementation of project activities until funding commitments could be secured. However, by March 2016 USAID notified the project of its need to modify the contract to reduce the period of performance and total estimated cost based on changes in funding availability. The LAND Project made

revisions to the project Year 4 work plan accordingly to accommodate an early project closure on August 31, 2016.

LESSONS LEARNED AND BEST PRACTICES

Throughout implementation, the LAND Project identified and applied lessons learned to strengthen and guide implementation. Current and future land activities in Rwanda can draw on the project's experiences to improve programming.

Relationship and trust-building. The project was able to overcome early difficulties securing the necessary MOUs for implementation through close partnership and collaboration with USAID. It was able to achieve success across its objectives largely due to its insistence on the Rwandan government's involvement in critical decisions that ensured the government supported project activities and that those activities addressed its needs. The project also followed a "no surprises" approach, in which government counterparts had an opportunity to review and respond to research so they would never be caught off guard by findings. As activities were implemented, the project continued to emphasize the importance of this relationship through ongoing government engagement via regular meetings, consultations, and reviews. As a result, the government demonstrated its ability to be open to data and evidence, proving that even a strong government like Rwanda can be open to using evidence and data to steer policies when it is involved in the process.

Flexibility. Despite Year 1 challenges with the MOU, the LAND Project found ways to undertake government priority activities that would lead to objectives. The project shifted its planned activities early on in implementation to meet perceived government needs, and this adjustment led to many accomplishments that would otherwise not have been achieved. Similarly, despite funding constraints, the project was able to carry out critical activities, prioritizing those that would have the highest impact, such as the communications campaign on expropriation and the land policy review. USAID's ability to remain flexible and amenable to adjustments to annual work plans and the M&E Plan also allowed the project to maximize its impact.

Responding to local needs. The project ensured that its research findings were relevant to government and stakeholder priorities and, therefore, could positively influence policy. The participatory NLRA workshops enabled the project to better understand the government's priorities and allowed it to establish a research agenda that would fulfill mutual objectives. Identifying research topics in these collaborative forums was key to project success.

Highly qualified staff. Because the high capacity of the prominent government agencies, such as the Ministry of Natural Resources and the RNRA, greatly enabled accomplishments, the project learned that recruiting highly qualified staff that could command government respect was also critical. Staff also needed to be highly qualified to authoritatively train and work with local partners, as their ability to engage and connect was essential to the success of the local partner's activities.

Technical challenges and lessons learned. The project found that environmental and social impact assessments could be better used as tools for mitigating risks to vulnerable populations and should be conducted in all situations where expropriation is envisioned. The project also found that significant effort is required to coordinate

land use planning, with public participation consistently weak and poor consultation tending to act more like sensitization. Finally, with respect to expropriation, the project found that cases involving steep-slope farmers required special preparation and consideration, especially as this could affect as many as 1.8 million of Rwanda's 11 million people. In steep-slope, high-risk zones, the issue of people's rights to land and fair compensation remains an issue. In the event that expropriation or policy incentives encourage movement in places where agriculture is marginal, future initiatives need to be ready to present farmers with viable options. If people are to be resettled, the quality of their new land must be considered: Is it of similar productivity or not?

Land tenure considerations across other sector programming. In addition to recommending the development of stand-alone land tenure projects that have dedicated tenure objectives, the project recommends that Rwandan projects in other sectors consider land tenure in their programming. Current Feed the Future programming, for example, is not looking at tenure explicitly or the unintended consequences of that initiative's activities on land tenure. Tenure considerations should also be embedded into natural resource management projects.

RECOMMENDATIONS AND PLAN FOR SUSTAINABILITY

Recommendations for future programming are based on planned activities that the LAND Project was not able to realize due to funding constraints that resulted an early closeout. These proposed activities are accompanied by suggestions for the most appropriate organizations and resources to continue this work.

Promoting citizen awareness and understanding. The RNRA will continue to promote citizen awareness and understanding of official land use plans and their uses by promoting public access to the 1,699 cell-level land use maps and accompanying brochures developed and distributed by the LAND Project in cell executive offices. Building on the high-profile launch ceremony co-hosted with the RNRA and attended by important public figures, the project ensured the tremendous progress and government leadership in promoting citizen awareness of official land use plans and other spatial data was shared with the international community at the 2015 Esri Africa User Conference in South Africa. The RNRA can build upon this by ensuring that informational materials are regularly updated and shared with the public via the NLUPP and through printed materials. It should also continue to seek participation in international forums to share and stay aware of international best practices across the region.

National land policy review. Having worked closely with the LAND Project to develop a roadmap for a comprehensive review of the national land policy, the RNRA may need support to ensure that the roadmap is implemented and the National Land Policy is reviewed and revised. Although it may draw upon the four issues and options papers on identified critical policy domains prepared by the LAND Project, the RNRA will need to identify alternative opportunities for financial and administrative support to proceed with the citizen consultations and other steps toward drafting the new policy.

Land transactions communications campaign. The LAND Project prepared and released a request for proposal for a communications campaign on land transactions in March 2016.

Research found that many rural landholders registered their land transactions informally with village leaders. As such, the campaign goal was to target village leaders and to mobilize them to teach their constituents about the importance of formally recording land transactions with district or sector authorities and the procedures for doing so. Although the request for proposal was cancelled after USAID's official notification of early project closure, the project shared the document with the U.K. Department for International Development, which is now interested in leading its own campaign on land transactions.

Data collection and analysis. Local research institutions should be supported and encouraged to lead independent, empirical research on land-related priority issues that can inform policy. The RNRA should continue to develop tools to facilitate robust land governance in Rwanda. Local research institutions should be supported and encouraged to analyze indicator data generated by the RNRA, as well as to collect and analyze their own data to deepen the dialogue on land in Rwanda. Furthermore, in light of discussions between LAND Project leadership, the RNRA, and the World Bank, a local research institution needs additional support to conduct regular data analysis of disputes recorded in the Land Administration and Information System, with the aim of informing the development of a Land Governance Monitoring System. The RNRA will need to ensure that any policy recommendations stemming from such analysis are considered, and that the Land Administration and Information System is updated as needed to ensure streamlined and institutionalized data collection and reporting.

Continued research. INES, LAF, and ILPD have finalized their research activities, including conducting national stakeholder workshops to elicit input and feedback on their research findings and recommendations, and submitting their final research reports; they are encouraged to conduct follow-up evaluations to monitor the uptake of policy recommendations stemming from their research. In addition, the research teams are encouraged to lead further research using their original findings as a foundation, and should seek to present their research findings at relevant conferences.

Furthermore, participants at the third NLRA workshop in January 2015 identified the following priority research topics: outcomes emerging from the implementation of settlement policies in rural and urban areas of Rwanda; the impacts of climate change variability on smallholder farmers and adoption of land use response measures; and assessing the efficiency of a decentralized land administration system in terms of sustainability, transparency, and delivery. The project developed and released requests for proposals for these research awards, but these were canceled due to the early closeout. The project shared these documents with the larger donor community, which should take up the charge to carry this research forward.

Improved land use planning. The RNRA and other government stakeholders that are involved in the development and implementation of land use plans should build upon the LAND Project's review of the existing land use planning process to carry out the report's recommendations. Specifically, the next steps arising from the National Land

Use Planning Workshop are to strengthen the land use planning process to ensure that it is inclusive, fosters resilience to climate change, and is carried out efficiently and democratically.

Over 4 years of implementation, the LAND Project made great strides in strengthening the resilience of Rwandan citizens, communities, and institutions and their ability to adapt to land-related economic, environmental and social changes. The project was proud to support the RNRA's vision and initiatives. Through empirical research, the project has increased understanding of land-related challenges and positively influenced policy based on findings. The project will leave a lasting legacy with the Rwandan government, CSOs, and communities through extensive capacity building efforts that have improved their ability to conduct research, communicate land-related issues to broad audiences, foster social change, and enact responsive, pro-poor policies. By supporting land governance systems such as the NLUPP, the project has ensured that the RNRA can continue supporting participatory land use planning. Furthermore, the project has supported local organizations that will continue to advocate for the land rights of the most vulnerable members of the population: women and children. The LAND Project is proud to have been a part of Rwanda's growth and accomplishments in land-related research and legislation, and to have contributed to the resilience of its people.

ANNEX A. PERFORMANCE MONITORING PLAN REPORT

AGGREGATED FY2013-2016

INDICATOR		FY13	FY14	FY15	FY16	COMMENTS
Output Indicators						
1. Number of consensus-building forums (multi-party, civil/security sector, and/or civil/political) held with U.S. government assistance	Target	4	4	11	11	Throughout implementation, participation in multi-stakeholder forums and workshops provided important opportunities for the project to learn, raise important land-related considerations, and offer constructive inputs with policymakers. Consensus-building forums such as the annual NLRA conference, consultative meetings to discuss research findings, multi-stakeholder meetings to agree on legislative principles, and forums for CSOs to share advocacy strategies have contributed to strong performance under this indicator. Achievements for this indicator were also due to the project's increasingly productive relationships with Rwandan government partners. Underachievement of the target in FY16 was due to the early termination of the contract.
	Actual	7	9	18	5	
	Results/Target	175%	225%	164%	45%	
4. Person hours of training completed by government officials, traditional authority, or individuals related to land tenure and property rights supported by U.S. government assistance	Target	200	2400	1500	1500	In FY13, considerable progress on Indicator 4 stemmed from a partnership between the LAND Project and Haguruka to conduct a training on the legal framework governing women's land rights in Rwanda. In FY14, the project expanded upon this strong foundation to deliver training to district land authorities nationwide. Significant overperformance in FY15 principally reflects the unexpectedly high demand and popularity of project training, especially the research methods course and the training on the expropriation law and climate change adaptation, which were added to the project's work plan after targets for the year had been set. Underachievement of the target in FY16 was due to the early termination of the contract.
	Actual	1440	2206.25	3988.65	1260	
	Results/Target	720%	92%	266%	84%	
5. Number of days of U.S. government-funded technical assistance on land tenure and property rights issues provided to counterparts or stakeholders	Target	120	51	500	500	In FY13, the project fell significantly short of reaching the 120-day target, mainly due to delays in initiation of the research awards. Training during FY13 nevertheless constituted high-quality, in-depth assistance to Abunzi, research partners, legal-aid providers, etc. In FY14, the project invested significant resources toward this indicator, resulting in a 10-fold increase in FY results compared to target. Underestimation of this target reflects the fact that the project did not foresee the extent of research capacity building support that would be needed, nor did it anticipate the demand by the RNRA for legal review and legislative drafting assistance. Drafting a paralegal handbook to guide legal assistance providers in handling land-
	Actual	39.84	560.85	580.82	42.5	
	Results/Target	33%	1100%	116%	8.5%	

INDICATOR		FY13	FY14	FY15	FY16	COMMENTS
						related cases also considerably boosted indicator results. FY15 targets were thus set much higher to reflect FY14 achievement. Unfortunately, the early close of the project resulted in an abbreviated work plan and underachievement of the annual target in FY16
7. Number of research/policy discussions held as a result of project assistance	Target	20	20	20	20	Underachievement of this indicator in FY13 and FY14 can be largely attributed to difficulties securing memoranda of understanding (MOUs) with government counterparts. Regardless, with initiation of the two research awards toward the end of FY13, performance began to improve as research partners held district validation sessions and national stakeholder forums to present their findings. In FY15, the project exceeded its target for research/policy discussions. These included presentation of findings of the LUC research by the University of Rwanda and the National Opinions Research Council; LAF, INES and ILPD forums to present their research inception reports; the NLRA workshop; sharing of Radio Ishingiro's baseline research at the Communications Working Group meeting; two presentations and discussions on the gender and land assessment; sharing of research on urban land markets by INES at the World Bank conference; discussion of the land policy review assessment results with the Ministry of Natural Resources and the RNRA; and national- and district-level forums hosted by INES to disseminate its research findings and recommendations on the land administration system. Unfortunately, the early close of the project resulted in an abbreviated work plan and underachievement of the annual target in FY16
	Actual	3	8	25	6	
	Results/Target	15%	40%	125%	30%	
9. Number of policy briefs and high-quality research products produced and disseminated with support of the project	Target	3	8	14	14	The project's significant contributions to land-related research are evidenced by the overachievement of this indicator throughout implementation. Major research products completed include: <ul style="list-style-type: none"> • Abunzi Capacity Assessment Report and Policy Brief • Research Capabilities Assessment Report and Policy Brief • Communications and Advocacy Assessment Report and Policy Brief • Legal Research Capacity Assessment • Assessment of the Legal Framework governing Gender and Property Rights in Rwanda • Eight policy research briefs that resulted in publication of research findings and policy recommendations on expropriation, wetlands, land-based government revenues, protected areas,
	Actual	18	24	22	10	
	Results/Target	600%	300%	157%	71%	

INDICATOR		FY13	FY14	FY15	FY16	COMMENTS
						<p>gendered land rights, climate change adaptation, and the land rights of women in informal unions</p> <ul style="list-style-type: none"> • Five research reports that informed land-related policy and adaptive management approaches related to land administration, expropriation, land use consolidation, urban land policy, and gendered land rights • Report on Rwanda's compliance with the Africa Land Policy Framework and Guidelines • Four issues and options papers to inform the review of the 2004 National Land Policy
13. Number of individuals/ groups from low-income or marginalized communities who receive legal aid or victim's assistance with U.S. government support (FY13)	Target	N/A	50%	60%	70%	<p>This indicator was initially designed to measure the number of vulnerable individuals who received legal aid support with U.S. government assistance. Achieving this target necessitated collaboration with the Ministry of Justice; therefore, given the delays in signing an MOU, no progress was made toward this indicator in FY13. In FY14, this indicator was revised to better reflect the recent allocation of funding from the Women, Peace, and Security program.</p> <p>The project saw slight underperformance in this indicator in FY15, though still reflecting a positive change in women's self-efficacy scores. Unfortunately, the early close of the project also resulted in underachievement of the annual target in FY16.</p>
	Actual	N/A	0%	57%	50%	
	Results/Target	N/A	0%	90%	71%	
Proportion of females who report increased self-efficacy at the conclusion of U.S. government-supported training/programming (FY14-FY16)	Target					
	Actual					
	Results/Target	N/A	0%	90%	71%	
15. Number of organizations/ groups trained on land-related policies and rights	Target	0	6	6	6	<p>In FY13, the project did not envision providing training to groups other than the government. However, through a partnership with Haguruka, the project expanded the training on the legal framework governing women's land rights to include individuals from nine CSOs or other organizations. In subsequent years, the project again saw significant overachievement in its training indicators due to the high demand for training on important topics such as climate change and expropriation. Underachievement of the target in FY16 was due to the early termination of the contract.</p>
	Actual	9	14	23	3	
	Results/Target	N/A	233%	383%	50%	
17. Number of days of U.S. government -funded technical assistance in climate change provided to counterparts or stakeholders	Target	N/A	N/A	15	20	<p>This indicator was introduced in Year 3 to better reflect a recent allocation of funding from the Global Climate Change Initiative. The FY15 indicator target was based on the assumption that climate change training would consist of a 2-day course plus 2 days for curriculum and materials development (4 days total). Because laypersons were the target audience for the climate change module, the project decided that a short introductory module would be most appropriate. The project also decided that time invested by staff and</p>
	Actual	N/A	N/A	4.66	13	
	Results/Target	N/A	N/A	31%	65%	

INDICATOR		FY13	FY14	FY15	FY16	COMMENTS
						consultants to research and draft policy briefs would not be classified as “technical assistance.” So, although the number of person hours for this training was higher than expected (see Indicator 18 below), the project experienced underperformance of this indicator in FY15. Underachievement of the target in FY16 was due to the early termination of the contract.
18. Number of person hours of training completed in climate change as a result of U.S. government assistance	Target	N/A	N/A	300	300	This indicator was introduced in Year 3 to better reflect a recent allocation of funding from the Global Climate Change Initiative. The significant overperformance of this indicator in FY15 was a result of a much larger than expected audience (175 trainees). Underachievement of the target in FY16 was due to the early termination of the contract.
	Actual	N/A	N/A	770.875	200	
	Results/Target	N/A	N/A	257%	67%	
Outcome Indicators						
2. Quality of coordination between key Rwandan government partners, CSOs, and researchers (FY13) Number of women filing claims or grievances, and number having claims adjudicated in their favor (Custom; outcome indicator) (FY14)	Target	3.2	N/A	N/A	N/A	This indicator was designed to measure the quality of coordination among key actors in the land sector. The project collected baseline data in Year 1 through administration of a scorecard during the first annual NLRA workshop. Respondents were asked to rate each indicator on a scale of 1 to 5, with 1 indicating “very low” and 5 indicating “very high. The Year 1 data collection exercise revealed a baseline score of 2.9; a target of 3.2 (representing a 10% increase) was set. This target was to be evaluated through a similar survey collection exercise during the second annual NLRA conference. During Year 2, the project M&E Plan was revised to better align to newly earmarked funding. Thus, to better align with Women, Peace, and Security funding, Indicator 2 was modified to capture the number of women who had filed claims and the number of women who had those claims adjudicated in their favor. Shortly thereafter, Indicator 2 was removed following a data quality assessment by the project with partner Haguruka, which was responsible for collecting the data. The decision was based on challenges Haguruka faced to collect timely, accurate data to populate the indicator and programmatic shifts anticipated to reduce Haguruka’s legal representation services.
	Actual	N/A	N/A	N/A	N/A	
	Results/Target	N/A	N/A	N/A	N/A	
3. Percent of women and men in target districts who report that changes in land-related policies and laws have reduced their vulnerability (e.g., to	Target	N/A	N/A	75% (17%)	N/A	The project was unable to collect baseline data for this indicator prior to Year 2 due to strained relationships with government counterparts. The baseline data collected for Indicator 3 at the end of Year 2 suggests that the resilience of Rwandan citizens is notably high. The indicator was established through administration of a survey to 200 households in Burera, Nyabihu, Gisagara, and
	Actual	N/A	N/A	76% (16%)	N/A	
	Results/Target	N/A	N/A	101%	N/A	

INDICATOR		FY13	FY14	FY15	FY16	COMMENTS
dispossession from their land, encroachment, fluctuations in market prices, droughts, and crop diseases)						Kayonza. The project will not be able to collect end line data for this indicator because it is ending earlier than anticipated.
6. Percent of project-supported research used by policymakers in making land-related decisions (FY13) Number of individuals from CSOs/research institutions demonstrating increased capacity to carry out rigorous empirical research on land-related issues (FY14-FY16)	Target	30%	N/A	14	15	This indicator was initially designed to measure the use of project-supported research in decision-making. The baseline was assumed to be "0" because no project-supported research was generated prior to startup, and a target of 30% was set. However, by the end of FY13, no progress had been made on this indicator given significant delays in initiating project-supported research. The project also experienced difficulties in being able to publish project-funded research given strained relations with the government. As a result, in FY14 this indicator was modified to better assess the project's contributions to capacity building in the areas of research, communications, and legal assistance/ administration of the land law. Significant overachievement in FY15 under this new indicator reflects the project underestimating the gains in capacity that it would realize through training and technical assistance. Nevertheless, the FY15 achievement for this indicator reflects important changes in capacity before and directly after a related training intervention. Unfortunately, with the early termination of the contract, the project was unable to collect endline data for this indicator.
	Actual	N/A	N/A	21	0	
	Results/Target	N/A	N/A	150%	0	
8. Score on Human and Institutional Capacity Development self-assessment of capacity of CSOs and research institutions (FY13) Numbers of policies/regulations/administrative procedures analyzed as a result of U.S. government assistance (FY14-FY16)	Target	4.1	5	4	3	This indicator was designed to measure the institutional capacity of CSOs and research institutions. Baseline data collection in FY13 showed that most considered themselves as having a moderate degree of capacity, with an average score of 3.6. A target of 4.1, a 15% increase over baseline, was set. This indicator was later changed to track the number of policies/regulations/administrative procedures analyzed by the project to better align with a recent Feed the Future earmark. The project has since contributed to the drafting and/or review of 17 legal instruments.
	Actual	N/A	7	4	6	
	Results/Target	N/A	140%	100%	200%	

INDICATOR		FY13	FY14	FY15	FY16	COMMENTS
10. Number of CSOs receiving U.S. government assistance engaged in advocacy	Target	N/A	3	4	4	The project has worked extensively with CSOs in land research, communications, advocacy, and organizational development, contributing to significant achievements under this indicator. Organizations that have benefited from project support include Haguruka, CRAFT, INES, the University of Rwanda, Radio Ishingiro, LAF, and ILPD. Unfortunately, with the early termination of the contract, the project was only able to achieve 75% of the FY16 target for this indicator.
	Actual	N/A	4	6	3	
	Results/Target	N/A	133%	150%	75%	
11. Quality of land-related dispute decisions by judicial system (FY13) Number of CSOs, research institutions, and government institutions demonstrating increased capacity in communications and/or evidence-based advocacy on land issues and policy (FY14-FY16)	Target	N/A	N/A	5	5	This indicator was designed to measure the project's support to the judicial system. This necessitated collaboration with the Ministry of Justice, but delays in signing an MOU meant no progress was made in FY13. In FY14, this indicator was revised to enable the project to better assess its contributions to capacity building in research, communications, and legal assistance/administration of the land law. Significant overachievement in FY15 under this new indicator reflects the project underestimating the gains in capacity it would realize by supporting Radio Ishingiro through the communications campaign on gender-equal land rights. Nevertheless, the FY15 achievement for this indicator reflects important changes in capacity before and directly after a related project intervention. Unfortunately, with the early termination of the contract, the project was unable to collect endline data for this indicator.
	Actual	N/A	N/A	7	0	
	Results/Target	N/A	N/A	140%	0	
12. Percent of target population (women and men) who demonstrate improved understanding of the land law and their rights	Target	N/A	93%	N/A	N/A	The project was unable to collect baseline data for this indicator prior to Year 2 due to strained relationships with government counterparts. The baseline data collected for Indicator 12 at the end of Year 2 suggests that knowledge of the key facets of the law is quite low, with only 30% of the respondents submitting correct answers to 60% or more of the questions. The baseline was established through administration of a survey to 200 households in Burera, Nyabihu, Gisagara, and Kayonza. The project will not be able to collect end line data for this indicator because it is ending earlier than anticipated.
	Actual	N/A	87%	N/A	N/A	
	Results/Target	N/A	94%	N/A	N/A	

INDICATOR		FY13	FY14	FY15	FY16	COMMENTS
14. Percent of those using <i>abunzi</i> services satisfied with the process and the outcome (FY13) Number of individuals from CSOs and government institutions demonstrating increased capacity to impart high-quality land-related legal assistance (FY14-FY16)	Target	N/A	12	60	60	This indicator was designed to measure the project's support to the judicial system. This necessitated collaboration with the Ministry of Justice, but delays in signing an MOU meant no progress was made in FY13. In FY14, this indicator was revised to enable the project to better assess its contributions to capacity building in research, communications, and legal assistance/administration of the land law. Significant overachievement in FY14 and FY15 under this new indicator reflects the project underestimating of the gains in capacity it would realize through its training and technical assistance. Nevertheless, these achievements for this indicator reflect important changes in capacity before and directly after a related training intervention.
	Actual	N/A	40	80	56	
	Results/Target	N/A	333%	133%	93%	
16. Number of institutions with improved capacity to address climate change issues as a result of U.S. government assistance	Target	N/A	N/A	3	3	This indicator was introduced in Year 3 to better reflect the recent allocation of funding from the Global Climate Change Initiative. Significant overachievement in FY15 under this new indicator reflects the project underestimating the gains in capacity it would realize through its training and technical assistance. Nevertheless, the FY15 achievement for this indicator reflects important changes in capacity before and directly after a related training intervention. Unfortunately, with the early termination of the contract, the project was unable to meet the FY16 target for this indicator.
	Actual	N/A	N/A	23	1	
	Results/Target	N/A	N/A	767%	33%	

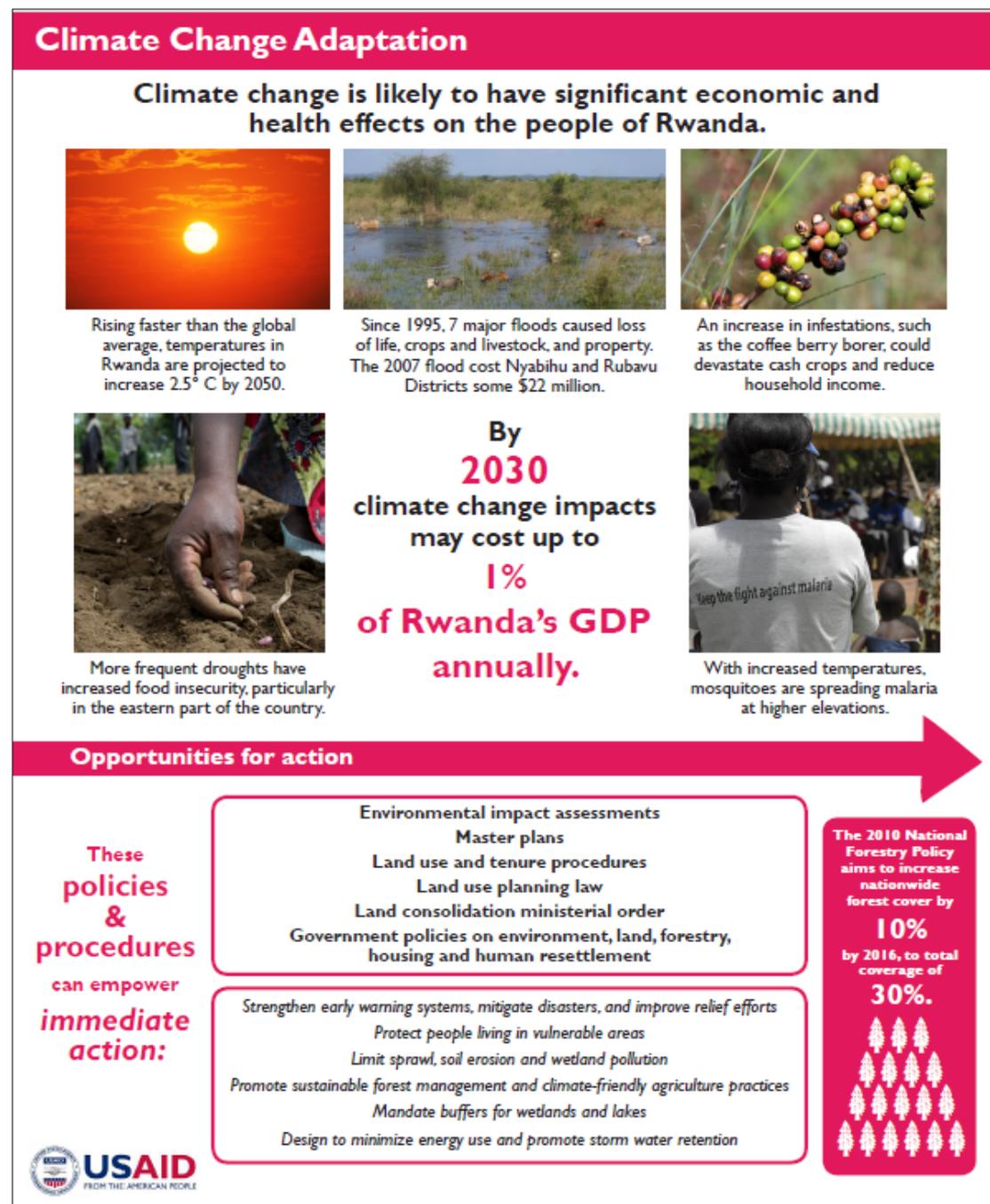
ANNEX B. INDEX OF ALL REPORTS AND INFORMATION PRODUCTS

DOCUMENT NUMBER	REPORT TITLE	DATE PUBLISHED
FINAL REPORT		
1.	LAND Project Final Report	August 2016
WORK PLANS		
1.	Year 1 work plan	August 2012
2.	Year 2 work plan	December 2013
3.	Year 3 work plan	June 2014
4.	Year 4 work plan	July 2015
5.	Revised year 4 work plan	March 2016
ANNUAL REPORTS		
1.	LAND Project Y1 Annual Progress Report	July 2013
2.	LAND Project Y2 Annual Progress Report	July 2014
3.	LAND Project Y3 Annual Progress Report	July 2015
QUARTERLY REPORTS		
1.	LAND Project Y1 Q1 Quarterly Progress Report	July 2012
2.	LAND Project Y1 Q2 Quarterly Progress Report	October 2012
3.	LAND Project Y1 Q3 Quarterly Progress Report	January 2013
4.	LAND Project Y1 Q4 Quarterly Progress Report	April 2013
5.	LAND Project Y2 Q1 Quarterly Progress Report	July 2013
6.	LAND Project Y2 Q2 Quarterly Progress Report	October 2013
7.	LAND Project Y2 Q3 Quarterly Progress Report	January 2014
8.	LAND Project Y2 Q4 Quarterly Progress Report	April 2014
9.	LAND Project Y3 Q1 Quarterly Progress Report	July 2014
10.	LAND Project Y3 Q2 Quarterly Progress Report	October 2014
11.	LAND Project Y3 Q3 Quarterly Progress Report	January 2015
12.	LAND Project Y3 Q4 Quarterly Progress Report	April 2015
13.	LAND Project Y4 Q1 Quarterly Progress Report	July 2015
14.	LAND Project Y4 Q2 Quarterly Progress Report	October 2015
15.	LAND Project Y4 Q3 Quarterly Progress Report	January 2016
16.	LAND Project Y4 Q4 Quarterly Progress Report	April 2016
TECHNICAL OR SECTOR ASSESSMENT REPORTS		
1.	Performance Management Plan	August 2012
2.	Communications and Advocacy Assessment	September 2012
3.	Abunzi Capacity Assessment Report	October 2012
4.	Assessment of Land Research Capabilities in Rwanda	February 2013
5.	Legal Research Capabilities Assessment: Assessment of the Legal Research Capacity of Defense Lawyers and Legal Aid Providers	June 2013
6.	Analysis of Data from Rwanda's Land Administration and Information System	January 2014
7.	Assessment of the Legal Framework Governing Gender and Property Rights in Rwanda	January 2014

DOCUMENT NUMBER	REPORT TITLE	DATE PUBLISHED
8.	Review of the Draft Law Relating to Expropriation in the Public Interest	March 2014
9.	Review of Draft Ministerial Order Relating to Land Registration	April 2014
10.	Securing the Public's Investment: A communications Strategy for Promoting Understanding and Confidence in Land Reform in Rwanda	May 2014
11.	The Gendered Nature of Land and Property Rights in Post-Reform Rwanda	June 2014
12.	Review of the Draft Law Relating to the Land Surveying Profession in Rwanda and Revised Draft Law	July 2014
13.	Draft Prime Ministerial Order on Modalities for the Use, Development, and Management of Swamp Land in Rwanda	July 2014
14.	Final Report on the Design of an Electronic Dispute Database for Rwanda Natural Resources Authority (RNRA)	July 2014
15.	Review of Rwanda's Legal Framework for Land in Relation to the Framework and Guidelines for Land Policy in Africa	August 2014
16.	Annotated Draft Ministerial Order on Assignment of Land in Rwanda	August 2014
17.	Annotated Draft Presidential Order on Allocation and Leasing of Land in Rwanda	September 2014
18.	Assessment of the Economic, Social, and Environmental Impacts of the Land Use Consolidation Component of the Crop Intensification Program in Rwanda	October 2014
19.	Land Rights and Land Laws of Rwanda: A Paralegal Handbook	October 2014
20.	Portal Launch: Development of a National Land Use Planning Portal (NLUPP) for Rwanda Natural Resources Authority / Department of Lands and Mapping	December 2014
21.	Report on Qualitative Research: Implementation of Rwanda's Expropriation Law and Outcomes on the Population	February 2015
22.	An Assessment and Plan for a Comprehensive Review of Rwanda's 2004 National Land Policy	July 2015
23.	The Implementation of Rwanda's Expropriation Law an Outcomes on the Population	July 2015
24.	Study on Access to Land Tenure Administration System and the Outcomes of the System on Ordinary Citizens	July 2015
25.	Final Report: The Impact of Gendered Legal Rights to Land on the Prevalence and Nature of Intra- and Inter-household Disputes	September 2015
26.	Final Narrative and Evaluation Report: Communications Campaign on Gendered Land Rights	October 2015
27.	Land Capacity Building Working Group Report	December 2015
28.	Survey Report: A follow up assessment of citizens' vulnerability and their knowledge of land laws in Rwanda	December 2015
29.	An Assessment of Primary Court Judgments and MAJ Legal Guidance	May 2016
POLICY RESEARCH BRIEFS		
1.	Policy Research Brief No 1- Contested Claims over Protected Area Resources in Rwanda	March 2014
2.	Policy Research Brief No 2- Implementation of the Expropriation Law in Rwanda	May 2014
3.	Policy Research Brief No 3- Land Tenure Reform and Local Government Revenues in Rwanda	December 2014

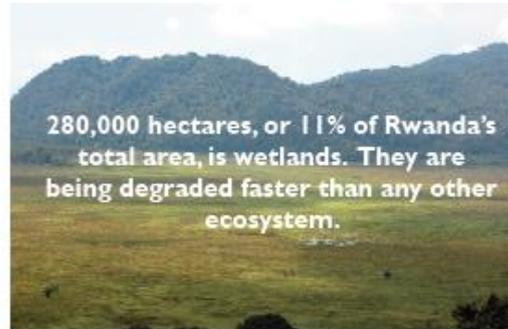
DOCUMENT NUMBER	REPORT TITLE	DATE PUBLISHED
4.	Policy Research Brief No 4- Climate Change Adaptation within Land Use and Tenure Reforms in Rwanda	June 2015
5.	Policy Research Brief No 5- The Impact of Gendered Legal Rights to Land of the Prevalence and nature of intra- and inter-household disputes	August 2015
6.	Policy Research Brief No 6- Balancing Wetland Sustainable Use and Protection Through Policy in Rwanda	September 2015
7.	Policy Research Brief No 7- The Rights of Women in De Facto Unions to Land and Property	March 2016
8.	Policy Research Brief No 8- Implementation and Outcomes of Restrictions on Agricultural Land Subdivision: An Investigation of Article 30 of the 2013 Land Law	June 2016
CONFERENCE OR WORKSHOP PROCEEDINGS		
1.	First Annual NLRA Workshop Proceedings	October 2012
2.	Report on the Training on Legal Framework Governing Land in Rwanda	June 2013
3.	Second Annual NLRA Workshop Proceedings	March 2014
4.	Proceedings on a National Research Forum to Present Findings on Urban Land Markets and on Gender and Land Rights	June 2014
5.	Communications Capacity Building Workshop Training Proceedings Report	November 2014
6.	Proceedings Report: District Land Officer and Professional In Charge of Land Administration Training on Legal Framework Governing Land	December 2014
7.	Proceedings Report: Forum to Present Research Findings on the Socioeconomic and Environmental Impacts of the Land Use Consolidation Program in Rwanda	December 2014
8.	Third Annual NLRA Workshop Proceedings	February 2015
9.	Training of Haguruka Lawyers and Paralegals, National Women Council Volunteers, and Craft Member Lawyers on the Legal Framework Governing Land and Climate Change Adaptation	May 2015
10.	Proceedings Report: National Stakeholder Forum, Study on Access to Land Tenure Administration System in Rwanda and the Impacts of the System on Ordinary Citizens	June 2015
11.	Report on District Information Sessions: Implementation of Rwanda's Expropriation Law and Outcomes on the Population	July 2015
12.	Report on National Workshop: Implementation of Rwanda Expropriation Law and Outcomes on the Population, The Impacts of Gendered Legal Rights to Land on the Prevalence and Nature of Inter-and Intra-household disputes	September 2015
13.	Proceedings Report: Training of MAJ Assistance Providers and Primary Court Judges on Gendered Legal Framework Applied to Land Issues	May 2016

ANNEX C. INFOGRAPHICS



Sustainable wetlands management: an opportunity for climate action

Why wetlands matter



As Rwanda formalizes sustainable wetlands management, leaders can balance human land use needs with wetlands protection by addressing these issues:

- Strong monitoring and enforcement of sustainable wetlands use
- Fair, consistent user system with incentives for protection and penalties for degradation
- Financing of wetlands management through lease fees and penalties
- Established rights for existing users
- Wetlands classification and standard definitions across official languages
- Clear competitive bidding and open proposal processes
- Established wetlands values based on productivity, tourism and ecological benefits
- User and public engagement in wetlands management
- Consideration of community impact
- Integration of local knowledge



Ideas for strengthening the national response

- **High-level coordination:** unite ministries in a climate change taskforce
- **Data for decision making:** empower agriculturalists, foresters, planners and other land use managers with information packaged in accessible, usable formats
- **Guaranteed resources:** dedicate national and district resources to climate change and disaster mitigation/management. Fund adaptation projects.
- **Improved planning:** integrate climate projections and map vulnerable areas
- **Public engagement:** promote climate adaptation and disaster preparedness

This document is based on two briefs, *Climate Change Adaptation within Land Use and Tenure Reforms in Rwanda* and *Balancing Wetland Sustainable Use and Protection through Policy in Rwanda*, both produced by the United States Agency for International Development (USAID) Rwanda Land Project. Download these reports at www.rwandaland.org.

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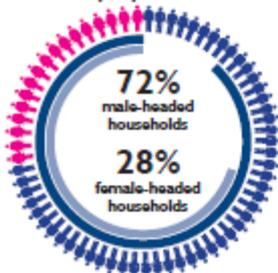
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Land Expropriation

Land Expropriation: Lessons Learned to Date

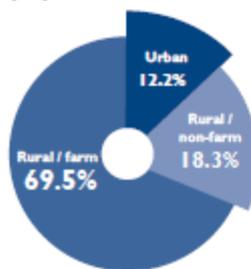
To promote economic development and reduce poverty, the Government of Rwanda has used expropriation as a tool to implement land use master plans and build roads, dams, and other infrastructure. Since 2007, some 30,050 properties have been expropriated.

Whose land has been expropriated?



- Nearly 88% have a primary school education or less.
- Nearly 70% earn most of their income from farming.

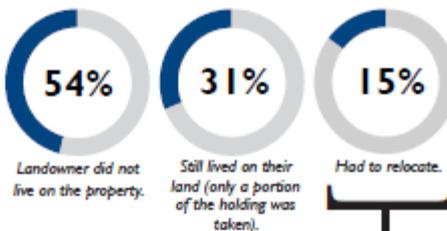
Surprisingly, most expropriations are in rural areas



Expropriation is used mostly for infrastructure projects



Most expropriations did not require households to relocate:



TRUE or FALSE?

Expropriation forced some farmers into cities, depriving them of their livelihood and plunging them into poverty.

FALSE

According to the data, 71% of relocated rural/farm dwellers remained in rural areas and 25% moved to villages. Only 4% moved to urban areas.

In surveys and interviews, officials and expropriated families highlighted concerns:

Many say compensation takes too long.

Since 2007, the average time from valuation to compensation was 16 months. But in 2014, the speed of payouts improved dramatically, to about 87 days—well under the 120-day period required by law.

Some cite abuse of the system.

Some people said that private, for-profit projects get preferential treatment by being determined to be in the "public interest" or justified as a part of a master plan.

Unfair valuation was the most common complaint.

More than 80% of expropriated households said their valuation was below market value, but many cannot afford a counter-valuation. Others fear losing an appeal.

Expropriated households have lost income.

77% said their income dropped significantly, typically about one-third.

Roles, responsibilities and coordination are not clear.

Expropriating entities were not sure when, where, how, and why to involve the public. Often, they expect local officials to communicate with landowners.

District and local officials said they do not receive up-to-date information to share.

Expropriated households are sometimes left without a sense of what will happen to them.



What can we do to refine the process?

Many Rwandans—including some who have lost land—support expropriation as a means to further development and growth. However, changes to policy and practice can make the process more fair.

Planning & valuation

- Use independent valuers such as IRPV to assess compensation based on fair market value.
- Assess socioeconomic consequences of expropriation as part of the planning process.
- Clarify and follow project timelines, and share information with the public.
- Streamline payments and compensation procedures.
- Allocate sufficient budgets for expropriation before projects start.

Notice procedures

- Provide personalized notice planning process to expropriated households well in advance.
- Increase opportunities for public participation in expropriation decisions.
- Ensure all owners of jointly held property are involved in every stage.

Transparency & accountability

- Ensure households targeted for expropriation know their rights to appeal or seek counter valuations.
- Make studies on expropriation available for public review and comment.
- Build capacity of local authorities to support community interests in the expropriation process.

Harm to expropriated households

- Provide compensation for relocation expenses where applicable.
- Reduce unnecessary limitations on improvements to land scheduled for expropriation.
- Promote alternatives to expropriation.
- Empower local authorities to represent the best interests of their constituents; eliminate conflicts of interest.

Legal reforms

- Narrow the scope of expropriation in “public interest” to exclude private investments that support master plans.
- Compensate according to current market prices; support IRPV to produce an annual list of property values and prices.
- Repeal the provision allowing non-payment for small takings.
- Ensure road-widening projects include compensation for expropriated land.
- Clarify institutional roles and responsibilities in the law, including the need for a national coordinating body.

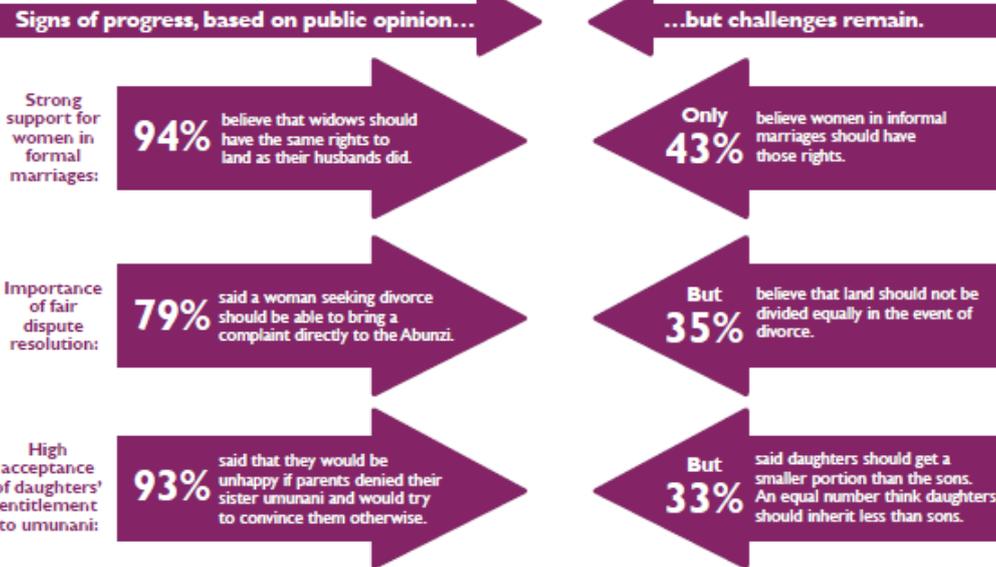
This document is based on: 1) *Implementation of Rwanda’s Expropriation Law and Outcomes on the Population*, a research report released August 2015 by the United States Agency for International Development (USAID) Rwanda Land Project with the Legal Aid Forum, and 2) *Implementation of Expropriation Law in Rwanda: Challenges and Ways Forward*, a research brief released April 2015 by USAID Rwanda Land Project. Download these reports at www.rwandaland.org.

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Gendered Land Rights

Equality for women and men under the law

Land reform in Rwanda catalyzed a major increase in women's ownership of land. And while gendered land rights are enshrined in law, public acceptance of those rights is uneven. Here's a look at recent research:



"Most of the time women fear to report [gender-based] violence because they think that they may face more problems or simply because others tell them that culturally, the way households are best managed is when nobody talks: *niko zubakwa*."
Focus group participant, Gisozi, 2015

"Unless men can be persuaded of the justness of gender equality, so that they embrace gendered land rights as 'good for the community as a whole' rather than as a threat, women will likely continue to struggle to realize their rights."
Institute of Legal Practice and Development report, September 2015

Who is most vulnerable?

<p>Women in informal marriages, who are not protected under the law.</p>  <p>38% of those surveyed said these women have to rely on "moral authority" over their children to retain land after her husband dies.</p>	<p>Women facing violence in their family.</p>  <p>Among disputes involving women, 25% said that the dispute resulted in verbal abuse, physical violence and/or death threats.</p>
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Strengthening the system for the benefit of all



National sensitization

Continue nationwide education and awareness-building to promote acceptance of women's land rights and eliminate violence toward those who seek them.

Equality under the law

Revise the draft Succession law to recognize the property rights of informally married couples, clarify the rights of all widows on inheritance, and ensure fair treatment of divorced women.

Women's leadership

Support skill-based trainings for women on how to communicate effectively, negotiate in the household, and be leaders in their communities.

Dispute resolution

Improve women's access to fair dispute resolution mechanisms, such as allowing women to bypass families and bring complaints directly to local authorities.

Reduce violence

Build the skills of Abunzi, local authorities and lower tiers of the courts to counsel disputing parties against gender-based violence as part of the resolution process.

This document is based on three research reports produced by the United States Agency for International Development (USAID) Rwanda Land Project together with partners including the Institute of Legal Practice and Development and Radio Ishingiro. Download these reports at www.rwandaland.org.

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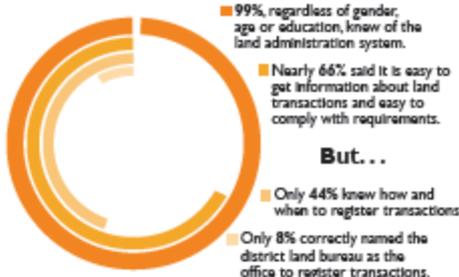
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Photo by Georgina Goodwin, Hand in Hand International / CC BY 2.0

Land Tenure Administration

Land tenure administration: progress and challenges

Over the last decade, Rwanda has reformed governance of its land sector. This fact sheet, based on a survey of nearly 2,000 citizens and interviews with leaders in and outside government, provides a snapshot of how land tenure administration is working.

Citizen awareness



Access to services



Fixed fee for registration:
27,000 Rwf



On top of registration fees, landowners incur transportation and other transaction costs.

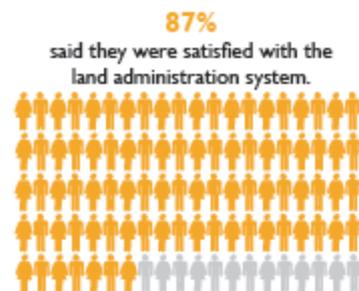
	Transportation costs	Other costs
Western Province	5,844	4,995
Northern Province	8,888	9,634
Eastern Province	11,645	12,650
Kigali City	9,393	28,667
Southern Province	31,525	18,667

Corruption?

Some landowners were asked to pay a "fee" to expedite registration.

Steps toward a stronger system

- Replace fixed transaction fee with cost systems based on 1) size and value of land and 2) non-market transfers such as inheritance, gift and umunani.
- Monitor activity to see if land transactions increase.
- Incentivize residential landowners to register property by lowering transaction and lease fees.
- Investigate allegations of illegal expediting fees.
- Reduce the time it takes to process transactions.
- Complete hiring and training of sector land managers.
- Educate public on registration procedures through community meetings; train district/sector land managers on outreach.



More feedback on progress toward implementing the land tenure administration system...

Access to credit

Land certificates have not been a major factor in facilitating access to credit:



said they had used a land certificate as collateral for a loan.

QUESTION:

Who is most likely to register titles?

ANSWER:

Females, young landowners, and people with high income and large property.

Land markets

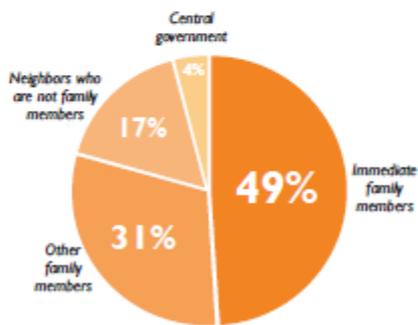
Land markets have become more active after the issuance of land certificates.



said land certificates made transactions easier. But an equal number think restrictions on land subdivision hinder land market activities.

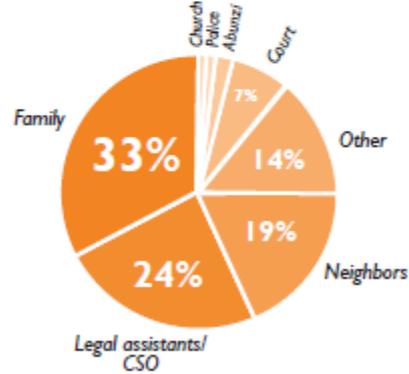
Land disputes

The majority of land disputes occur within families.



According to the survey, men prefer to resolve disputes within the family. Women prefer to use an institution outside the family. Overall, 62% said they were satisfied with family mediation.

Where did citizens turn for help in resolving land disputes?



96% of Abunzi (local mediators) said that land title certificates and boundary demarcation have helped resolve land disputes resolution.

This document is based on the report *Access to the Land Tenure Administration System in Rwanda and Outcomes of the System on Ordinary Citizens*, produced by the United States Agency for International Development (USAID) Rwanda Land Project with INES Ruhengeri. Download the report at www.rwandaland.org.

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Land Revenues

Improving land-based revenue collection: A catalyst to economic growth and development



Number of parcels subject to tax and lease fees: **1,545,105** or **15%** of all registered parcels.

Under the 2004 national land policy, the government introduced a system for generating revenues to sustain land administration and support Rwanda's development. Revenues have been rising, but as with any new process, challenges are inevitable. Here's information based on recent research:

Most districts lack data on taxable parcels and the fees due, as well as management tools to track land-related income by source and type of service.

Some district officials do not know which properties are subject to the fixed asset tax or how to apply the legal rate structure.

Some parcels are still registered incorrectly (e.g., residential, agricultural or commercial).

Inaccurate property valuations are leading to inaccurate tax assessments.

Reassignment of RRA to collect revenues has increased collections, but hindered district capacity to take on the task.

Some people are unclear about land revenue, especially lease fees.

I don't understand why I have to pay it.

Land lease fees are unfair given the high cost of living.

Lease fees were not mentioned during the land registration campaign. I feel tricked.

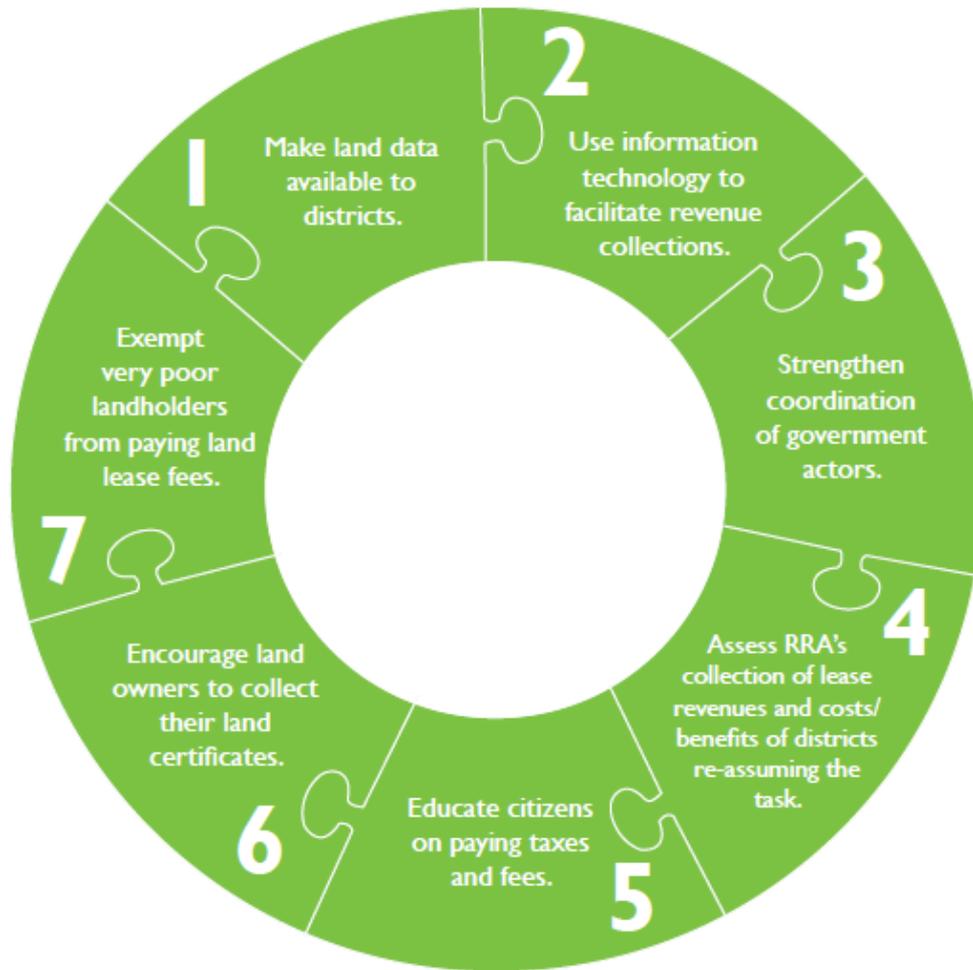
Lease fees should only apply to commercial land.

Sometimes we feel they want us to fail to pay so they can give out our land to investors.



What can we do to unlock the potential of land revenues?

We have a lot of opportunities to strengthen the system and improve results.



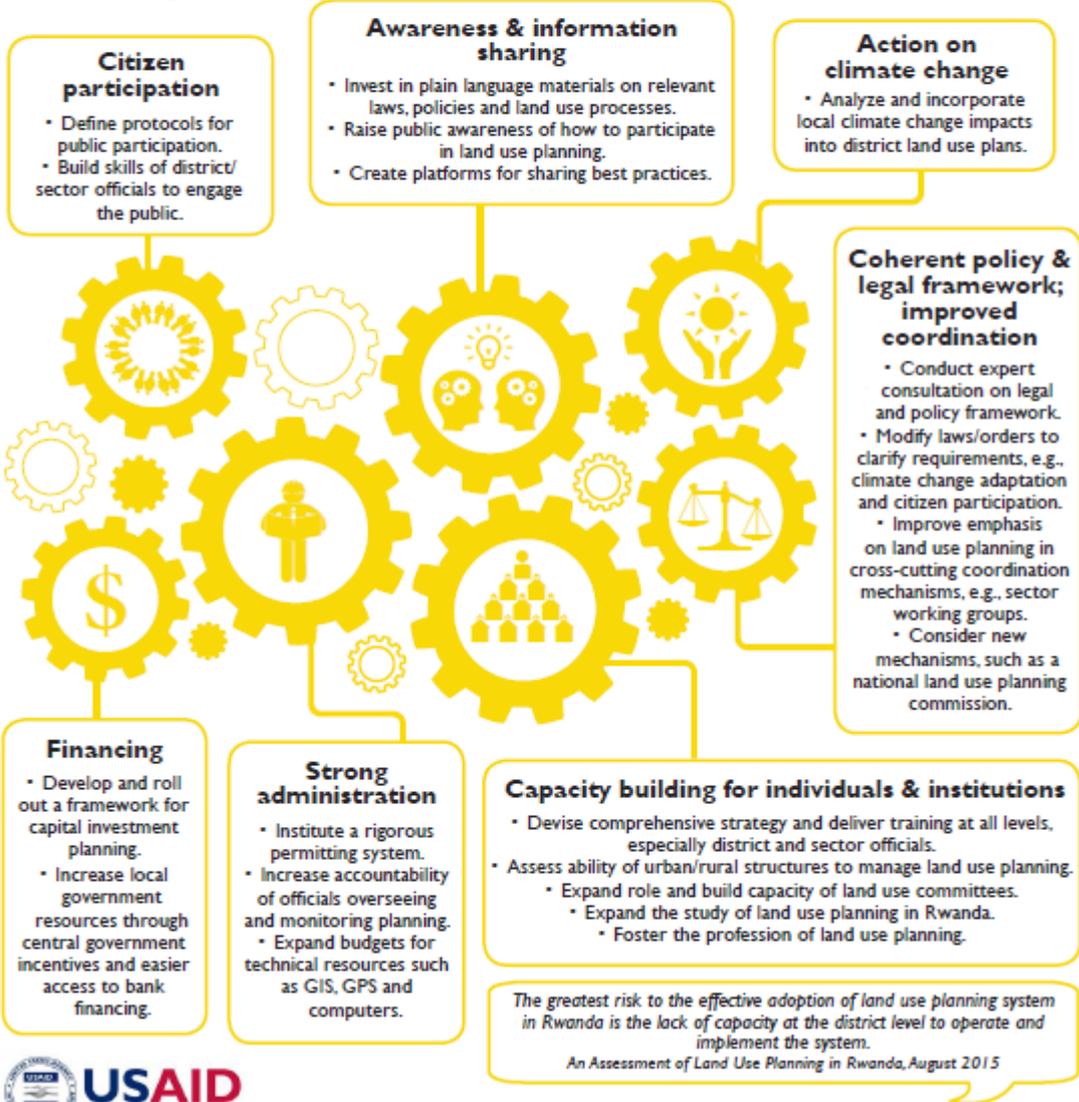
This document summarizes *Land Tenure Reform and Local Government Revenues in Rwanda*, a research brief produced by the United States Agency for International Development (USAID) Rwanda Land Project. The content is based on a review of existing studies, the legal framework and key informant interviews. To read the full brief, visit www.rwandaland.org

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Land Use Planning

In Rwanda, the strategic use of land is critical to economic and social growth. To support effective land use planning, recent research recommends: 1) strengthening the legal/policy framework and coordination mechanisms, 2) improving the development and implementation of land use plans, and 3) increasing the capacity of institutions, officials and citizens to manage the process.

"Development planning shall be integrated, participatory, evidence-based, and focused on addressing the priority needs of citizens, taking into consideration the overall national development vision and constraints of the resource envelope. As much as possible, national plans shall be composites of local development plans that are regularly prepared."
National Decentralization Policy (Revised)



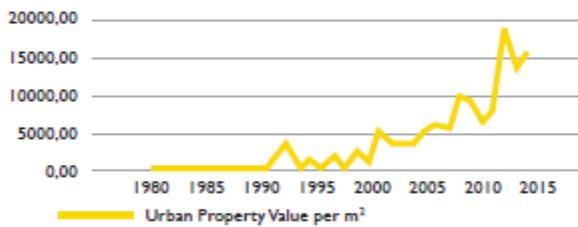
Effective planning requires coordination and leadership of government and non-government actors, including the following:

MINIRENA REMA NGOs Institute of Planners
 District governments MININFRA RHA MINECOFIN
 MIFOTRA RALGA RNRA MINILOC Universities

Land use planning has had a significant influence on the market trends in Rwanda's urban areas.

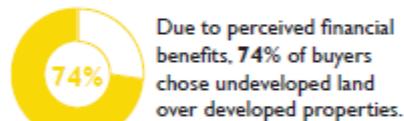
Zoned areas are associated with better safety, property title registration, value/price per m² of properties, more desirable types of property, shorter distances to primary and secondary schools and all weather roads, and higher education levels. Since 1998, property sales have been highest in zoned areas. However, zoned areas typically exclude the poor. To provide for their needs, zoning and master plans need to include affordable housing and subsidy schemes.

After 2005, urban property values rose sharply, dipped in 2009/2010 and 2012, and started rising again after that. Urbanization, income growth and changes in urban land policies and planning regulations influence the volatility of prices.



Ownership & Price Trends

In urban areas, **69% own homes; 28% rent.**



Due to perceived financial benefits, 74% of buyers chose undeveloped land over developed properties.

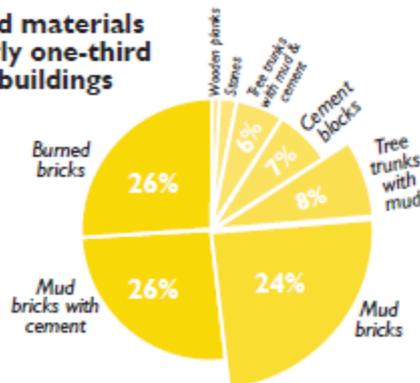


85% of urban dwellers who own properties did not use mortgages to buy them.

Urban areas with the most expensive properties, in order:

- Kigali City**
- Rubavu**
- Rusizi**
- Musanze**
- Muhanga**

Substandard materials used in nearly one-third of urban buildings



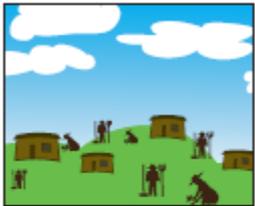
This document is based on 1) *An Assessment of Land Use Planning in Rwanda* (August 2015), produced by the United States Agency for International Development (USAID) Rwanda Land Project, and 2) *Land Market Values, Urban Land Policies, and their Impacts in Urban Centers of Rwanda*, by Land Project and Institut d'Enseignement Supérieur (INES) - Ruhengeri. Download these research reports at www.rwandaland.org.

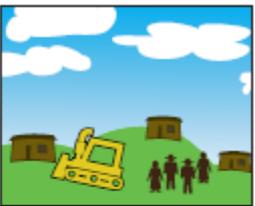
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ANNEX D. EXPROPRIATIONS CAMPAIGN MATERIALS

Are you a landowner affected by expropriation? Take a moment to understand your rights.

Expropriation is a legal tool that the government uses to make land available for roads, dams, water and sanitation systems, business facilities, government buildings and other infrastructure. This development is meant to promote economic growth and reduce poverty.






The law says that expropriations must be in the



public interest.

That means expropriations should be for the



good of the country and the community.

If you are affected by an expropriation, you have rights at every step of the process...

Rights to information



Government must provide you with information **before** an expropriation project is approved.



Once government approves an expropriation, it must be announced through radio and newspaper.



Within 15 days, government must post a list of affected landowners in the relevant District, Sector and Cell offices.

Rights to appeal



You may apply for a review within 15 days if 1) you were included on the list of affected landowners, but **will not** be affected or 2) were left off the list, but **will be** affected.



Within 30 days of an expropriation being approved, you may appeal the approval in writing with an explanation of your position.



The government must decide on your appeal within 30 days of receiving it.

Fair compensation

If your land is expropriated, you have a right to fair compensation.



A certified valuer determines the amount you will be compensated.



You may contest the assessed value, but you must pay for a counter-assessment.



Compensation may be in cash or in another form agreed upon by you and the expropriator.



Once you and the expropriating agency agree on compensation, payment must be made within 120 days, unless you have made an arrangement with the expropriator. If not, the expropriation is invalid.

Need more information?

Visit your local cell office or call the Legal Aid Forum Hotlines: 1022.

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USAID

FROM THE AMERICAN PEOPLE

People affected by expropriation have rights...



Rights to information

The law states that people affected by an expropriation are entitled to information at several steps in the process.

For example:

The agency proposing the expropriation is required to sensitize people about the project before it is approved by the government.

The approval of an expropriation must be publicized on radio and in a newspaper.

Within 15 days, the list of affected landowners must be posted in the District, Sector, and Cell where the expropriation will take place.



Rights to appeal

People affected by expropriation may object to aspects of the expropriation process.

For example:

People may request a review of the list of affected landowners within 15 days of its publication. They include 1) people who were included on the list, but aren't affected by the expropriation, and 2) those who were not included, but will be affected.

If an expropriation is approved, anyone affected may appeal within 30 days to the institution directly higher than the expropriating institution. The appeal must be in writing with an explanation of the objection.

The institution must decide on the appeal within 30 days of receiving it.



Rights to fair compensation

A central aspect of the law is that people must receive fair compensation within 120 days of the approval of an expropriation.

Here is how the compensation process works:

Compensation may be money or another asset agreed to by the landowner and the expropriator.

The basis for fair compensation is the value of the land, activities carried out on the land and the disruption caused by the expropriation equivalent to 5% of the value of the expropriated property.

The value should be determined by a valuer certified by the Institute of Real Property Valuers.

The landowner has a right to contest the assessed value, but he/she must pay for a counter-assessment.

Once the landowner and expropriating agency agree on compensation, compensation must be delivered within 120 days. If not, the expropriation becomes invalid.

Who does what?

In an expropriation process, the responsible government agency varies depending on the scope of the project. For example, an expropriation within a district is supervised by a district committee, while projects that involve more than one district are supervised by a national ministry or quasi-state agency. Expropriations within the city of Kigali that involve more than one district are supervised by a City of Kigali committee.



Who determines the public interest?

The Executive Committee at the District level, the City of Kigali, or the relevant ministry.

Who can propose an expropriation?

A government entity such as the District Executive Committee, the City of Kigali Executive Committee, or the ministry in charge of land.

Who approves the expropriation?

Depending on the scope of the project, the District Council, the Council of the City of Kigali, the Ministry in charge of land, or the Prime Minister's Office (for matters of national security and sovereignty).

Who would consider an appeal?

District level: Province government
Kigali City: Ministry of Local Government
Ministry: Prime Minister's Office



Who approves the list of people whose land will be appropriated?

The District Mayor, City of Kigali Mayor or relevant Minister.

If land has been expropriated, the landowner must stop using it 120 days after receiving compensation. For example, a farmer may cultivate crops that will be harvested within 120 days.

Hmm, may I plant my crops?

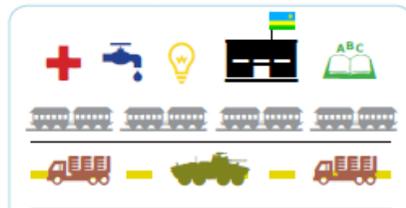
If property is jointly held, both owners are entitled to make decisions about the expropriation.



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Legal Aid Forum Hotline: 1022

Procedures for expropriations are set in the Law Relating to Expropriations in the Public Interest, passed in 2007 and amended in 2015. The law says that expropriations must be in the public interest with fair compensation to the people affected.

Projects the law considers in the public interest



Infrastructure



Environmental protection



Public space, cultural areas and memorial sites



Mineral and natural resources development

Three Things to Know about Expropriation



Expropriation is intended to help government develop the country. By law, expropriation projects must be in the public interest, meaning that they are for the well-being of the Rwandan people.



The government authorities responsible for decision-making and supervision of expropriation projects vary depending on whether the action will affect landowners within one district, more than one district, or at national level.



People whose land will be expropriated are entitled to fair compensation. They also have legal rights, such as the right to information and the right to appeal decisions.

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Expropriation: A Guide to the Process

Expropriation is a legal tool used by government to acquire privately-owned land for projects in the public interest

– meaning they are for the good of the country



and the



community.



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