

Land Access and Participatory Territorial Development

**A research project supported by
DFID Central Research Department**

(Project R8736)

July 2004 – March 2007

FINAL TECHNICAL REPORT

Julian Quan
j.f.quan@gre.ac.uk

Natural Resources Institute, University of Greenwich, UK

Central Avenue, Chatham Maritime

Kent, ME4 4TB

United Kingdom

Tel. +44-1634880088

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1. Background Information

Title of Research Programme:	Land Access and Participatory Territorial Development
Reference Number:	R8376 (NRI: C1749)
Period covered by report:	July 2004 - March 2007
Project leader and institution:	Julian Quan Natural Resources Institute, University of Greenwich
Key partners:	<ul style="list-style-type: none"> • Geo-sciences Faculty UFBA (Universidade Federal da Bahia), Brazil • CETRA (Workers Studies and Support Centre) Fortaleza, Ceara, Brazil • Human Sciences Research Council, (HSRC), South Africa • Nkuzi Development Association, South Africa
Countries covered by research:	Focus countries: South Africa, Brazil; material from other countries covered in desk review

	Planned	Actual
Start Date:	1 st June 2004	31 st July 2004
End Date:	31 st July 2006	31 st March 2007
Total Cost:	£100,000	£100,000

2. Summary

This report summarises the main findings, outputs and lessons learnt from a policy oriented research project funded by DFID Central Research Department on the theme of land access and participatory territorial development in South Africa and Brazil. This project examined, by way of a series of case studies, and a broader analysis of conceptual and practical approaches, how sectoral policies for land access and agrarian development can be integrated into a dynamic and holistic approach to sustainable development with a territorial focus. The project reviewed the conceptual background to the notion of territorial development, drawing on a wide range of global literature, as well as assessing the changing policy and institutional contexts in the two focus countries, Brazil and South Africa, within which centrally managed programmes of agrarian reform and land access interact with decentralised planning and development. This was done by way of local partnerships in each country through which empirical case studies were organised, together with a series of workshops for researchers, practitioners and other stakeholders to debate findings and policy implications. The case studies were identified by local partners in consultation with government so as to examine the opportunities to link improved land access for the poor with efforts to develop dynamic, socially inclusive local economies. Specifically, the case studies focused on:

- Diverse and evolving patterns of land occupation by different social groups, including those resulting from land distribution programmes, and changing social and urban-rural patterns of social and economic geography
- the roles played by civil society participation and the opportunities for wider partnerships with public and private sectors in decentralised approaches in distinctive geographical areas
- Institutional configurations of different levels of government and their effectiveness in incorporating questions of land access and agrarian development by the poor change into decentralised cross-sectoral arrangements for management and planning.

The project also sought to consider the comparative features of different case studies so as to identify practical and policy lessons, their transferability between contexts, and potential wider applicability.

Case studies

South Africa

1. *Land redistribution at scale Elliot District, Eastern Cape* led by Dr Michael Aliber (Chief Research Specialist Integrated Rural and Regional Development) maliber@hsrc.ac.za Human Sciences Research Council (HSRC), 1, South Africa
2. *The area-based initiative in land reform Makhado District, Limpopo Province*, led by Marc Wegerif NKUZI Development Association, Polokwane, Limpopo, South Africa.

Brazil

1. *Land Access and Territorial Development in Médio Sao Francisco, Bahia* led by Prof Guiomar Germani, Geosciences Faculty UFBA (Federal University of Bahia) Salvador, Bahia guiomar@ufba.br
2. *Land Access and Territorial Development in Sertão Central and Sertão de Canindé, Ceara* . Prof José Levi Sampaio UFCE (Federal University of Ceara) Geography Department, in collaboration with Felipe Pinheiro felipe@cetra.org.br CETRA (Centro de Estudos do Trabalho e de Assessoria ao Trabalhador / Centre for Labour Studies and Workers' Technical Support, Fortaleza, Ceara.
3. *Land Access and Territorial Development in Sertão de Pajeu, Pernambuco*, coordinated by ASSOCENE, Recife

The partner organisations contributed the bulk of the research staff time required in managing fieldwork, data analysis and development of papers, also bringing local knowledge, and close links with government institutions and social movements at state level. The project contributed research costs including travel and subsistence expenses, bursaries for student participation, fieldwork, workshop and publication costs, in addition to management and backstopping for the whole process, and collaboration in writing up case study reports and dissemination products.

Outputs

The project produced a series of papers and dissemination products which are detailed below. These include two background reports based on the review of literature and concepts, five case study reports (two from South Africa and three from Brazil in Portuguese), a synthesis paper (early drafts of which were presented at international conferences and workshops during 2006) policy briefing documents for Brazil (produced in Portuguese and distributed locally on CD Rom together with the rest of the Brazilian material) and a background paper prepared for the World Bank 2008 World Development Report.

Background

Global context

The international focus on poverty reduction, linked to economic growth, coupled with institutional trends towards decentralization and devolution place increased responsibility on lower levels of government in developing countries to put in place strategies and partnerships to revitalise local and regional economies in socially inclusive ways, which generate sustainable economic opportunities for the poor. Rural development, however, has received relatively little investment compared to other sectors, although large numbers of poor people remain in and originate from rural areas. The contribution which rural economies can make to poverty reduction has in many ways been overlooked for a variety of reasons: an overriding emphasis on social sector investments including health and education (to ensure impact upon tangible poverty indicators prominent in the MDGs); the rapid pace of urbanisation and assumptions about the declining importance of agriculture; a history of costly but not demonstrably successful interventions in the rural sector; and the continuing priorities of crisis management and humanitarian intervention in countries suffering the effects of conflict and natural disasters.

In some regions, however - notably the poorer regions of Europe and across Latin America - new thinking about the role of rural areas and new approaches to rural development have emerged. These seek to address rural poverty and social exclusion by focussing on the role of local institutional frameworks in tackling the changing needs of rural areas, through promoting economic diversification, and the active development of market linkages across wider regions and with urban areas. These approaches, loosely referred to as *Rural Territorial Development (RTD)*, typically involve efforts to strengthen the social, cultural and economic identity and potential of rural areas. Typically this is approached via the development of participatory social networks involving the broad range of rural actors (including community and producer associations, civil society organisations, local government and private enterprise) as protagonists in building shared identity and prosperity building on their distinctive economic potential linked to the geographical, cultural and environmental features of rural territories. This approach contrasts with standardised Local Economic development (LED) approaches which emphasise partnerships between local government and then private sector, concentrating on urban areas and economic sectors and are more weakly contextualised from the social and environmental points of view.

The impasse in redistributive land reforms

Against this wider background, the origin and starting point for this work was the contemporary impasse in land reform programmes in laying the groundwork for more equitable patterns of rural economic growth and development in land unequal countries. This has included an ongoing controversy involving development agencies and civil society movements centring on traditional state led and more recent World Bank promoted market-assisted approaches to land transfers to the poor. In both South Africa and Brazil, land transfer programmes utilising each of these approaches to land redistribution have been found to be poorly linked integrated with broader support to rural development, being pursued in a centralised and de-contextualised ways, in which standardised methodologies are applied. It has been difficult to gain the collaboration of other sectoral programmes in putting in place the basic conditions for newly created agrarian settlements to survive and thrive, so that they can make sustainable contributions to local economies.

Emerging new territorial approaches to rural development

In this context the central policy issue to be addressed is how in practice sectoral policies and programmes (in this case for improved land access and agrarian development for the poor) can be integrated into more holistic strategies, so as to foster more dynamic and socially inclusive economic development in unequal countries, through a focus on specific geographical contexts, or *territories*. The notion of *territory* as developed and applied in development programmes in Latin America and parts of Europe is characterised by the socio-cultural identification of populations and development actors within more-or-less bounded space, and frequently by characteristic market, institutional, social and political networks, and biophysical environments. Territorial development approaches propose policies and action programmes to enable practical integration and management of diverse sectoral policies and programmes within a common framework for rural-urban development, involving strengthened horizontal coordination, social and institutional networks and social accountability, to enable context specific partnerships between government, civil society and private sector.

Stakeholder interest in each country

The project emerged out of dialogue between the World Bank, DFID and other donors on land policy during the 2000 - 2003 period, and the recognition that while

redistributive land reforms were reaching an impasse and had become dogged by ideological controversies in both South Africa and Brazil, innovative approaches to decentralised rural development were emerging which offered a way forward. In each country, both governments and civil society organisations were seeking to identify empirical evidence, analytical knowledge and examples of good practice to inform policy and practice on land access and rural economic development. In this context the project aimed at the outset to link with and complement DFID's practical engagement in each country, and thereby to influence wider national and donor programmes for poverty reduction. However as a result of DFID policy and programme changes, DFID country programmes were unable to maintain direct interest and involvement in the work as it proceeded.

Stakeholder engagement in the research occurred primarily via a series of workshops at which policy issues and research findings were debated amongst the research partners, other interested researchers, policy makers, civil society organisations, government stakeholders in land reform and local development strategies at national and local level, before, during and following the case studies in each country. These included an inception workshop in each country; participatory workshops with local stakeholders for each study each case study and a findings / synthesis workshop fore each country.

Methodologies used

For the assessment of concepts and approaches the methods used were:

- Analysis of academic and policy literature on the subject, drawing together material on land access, agrarian reform, territorial development and other decentralised development approaches
- Monitoring the changing policy context in each country during the project period by accessing policy literature and interviewing key informants from relevant government agencies at national and local levels.

For the case studies the methodologies used were somewhat diverse, according to the needs and orientations of the partners and the specific questions they sought to answer. The specific territorial land access programmes and initiatives which the case studies focussed on were also themselves diverse. All of the case studies utilised four principle methods.

- Gathering and analysis of secondary data and pre-existing literature on the specific territories and processes studied
- Documenting the progress of local initiatives to link land access programmes with participatory territorial planning processes, as they unfolded
- Key informant interviews, amongst government agencies, civil society actors and stakeholders in rural planning and with community leaders and representatives participating directly in land access and territorial development programmes
- Participatory local workshops to debate case study finding sand emerging policy issues organised at the case study sites involving a wide range of local actors.

The findings of the stakeholder workshops were incorporated with alongside those of the case studies and conceptual / literature review by the lead researcher and the key

research partners in each country in the preparation of synthesis documents and dissemination products.

For purposes of empirical data collection, these methodologies were supplemented by a variety of systematic surveys and enquiries, which varied according to local objectives and priorities of the local partners. These included:

- In Elliot district, small scale statistical surveys of land reform beneficiaries and commercial farmers using random sampling techniques
- In Elliot and Makhado, analysis of land market and farm employment data
- The Makhado study relied primarily on participant observation by the Nkuzi team, and data they had collected on land restitution claims and claimant communities, in the course of developing the Makhado Area Land Reform Initiative, and trying to move it forward.
- In Medio Sao Francisco, Bahia, a series of field visits to the full range of land reform social groups and traditional communities where key informant interviews and focus group discussions were conducted. The team undertook systematic identification and mapping of all these types of settlements and communities, resulting in a series of thematic maps which capture the diversity of land occupation throughout the territory. Empirical and locational data was supplemented by documentary analysis of data on land holdings, land transactions and land transfer or tenure regularisation processes for all the sites for which this was available. Detailed geo-referenced mapping exercises were undertaken using GPS for a number of selected sites and projects. The historical development of administrative and planning units in the region was reconstructed using maps, and a historiographic analysis of settlement and land use was undertaken. The historical development and contemporary roles of two of the key civil organisations operating in the region was analysed using documentary archive sources and informant interviews (findings and methods used are fully detailed in the full version of Paper 5, in Portuguese.
- In Sertao Central and Sertao de Caninde investigations focused on three specific land reform settlements where a comprehensive set of household surveys, interviews and focus group discussions were undertaken, contextualised with reference to the full range of secondary data available for the sample territories by supplemented by key informant interviews with stakeholder organisations.
- A similar approach was used in Sertao de Pajeu, Pernambuco, but here empirical data was provided on the full range of land reform settlements in the territory by a survey and set of interviews with community leaders participating in workshops and focus group discussions organised by the project.

3. Highlights of the research

Main conclusions

Utility of territorial analysis

A territorial analysis of land occupation and land claims can provide a practical basis for land reform strategies. The case study in Medio Sao Francisco in Brazil reveals an immense diversity of land use and land users, and that despite the popular image and rhetorical discourse of land reform in Brazil which emphasises the need for redistribution of underutilised commercial farmland to the landless poor, there is a widespread need for systematic tenure regularisation, and for restitution of community

land which has been illegally alienated in order to secure the livelihoods and development opportunities for rural communities in danger of losing their rights. The Area Land Reform Initiative (ALRI) approach in Makhado, South Africa demonstrates the sheer scale and extent of land restitution claims within a single municipality, the positive and negative potential impacts on employment and the economy that land reform could have, and the importance of developing effective and equitable private sector partnerships with land restitution claimants. The other cases studied reveal a more limited significance of land occupation by land reform groups relative to existing patterns of family and commercial scale farming.

The case studies undertaken show that in many cases administrative units are often too small to enable the coherent integration of land reforms with economic development. An effective territorial approach, although of course decentralised, may often need to encompass several neighbouring municipalities to enable a fuller picture of the place and impacts of land reform in the context of broader economic trends.

Area focused analysis of land markets and market trends can illuminate the extent to which markets may be useful in assisting distributive land reform. This perspective helped to explain why market based land transfers had been successful in Elliot district, South Africa, but the market trends here, and in Medio Sao Francisco in Brazil (where large areas cannot be legally transacted because they are in fact public lands illegally occupied by landlords and entrepreneurs) also indicate the limitations of reliance on this approach in future. Examining the economic development impacts of land reform programmes at a territorial scale also demonstrate their potential and limitations. In Elliot district in Eastern Cape South Africa, land reforms show some impacts on employment, but not as much as may have been hoped and action to create off farm jobs will be needed. In all cases, the research found that improved land access promises benefits for poor people's livelihood strategies, but there are problems in linking land transfers to follow-up development support.

Taking a sub-regional, area based or territorial approach in itself does not provide a magic bullet to solve development problems, but it provides a more fine grained view than sectoral and centralised perspectives. To ensure that land reforms can contribute to sustainable territorial development, these processes need to be informed by an understanding of territorial dynamics, power relations and historical trajectories of the different social groups and places that compose rural territories.

Implementation of land reforms on a territorial scale

The case studies give a clear idea of what land access programmes have been achieving in a broader territorial context, document the innovations underway and the constraints these face. Numerical data on land transfers reveals little of the real benefits whereas systematic field assessment of land access projects and focused discussion with the community level actors engaged in the case study areas reveals that key complementary support programmes are still lacking. Where innovative interventions to address this problem are underway (as in the examples studied), this type of empirical research can inform prioritisation and policy development.

The case studies undertaken demonstrate that a territorialised approach to the planning of land access programmes:

- enables better targeting and planning for land acquisition

- facilitates improved serviced delivery and agricultural service support to land reform communities, and better prioritisation of scarce resources e.g. for infrastructural support, location and design of health, education and marketing facilities
- can cater for the diversity of social demand for land access, including from groups dependent on collective access and control to a variety of types of natural resources, such as pasture, woodlands, and wetlands
- can support the development of shared platforms whereby diverse social groups can debate and agree on shared visions and practical priorities to help steer government interventions.

Role of social movements and social capital

Social movements were found to be the key actors in territorial development planning fora in Brazil, and are key advocates for a more decentralised approach to land reform in South Africa. Only a limited degree of innovation is possible without them, but in South Africa they are historically weaker and more reliant on external support. As a consequence, government needs to invest in providing an enabling environment in which these actors can engage with others in development planning. However the “bridging social capital” which provides the glue between different social groups and organisations, and which is being generated by investment in participatory territorial development in Brazil and to a degree by the integrated development planning (IDP) processes in South Africa, does not necessarily extend to the poorest groups, in cases where those seeking land access or secure tenure as a means of subsistence and livelihood improvement remain a minority.

The research identified a need for investment in capacity building for community based groups and rural social organisations to enable adequate participation in planning. Such investment is currently almost entirely absent in rural South Africa, and without sufficient downward reach to the rural poor in Brazil, although being addressed through popular education programmes.

Institutional issues

All of the case studies demonstrate the need for better coordination of land reforms with agricultural support. Brazil’s territorial development initiative demonstrates how, in principle, this can come about, by linking across the different programmes of the Agrarian Development Ministry (MDA), and by engaging with state government and civil society programmes within a common framework, in which collegiate local bodies determine priorities and appropriate mechanisms for securing land access.

A first hurdle to be overcome in adopting a territorial approach to land reform is coordination within the agrarian sector and alignment of land access and agricultural development programmes and services within a common territorial approach and framework. In South Africa land and agricultural programmes are managed by different departments, with different modus operandi, albeit under the same Ministry. In Brazil, the Agrarian Development Ministry (MDA) is the primary authority responsible for rural development and delivers support services to family sector farmers and land access programmes through different agencies. Although as a result of the territorial development programme these activities are increasingly aligned, centralised planning within the different agencies of MDA still persists. Moreover, there is a separate Ministry of Agriculture which supports the commercial farming sector through sectoral, crop and

commodity based programmes, which does not as yet form part of the territorial development equation.

However a greater challenge lies in aligning resource allocation and planning by different sectors and levels of government within a common territorial framework. In Brazil, mechanisms are being put in place to align federal, sectoral and state government policy and programming with demand in civil society, but participation by municipal government is relatively weak, there is at best only partial stakeholder buy in to the new territorial structures, which lack legal and resource power that resides legally with municipal government, and this situation risks undermining the sustainability of the approach.

In Brazil, although Federal government's territorial development programme has created a limited opportunity for participatory budgeting for small scale infrastructure provision to support agricultural livelihoods, legal and institutional mechanisms for implementation rely on the collaboration of local or state government which is not always forthcoming. Although an enabling national governmental framework for social movements to participate in territorial planning is clearly present in Brazil, this does not as yet foster effective local government or private sector engagement, and despite the engagement of social movements, does not automatically give voice to the poorest groups, including many long established land reform communities and social minorities enduring very insecure forms of land tenure and resource access.

In South Africa, as a consequence of a highly centralised approach to the planning of land reforms, and the lack of mandate and capacity for local government to engage decentralised participatory planning managed by local government (the IDP process) in South Africa did not extend to land access or agricultural development issues and that efforts were not being made to land access issues with active efforts to engage land reform communities.

The main conclusions are that a genuinely enabling national policy framework, together with supportive action at state provincial / government level will be needed to ensure effective local government and civil society participation in agrarian development. Negative factors identified which undermine success include low local government capacity; existence of local government units poorly aligned with social, market and communications networks; highly centralised land reform programmes and political tensions between different layers and sectors of government.

In view of these findings, the main recommendations of the research are institutional.

For Brazil:

- i. Fuller integration of agrarian policies and programmes within The Agrarian Development Ministry (MDA);
- ii. Broader sectoral ownership of and engagement with Rural Territorial Development policies at Federal level;
- iii. Development of enabling institutional and policy frameworks at state level to complement national policies; greater fiscal incentives and controls for municipal government to participate in RTD processes.

For South Africa:

- i. Greater decentralisation of land reform planning;

- ii. Stronger cross sectoral collaboration at provincial level to support decentralised local government initiatives
- iii. Efforts by national government to ensure that participatory planning and economic development at municipal level through IDPs includes land reform

Overall conclusions

An area based or territorial approach is essential to enable a progressive linkage between improvements in land access – though a variety of mechanisms which may or may not include the market - and sustainable improvements in livelihoods.

In theory, territorial approaches enable strengthened organisation of land reform groups over wider areas by creating platforms to secure institutional support, tackle collective production and marketing needs, and negotiate with private sector interests. They can also facilitate a more integrated approach to diverse and overlapping issues of tenure security, access to seasonal pasture, indigenous rights, land expropriation and restitution, and market based land access, as well as improved coordination and more responsive prioritisation by state agencies.

However, there remain significant institutional, legal and political difficulties, including the commitment of key sectoral agencies which remain wedded to an overwhelmingly sectoral approach, and in establishing and legitimising the authority of new, participatory territorial structures due to weak commitment from state and local government agencies wedded to overwhelmingly sectoral and sometimes parochial approaches, which may also operate in alignment with organised commercial and agro-industrial sectors.

The social movements and civil society organisations are the main drivers of land reform and more equitable models of rural development require an effective and legally sanctioned interface with local political power and with pre-existing planning processes are needed to enable their participation in local economic development planning

There is a the need to re-problematise issues of land access and inequality by diversifying understanding of agrarian change based on fuller empirical and historical understanding of settlement and market development processes within specific geographical areas or territories, including the dynamics of conflicts over the control of land resources, and between agrarian development models.

In order to bring about more inclusive economic development however, territorial development cannot ignore structural inequalities. This requires a genuine mainstreaming of agrarian reform within decentralised approaches to economic development, and the establishment of institutional frameworks within which conflicts of interest between social groups, and different elements of the state itself, can be properly addressed and managed. Greater participatory democratic control over rural economic development will require institutional and legislative reforms which assure greater transparency and accountability over local and central government planning processes as well as the activities of the organised agribusiness sector, and which bring them together within a single policy framework for territorial planning.

Stakeholder engagement

The project emerged out of dialogue between the World Bank, DFID and other donors on land policy During the 2000 – 2003 period, which led to a clear conclusion that in order to achieve sustainable impacts on poverty and livelihoods through land reforms, a pluralistic approach to land access is required, not reliant on any one mechanism, and adequately linked with better coordinated rural development planning. Discussion with the World Bank, led to preparatory investigations and consultations with and rural social movements and NGOs, supported by DFID during 2003, with a view to developing more a systematic and participatory M&E processes, lesson learning and stakeholder dialogue, and improving the design of land reform interventions. As this work proceeded, it became clear that innovative approaches with the potential to link previously centralised agrarian reform and land access programme to decentralised rural development approaches were emerging in each country. In South Africa, the slow pace of progress under existing land distribution programmes such as LRAD (Land Reform for Agricultural Development, a land purchase grant and credit programme) led to interest amongst researchers, NGOs and within government in examining the status and progress of land reforms in specific geographical areas and an innovative NGO -led pilot project was underway (the subject of the Makhado case study undertaken by this research). In Brazil, the Lula government which took office at the beginning of 2003 launched a new set of programmes including a and a new national agrarian programme incorporating a territorial approach and a diversity of mechanisms for land access seeking to overcome the ideological controversies regarding state and market driven approaches to land transfer which had previously dominated the debate.

In each country, Government was seeking empirical and analytical knowledge to inform policies on land access and local economic development, and rural development NGOs were seeking research support to inform their work with landless groups and land reform communities. The choice of research sites reflected these government and civil society priorities directly. In South Africa, the then DG Land Affairs has expressed interest in policy research partnerships to inform development of the LRAD (Land Reform for Agricultural Development) programme, and to support development of viable business partnerships by land restitution communities. In Brazil, MDA (the Agrarian Development Ministry) participated directly in preparatory discussions, and hoped to generate policy recommendations for government and different levels on how land access programmes could achieve greater impact through more accountable and cross-sectoral collaborative territorial approaches

Linkage with DFID country programmes

Within this context the project aimed to link with and complement DFID's practical engagement in each country, and in collaboration with DFID, to influence wider national and donor programmes for poverty reduction. At the time the research was conceived DFID Brazil was interested in using it to inform potential partnerships with World Bank and IADB in the semi-arid Northeast, and to provide a basis for lesson learning within and beyond the Latin American region. In South Africa DFID was examining the basis for engagement in a renewed multi donor land reform support programme in which support to innovative land reform approaches at policy and provincial level was being considered, for which the research aimed to provide evidence from the ground as a basis for potential broader investment.

Uptake of results

The project found that Government agencies are more receptive to and able to use the research outcomes where proactive national level strategies to promote cross sectoral

collaboration in planning for rural economic development and poverty reduction at local level. This was the case, with some limitations in Brazil, despite the limited number of sites covered by the research in the context of the national territorial development programme. However it was not the case in South Africa, despite willingness to engage in debating the results of the research, and political pronouncements in support of an area based approach to land reform.

The presence or absence of an enabling national framework also influenced the interest in uptake by local stakeholders. In Brazil – in particular in Medio Sao Francisco where the researchers had the closest links with local actors – the RTD programme provided a context in which the findings and policy issues could be debated at local workshops also providing additional data and opportunities for the research team to observe stakeholder interaction. In South Africa, in Eastern Cape, provincial authorities who were actively engaged in attempts to strengthen horizontal coordination in the context of the provincial development plan, welcomed and actively debated the research results and proved willing to incorporate them in their plans. In Limpopo however, although the Makhado area was the site of an innovative local programme in which a local NGO (Nkuzi which was the research partner for this case study) was working closely with municipal government, the fact that central government was unable to deliver an anticipated official initiative to pilot decentralised land reform delivery proved to be a de-motivating factor for all concerned.

Despite a clear interest and potential for engagement by the DFID programme in each country at the outset, a realignment of DFID budgetary priorities led to a reduction in support to middle income countries, including Brazil and South Africa. This together with a reduction of support for policy work with a rural development focus did not allow continued bilateral engagement on these issues by DFID in these countries as the project proceeded. The absence of an external donor ready to take up findings and lessons in ongoing programmes of practical support to government hindered stakeholder uptake of the projects findings in each country and more broadly.

It is too early to assess the incorporation of research results in policies and plans. However for Brazil this is considered likely given the policy linkages the researchers have, the receptiveness of government to the work, (despite the rather narrow evidence base of thus specific research the findings are consistent with those of other studies), and the election of a pro-poor state government in Bahia. For South Africa it is unlikely given continuing centralisation of land reform policy and programming and its separation from participatory planning at local government level.

Capacity building

Universities

In Brazil local two local university partners were seeking to increase their capacity to undertake policy relevant research and raise additional funds to support field work by teachers and students to extend the practical relevance and stakeholder linkages of ongoing research programmes addressing land access and rural development. As a result research capacity building was a significant success, notably at UFBA where a cross disciplinary and cross university team of university teachers and PhD, Masters and Undergraduate students engaged with the work. This led to production of a variety of academic conference papers in Brazil and several Masters dissertations and one PhD thesis which contributed directly to the work. Local capacity was built through focussing academic work on specific area and on collaboration with specific groups of

local actors, and by facilitating exposure to national, regional and international policy debates. There was a similar strengthening of capacity but on a smaller scale at UFCE, Ceara. In South Africa HSRC engaged by University of Fort Hare in the E. Cape study, but despite student engagement in the work there is little evidence of lasting impact on capacity (for HSRC itself, as a professional research institution the project enabled additional work to take place but did not train new researchers). An attempt was made to engage University of Venda in the Makhado study but project resources were insufficient and there was no clear link up with the university's existing research agenda and capacity which were rather limited.

NGOs

In neither country did it prove possible to build NGO research capacity in the way that was possible at the two universities in Brazil, and the research was difficult to sustain via NGOs in the absence of active university partners, due to turnover in personnel and the small scale of the project budget relative to their wider priorities and commitments.

4. Achievements: Research Outputs and Purpose

As a small scale research project development of a logical framework was not required and so it is not possible to report systematically against the achievement of pre-determined indicators. However a similar format can be used to report on progress, incorporating the original objective and aims of the research and the practical outcomes achieved. (The account of findings and recommendations partially reiterates highlights of the research, above.)

Research outcomes

Intended Outcomes (research objectives)	Indicators	Progress/ findings	Recommendations/Comments
1. Assessment of impacts, opportunities and constraints of land access programmes at territorial scale, including innovative approaches, in 4 vulnerable, semi-arid areas of South Africa and Brazil (2 areas per country).	4 case study reports available and one additional draft case study for Brazil	All reports give a clear idea of what land access programmes have been achieving in a broader territorial context, document the innovations underway and the constraints these face. Numerical data on land transfers reveals little of the real benefits and the research shows that key complementary support programmes are still lacking although some innovative programmes to develop these have been established.	<ul style="list-style-type: none"> - <i>A territorial perspective is needed to contextualise the impacts of land access programmes</i> - <i>institutional changes are required in the delivery of rural development support and the planning of local economic development to realise the benefits of land access</i> - <i>More systematic impact assessment requires much broader, longitudinal research.</i> - <i>Where major land reforms are ongoing, research (or other donor programmes) should support widespread debate on how these can be integrated with decentralised planning.</i>
2. Assessment of the role of social capital and mobilisation in improving land access sustainable territorial development in collaboration with the state and other actors in specific territories in each country	One S.Africa and three Brazil case studies address role of social capital and mobilisation	Social movements were found to be the key actors in territorial development planning fora in Brazil, and are key advocates for a more decentralised approach in South Africa. Only a limited degree of innovation is possible without them, but they are historically weaker and more reliant on external support in South Africa. However government needs to invest in providing an enabling environment in which these actors can engage with others in development planning. Where land reform communities are a minority the “bridging social capital” provided by investment in participatory RTD (Brazil) or IDP (S.Africa) programmes tends not to extend to the poorest groups	<ul style="list-style-type: none"> - <i>Investment in capacity building for community based groups and rural social organisations (currently almost entirely absent in S.Africa, and without sufficient downward reach to the rural poor in Brazil)</i> - <i>Extension of decentralised participatory planning to land access issues with active efforts to engage land reform communities (also currently absent in S.Africa, and weak in some cases in Brazil)</i> - <i>Enabling governmental frameworks which allow social movements to participate alongside public and private sector actors. These are present in some cases for primarily urban sector LED in South Africa but not for rural development, although dialogue has begun in Makhado. Policy framework in Brazil does not as yet foster local public and private sector engagement despite emphasis on participation of social movements.</i>

Intended Outcomes (research objectives)	Indicators	Progress/ findings	Recommendations/Comments
3. Assessment of applicability of territorial development approaches (as in Latin America and Europe) explored for other developing countries, in particular South Africa.	Presentations and active discussion of Brazil / Latin American perspectives at South Africa workshops. Policy paper (prepared for World Bank WDR 2008) reviews RTD approaches in S.Africa and elsewhere in SSA.	Application is feasible through decentralised local government planning in SSA, where local government units are generally larger, but have shorter histories than in Latin America. The scope for a “territorial approach is more evident conceptually in Francophone and Lusophone countries. In an Anglophone context discourse about “area based” approaches predominates which can remain top down and technocratic, and does not include the construction of shared territorial identity , which requires participation Requiring	<ul style="list-style-type: none"> - <i>Systematic assessment of scope for Territorial Development approaches in SSA was beyond the scope of this project. - Despite great interest on both sides, project resources were insufficient to organise country exchanges and to produce bilingual outputs. The main recommendations are for :</i> - <i>Investment in decentralised participatory planning processes and in capacity building at community level to promote shared local development visions, backed by responsive central / sector planning.</i> - <i>Promotion of research programmes which can support cross regional exchanges between researchers and stakeholders with demonstrable commitment to territorial approaches</i> - <i>Linkage with initiatives in Francophone West Africa (France / W. African monetary union and Lusophone Africa (FAO)</i>
4. Better understanding of policy / institutional conditions for land sector policies / programmes to lead to sustainable opportunities for the poor, and policy implications at state / provincial and national level in each country.	Case study reports discuss the institutional context in each area and make policy recommendations which were taken up in national workshops and synthesis / policy reports	An enabling national policy framework plus supportive action at state provincial / government level are needed to promote and resource local government and civil society participation. Negative factors undermining success include low local government capacity; local government units poorly aligned with social, market and communications networks; highly centralised land reform programmes and political tensions between different layers and sectors of government	<p><i>For Brazil: fuller integration of agrarian policies and programmes within MDA; broader sectoral ownership of RTD policies at Federal level; enabling institutional and policy frameworks at state level to complement national policies; greater fiscal incentives and controls for municipal government to participate in RTD processes.</i></p> <p><i>For S.Africa: greater decentralisation of land reform planning; stronger cross sectoral collaboration at provincial level to support decentralised local government initiatives and ensure that participatory planning and economic development through IDPs includes land reform.</i></p> <p><i>Overall: Action research to investigate these issues in greater depth at specific sites with greater engagement of provincial / State government</i></p>

Intended Outcomes (research objectives)	Indicators	Progress/ findings	Recommendations/Comments
5. Identification and initial dissemination of policy lessons nationally and between the two countries; integration of the findings and policy recommendations into DFID programming and partnerships.	Case studies and synthesis reports identify policy lessons; Reports to DFID and inclusion of recommendations in country programming	National dissemination underway in each country and limited dissemination of lessons between countries via stakeholder workshops and policy briefings. Full translation of outputs and lesson learning across countries was overambitious for a small scale project. The DFID context has changed and country programmes are no longer able to engage with research at this level.	<p>- Future research of this kind should provide a greater level of resources for dissemination, translation and cross country exchange.</p> <p>- Findings should be made available to DFID in each country being of possible relevance to review of middle income country strategies</p>
6. Capacity building for local universities to extend competencies in research policy engagement, and provide exposure to wider debates and enhance potential for longer-term collaboration	Engagement of local universities in the research alongside NGOs Students engaged in field work. Conference papers and MSc / PhD projects produced as a result of the project	Significant success at UFBA with a cross disciplinary and cross university team of university teachers and PhD / MSc / UG students engaged. Variety of academic conference papers and Masters theses produced. Local capacity built through focussing engagement with a specific area and local stakeholders plus exposure to national, regional and international policy debates. Similar achievement on a smaller scale at UFCE, Ceara, and in S.Africa engagement by University of Fort Hare (Eastern Cape) in one study. Research is difficult to sustain via NGOs without active university partners, and benefits are less where teaching institutions not involved.	<p>- Further research of this kind should be based in university departments which are actively engaged in development,. As at UFBA in Bahia, with NGOs as secondary partners rather than vice versa.</p> <p>- Longer term collaboration should be pursued with UFBA in Brazil and in South Africa, new partnerships formed with research and teaching institutions</p>

Research impacts

Purpose	Indicators	Progress	Recommendations/Comments
<p>Improved donor and government policies and for rural poverty reduction (in Brazil and South Africa) which link programmes to secure land access with effective territorial development planning</p>	<ul style="list-style-type: none"> - Case study findings shared with government donors at stakeholder workshops - Case study reports with policy recommendations - Synthesis reports and policy briefings made available to stakeholder in each country - Findings incorporated in government policy statements and plans 	<ul style="list-style-type: none"> - Achieved for 4/5 case studies and at national workshops in each country - Case study reports (reflecting varying levels of policy engagement from case to case) available - Synthesis prepared for dissemination in Brazil on CD-Rom by UFBA and available to Government Partners. South Africa Policy brief under preparation. - All Brazil case studies made available to local territorial development fora. Findings and reports requested by State Government in Bahia and by the Agrarian Development Ministry - Findings from one South Africa case study published by HSRC together with findings from two companion studies financed by Treasury. DLA, the agency responsible for land reform has taken part in discussion of project findings. 	<p><i>It is too early to assess the incorporation of results in policies and plans. However for Brazil this is considered <u>likely</u> given the policy linkages the researchers have, the receptiveness of government to the work, (despite the rather narrow evidence base of thus specific research the findings are consistent with those of other studies), and the election of a pro-poor state government in Bahia. For South Africa it is <u>unlikely</u> given continuing centralisation of land reform policy and programming and its separation from participatory planning at local government level.</i></p> <p><i>In contrast to the situation at the outset, DFID itself no longer provides an intermediate channel for the uptake of the research at country level and for influencing and enabling debate on government policy.</i></p> <p><i>The main recommendations here are for further effort to disseminate the key findings, and for better resourced research linked to government programming which include a direct policy linkage, especially at the state or provincial level.</i></p>

5. Lessons learnt

Working with Partners

Research and uptake were most effective where there was a good synergy with partners' own objectives, especially the immediate research partners. However agreement with civil society groups and social movements and with government on purpose and objectives of the research, was also important. This was largely achieved in Brazil (as a result on prior engagement with key government stakeholders and research partners and s through initial support by DFID) but was weaker in South Africa because of lower levels of capacity in civil society, especially at community level and limited commitment by government.

The most effective partnership was achieved in Bahia in Brazil, where researchers based at a project in the Geosciences faculty were actively engaged in collaborative research with civil society groups and government land reform agencies, welcomed opportunities for engagement in wider international engagement and debate and were able to make effective use of the resources the project provided for practical graduate and postgraduate training.

Although the research objectives were on the whole closely aligned with partners' own agendas, the low level of resources available for each case study in some cases prevented effective engagement, except where partners had some existing resources to commit, were highly motivated and were able to devote paid academic time to the project. For a small scale project the relatively large number of case studies was over-ambitious and the resources provided were not in most cases sufficient to secure sustained prioritisation of the work by engagement by the partners (including the research leader at NRI) all of whom had multiple other commitments.

These difficulties were particularly acute in working with local NGOs. In two , case studies (Makhado in South Africa and Pajeu in Brazil) NGO partners were unable to engage suitable university partners to help them undertake the research, but did not have enough time or the right skills to undertake the work themselves. Turnover of NGO personnel (including in Brazil recruitment of key personnel by NGO partners by government) also frustrated continuity of engagement. To complete the study in Makhado, where the failure of government to deliver anticipated support to the initiative underway undermined the research partner's and the local municipality's commitment to it, and the key person eventually moved on, NRI had to use project resources to engage an experienced researcher from PLAAS, University of Western Cape.

The key conclusions are that

- work of this type needs to be better resourced and focussed on fewer case studies, and
- further research of this kind should be based in university departments which are actively engaged in development with civil society organisations and NGOs as secondary partners, rather than vice versa.

Good Practice/Innovation

Part of the rationale for the project was to investigate how good and innovative policies – in adopting a participatory, centralised and cross sectoral territorialized approach to rural development – are playing out in practice in Brazil in a context of land inequality and efforts to develop more inclusive rural economies. Similarly, we looked at how similar approaches might be applied in South Africa.

In examining Brazil's territorial approach, its validity, and broad acceptance by diverse social groups was confirmed, and a variety of examples and cases of good practice, as difficulties and shortcomings, some of which are summarised in this report were identified. In South Africa, what appeared to be a pioneering example of good practice at the outset, an NGO's effort to develop a decentralised programme for managing land reforms in partnership with local government Makhado, was unfortunately not sustained, because of a lack of effective support from Government.

The key features of good practice identified by the research are:

- The importance of enabling federal or national government policy frameworks which sponsor and promote participation of the full range of social groups in decentralised planning (North East Brazil). Because of the distinctiveness of different rural territories and the approaches they adopted, the new territorial bodies emerging, and the government agency facilitating the programme, are in fact highly responsive to the findings of research.
- Cases of cross municipal territorial planning promoted by State governments in Ceara and Pernambuco, and (following recent political change) more recently in Bahia aligned with Federal and local territorial initiatives
- Participatory planning and prioritisation of provision for rural infrastructure and marketing facilities by collegiate territorial bodies in which civil society organisations play a decisive role (rural territories in Brazil)
- Improvements to cross sectoral planning and local targeting of land reform and agricultural service provision though strengthened targeting at the provincial level (Eastern Cape in South Africa)
- Facilitated opportunities for rural land restitution claimants and communities to engage with private sector partners (in Makhado, South Africa)

Some elements of good practice in research also emerged from the project, exemplified by the partnership established in Bahia:

- Direct collaboration by researchers with State and Federal government agencies and rural social movements
- Enabling civil society clients to determine demand led research agendas and influence methodologies
- Interdisciplinary research teams spanning rural geography, agronomy, economics and history
- Engaging students of different levels directly in field research, and providing them with exposure to development practitioners, and to national and international policy debates
- Developing a collaborative network amongst local universities
- Using the research programme to generate a variety of local academic publications, and conference presentations

- Making extensive use of digital maps, photographs and other media in communicating findings and results
- Adapting internationally funded research objectives and methodologies to partners' local agendas and priorities
- Feeding back and debating findings with local partners and territorial assemblies prior to finalising research outputs
- Communicating results quickly to a wider public using digital media.
- Building a sustainable research infrastructure in a local university, utilising various sources of small scale funding, and capable of involving successive series of students.

Project/programme Management

The project was not conceived as a programme but in effect it became a small scale research programme, which supported a diverse range of local studies with the same general objectives but involved specific local interests and methodologies.

The project was too small to have a dedicated management function, and the budget did not fully resource the necessary management which was undertaken by the project leader who was also actively engaged in the research itself. In view of these circumstances the project would have benefited from higher level of resources to support the management work involved.

Communication

The project was also too small to have a dedicated communication function, or support extensive publication. Nevertheless partners were able to maintain regular contact during the project with government and civil society actors through their own networks. The main means of communication financed by the project were stakeholder workshops with the researchers at national level (for Brazil at regional level for the Northeast) and for the case studies, backed by electronic circulation of key materials, including a project flyer, and summary powerpoint presentations.

Stakeholder engagement was most developed in Brazil, for the Media Sao Francisco case study in Bahia, where researchers participated in a number of local workshops with the territorial development forum, and workshop was held with representatives of interested government and civil society organisations at state level.

Emerging findings of the project were disseminated and discussed with other researchers through participation in a number of seminars and conferences:

- A seminar given in an IDS seminar series on poverty and inequality in June 2005
- Land, poverty and inequality ISS the Hague in January 2006
- Montpellier May 2006.

A web site was established jointly with a sister project at NRI (DFID funded research on a rural enterprise and economic development (REED) framework through which a limited amount of working materials were made available. This website is now being developed to host the full set of project outputs.

The project helped to finance the establishment of a website and production of a CD ROM by the main Brazilian partner (the GeografAR project at UFBA) through which the

Brazil outputs are made available. Discussions are underway with UFBA, NRI, SDT (MDA's Secretariat for Territorial Development) NEAD (MDA's Agrarian Studies Centre) to publish the complete findings of the Medio Sao Francisco study in book form in Brazil, with funding financed by MDA.

A policy brief on the findings of the South African research is planned with PLAAS, University of Western Cape, to be published later this year.

6. Long-term sustainability of the Research

At present there is no funding in place for continuing research in this field at NRI, but this is being actively pursued.

The major opportunity relates to the lead researcher's participation in a new five year international research programme on Rural Territorial Dynamics in Latin America led by RIMISP, the Latin American Centre for Rural Development) based in Chile, for which confirmation of funding by IDRC Canada is expected. While NRI is a member of the core team of partners for this programme, and we will help manage the work, it will not directly fund NRI to undertake research, and one of our principle roles will be to facilitate co-funding.

Co-funding is presently being pursued through ESRC, where there are two specific opportunities:

- The ESRC / DFID research scheme: a proposal to continue work on rural territorial dynamics in Brazil, and extend it to selected countries in Southern Africa, was submitted in July 2006 but not accepted. A scaled down proposal focussing on Brazil and possibly Mozambique (where we are engaged in technical support for the Mozambique Community Land Initiative, a multi donor project led by DFID) will be submitted to the next call for small scale projects which ESRC indicated would occur in March 2007.
- With the RELU programme, NRI has held preliminary discussions with ESRC's International Department to secure support for a workshop which would bring together members of the UK Development Studies and Rural / Regional studies research communities to review thinking on rural territorial development and develop a set of UK inputs to the IDRC / RIMISP programme.

There is considerable interest in these last topics in the UK research community, in the context of increasingly convergent global agendas in rural development and the potential of the territorial approach, now espoused by OECD. There is potential for NRI and other partners to develop a cross disciplinary research programme in Rural Regeneration, spanning developing and developed countries. The primary focus of would be on rural economic development, rather than land access, although issues of asset inequality, power relations and social inclusion are central to the understanding of rural territories and the rural economy.

Amongst the developing country partners in this project, a sustainable, interdisciplinary and collaborative research capacity has been developed at the Geo-Sciences Faculty at UFBA in Brazil, where the team would be key partners in future endeavours. They are now extending the approach developed to rural territories in the south of Bahia. With small scale funding from the Brazilian National Research Centre and through a network

of Hispanic and Latin American Universities working on territorial development and supported by Spanish Cooperation.

In parallel with the work undertaken by the project in South Africa, two related South African studies have recently published: the results of three projects assessing the status of land reform on an area basis, managed by HSRC (including the Eastern Cape case study supported by this research) and a study of land and IDPs undertaken by PLAAS. A major study of the impacts of land reforms in South Africa, Zimbabwe and Namibia is also underway by PLAAS and IDS, financed by ESRC. There is a need to promote the uptake of the combined findings of recent work in South Africa (something which the planned policy brief to be developed by PLAAS and NRI will address) before going on to undertake further research, and there is broad agreement amongst the researchers involved that change is needed at the policy level in order to realise the potential of decentralised approaches which integrate land reform with local economic development. If and when progressive change occurs in rural development policy, in line with thinking in Brazil, other emerging economies and in Europe then there would be ample scope for research to contribute to refining policy and practice in rural territorial development in South Africa.

8. Financial summary for the completed programme.

Category / Year	2004/05	2005/06	2006/07	Total
NRI Fees	£18,450	£12,650	£14,325.50	£45, 425.50
Partner's fees and research costs (contracted)	£11,059	£15,393	£2894.88	£29,346.88
NRI travel (flights, UK travel, subsistence and accommodation; also	£6,554.62	£3,309.38	£4,959.90 (includes some partners' travel costs disbursed through NRI travel budget)	£14,820.90
Additional Field research costs	£1,413.20	£0	£2,261.04	£3,774.24
Workshops and seminars	£4,365.40	£754.05	£157.80	£5,277.25
Translation and Publications	£0	£0	£1,452.23	£1,452.23
TOTALS	£41,842.22	£32,106.43	£26,061.35	£100,010

ANNEX

Summary of outputs / products

Note: All of the papers summarised here are contained in a CD Rom submitted to DFID alongside this report

Background papers

Paper 1: *Overcoming the impasse in redistributive land reform – towards a territorial approach* was developed as an early working paper to set out a problem statement in relation to the challenges faced by to land reform as a means of poverty reduction in land unequal countries. It examines the cases of South Africa and Brazil, considers briefly the place of Territorial Development as an emerging approach to rural development, and concludes by considering the potential linkages between land access and territorial development.

Paper 2: *Territory, rural development and the emergence of new approaches*. This document was originally developed as a working paper for the project, to explore the idea of territorial development in relation to other decentralised and local development approaches established in the latter part of the 20th Century. The paper examines the ideas of territory itself and of territorial development as an emerging approach and charts the evolution of territorial approaches within changing perspectives on rural development and poverty reduction. These include centralised and donor driven Integrated Rural Development Programmes (IRDPs) of the 1970s and early 80s; the Sustainable Livelihoods (SL) approach developed in the 1990s, as well as the relevance to territorial perspectives of practical experiences in Community Based Natural Resource Management (CBNRM), and, in the francophone tradition, of *Gestion de Terroir*. It goes on to consider briefly the importance of urban-rural linkages and change in development policy, and the development of Local Economic Development (LED) approaches which have primarily addressed the urban sector. The analysis compares and contrasts the generic features of a Rural Territorial Development (RTD) approach with earlier IRDP and SL approaches on the one hand, and with LED on the other. In section 4, the foregoing discussion of territorial approaches is illustrated by the European Union's LEADER programme's approach to strengthening territorial competitiveness in marginalised rural regions of Europe, and by a summary of FAO's methodology of Participatory and Negotiated Territorial Development methodology. Section 5 discusses the conceptual development of territorial approaches and their uptake by development programmes in Latin America, focussing on Brazil, and reflecting on the significance of rural territorial perspectives in relation to issues of land access and agrarian reform. By way of conclusion the paper discusses the scope and opportunities for territorial approaches to stimulate developmental responses to regional inequalities and the differential spatial impacts that globalisation has on rural areas and rural poverty.

South Africa case studies

Paper 3. *Land reform at scale: a case study of land distribution in Elliot District, Eastern Cape* focuses on a former white commercial farming area in Eastern Cape where as a result of a targeted approach over 14% of commercial farming area was redistributed via the LRAD (Land Reform for Agricultural Development) programme between 2001 and 2004, the highest rate of land transfers so far achieved in the country. The study

sought to develop a comprehensive understanding of how land reform functions in a particular area, to analyse how successful land reform projects are in their own right, and to establish how they affect and are conditioned by the dynamics of the local rural economy and agricultural sector. Despite evidence of an effective targeted approach to delivery of land transfers in Elliot District, this initiative was not matched by an area focussed perspective to address the contribution of land reform to the local economy or the delivery of support services to land reform beneficiaries. Moreover, the net creation of livelihoods through land reform has been too modest to make significant impact on poverty or unemployment, in context of what is perhaps the most significant economic trend in rural South Africa, the loss of farm employment. While land reform is planned and resourced at national level, agriculture is organised at provincial level but under resourced, Municipalities are responsible for integrated local development planning but have very little capacity, and the responsibilities of each of these three levels are poorly aligned. An important conclusion is that there is a need to re-examine institutional arrangements for land based economic development if a more successful territorial approach is to be adopted.

Paper 4. *The area based land reform initiative in Makhado, Limpopo Province*

discusses the Area Land Reform Initiative (ALRI) a pilot project led by the NGO, Nkuzi Development Association, designed to meet the challenge of delivering land at scale to poor and landless people in a way that realizes development benefits, in a local municipality where the greater part of the rural land area is subject to land restitution claims by communities whose lands were alienated during apartheid. The paper assesses the factors which have contributed to the successes and limitations of the ALRI approach and considers its potential wider applicability in South Africa. The researchers find that although ALRI has undoubtedly contributed much to the process of land reform within the Makhado area, and has influenced local actors to think about land reform in a more integrated and coherent manner, the process requires greater resources, a longer time frame and greater cooperation from various branches of government in order to achieve its objectives. Despite good ownership by local government, the major challenges are at the provincial and national levels. A successful decentralized approach to land reform requires a more substantial intervention in order to influence policy processes. However, that 'area-based land reform' has recently entered the discourse of national policy makers in South Africa and offers some hope that the lessons from Makhado might be applied at wider scale.

Brazil case studies

Note: The main Brazilian papers were all produced in Portuguese. The completed Brazilian material has been published in the form of an interactive CD Rom by Projeto GeografAR at UFBA (www.geografar.ufba.br)

Paper 5 *Land access and territorial development in Médio São Francisco, Bahia* is a summary in English of the detailed results of a substantial study financed and facilitated by the project and led by Prof Guiomar Germani of the GeografAR (Geography of Rural Settlements) research centre at the Geo-Sciences Institute of UFBA (Federal University of Bahia). The study is a detailed empirical assessment of the of different forms of land tenure and land occupation of the diverse range of social groups who together constitute the vast proportion of the rural population of Médio Sao Francisco, a river valley region and a historic focus of settlement in North eastern Brazil's semi-arid *Sertão*. As one of the pilot territories in Bahia for the Brazilian Government's Territorial Development

Programme, the study analyses the territoriality of the different social groups, a number of important social movements, and of state interventions in rural development so as to assess the contribution they can make to the territorial development project, the constraints encountered, and the implications for policy. The work was undertaken by a substantial group of researchers from UFBA and other local universities, alongside PhD, Masters and undergraduate students who gained important training and experience from the work. The full report comprises 264pp in Portuguese in six chapters, focussing on specific groups and aspects of policy. Discussions are underway with the Territorial Development Secretariat of Brazil's Ministry of Agrarian Development to support publication as a book in Brazil.

Paper 6. *Acesso a terra e desenvolvimento territorial – discutindo a definição de território conforme o MDA: três assentamentos em foco nos Sertões de Canindé*

(Land access and territorial development: discussing MDA's definition of territory: three land reform settlements in the Sertão de Canindé). This paper was produced by an interdisciplinary group of Brazilian researchers from Federal University of Ceará. As in Bahia, the study involved practical training and field exposure of masters and undergraduate students to rural development and land reform issues. The study focuses in depth on the situation of three specific land reform settlements in territorial context. It discusses the unfolding territorial development programme promoted by the Agrarian Development Ministry and its significance from the land reform settlers' point of view, examining what sort of interventions are required to integrate the needs of this section of the rural poor with a rural development programme that is meaningful to them, particularly in the areas of rural credit, health, popular education and capacity building at the community level. The report identifies weaknesses in coordination amongst state agencies to support effective planning and poor integration of land reform settlements into the territorial process, despite the contribution they make to the local economy, and some real advances in establishing a cohesive territorial identity involving the broad range of rural social organisations. In addition to the main report a detailed annex produced in January 2005 provides a wide range of secondary data on the focus territories of Sertão Central / Sertão de Canindé

Paper 7 *Land access and territorial development Sertão de Pajeú, Pernambuco.*

Background work on the status and position of land reform communities in the context of a broader participatory approach to rural territorial development in an area now dominated by small scale family farming based on a review of secondary data and a participatory survey of land reform settlers. The study found that despite constituting a significant population share and a relatively long history, the land reform settlements (mostly located in peripheral areas) remain disadvantaged on a range of indicators, and that a special focus is required to ensure that economic development in Pajeú is fully inclusive across the territory. The initial diagnostic work facilitated the establishment of a Territorial Commission of Land Reform Settlers, and the intention was to hold a subsequent series of workshops aimed at building capacity in agricultural marketing for the coordinating across the various community associations involved and develop a strategic plan to be integrated into the Territorial Development planning process for Pajeú. As a result of changes in personnel in the partner agency (ASSOCENE a Pernambuco based rural development and cooperative network NGO), and difficulties in engaging a local university partner this last stage of work has not yet taken place and as a result this paper is only available in draft form.

Synthesis and policy papers

Paper 8. *Challenges in the transformation of land unequal local economies: from land reform to territorial development in Brazil and South Africa?* provides the most complete compilation and discussion of the project's findings. This paper discusses the salient features of Brazil's rural territorial development approach, and its implications for land reform, and discusses theoretical and practical approaches in South Africa, including issues of localism and the impacts of globalisation on the post-apartheid reorganisation of space, the integrated development planning (IDP) framework, Local Economic Development approaches in South Africa and emerging territorial, or "area based" perspectives on land reform. The paper summarises the main findings of the case studies in each country and sets out overall conclusions and policy implications for the construction of territories and territorial identity and the implementation of land reform at territorial scale, and discusses the challenges of institutional transformation involved in achieving socially inclusive rural territorial development.

The final paper was developed in several stages, gradually incorporating empirical findings as they became available from the case studies. An early draft *Land access and territorial approaches to livelihoods development* was prepared for a conference on *Land, Poverty, Social Justice and Development* at ISS, in the Netherlands in January 2006. This drew on material from Working Paper 1 and focused on potential ways forward in overcoming the contemporary impasse in redistributive land reform. A later version was submitted for a conference *At the frontier of land issues: social embeddedness of rights and public policy* to be held on 17 – 19 May 2006, in Montpellier, France and concentrated on findings from Médio São Francisco in Bahia, Northeast Brazil, and Elliot District in Eastern Cape, South Africa to assess the potential and constraints of territorial and area- based approaches to land reform

Paper 9. *Acesso a terra e desenvolvimento territorial no nordeste do Brasil: Apresentação e síntese dos resultados de pesquisa 2004-2007*(*Land access and territorial development in Northeast Brazil: Presentation and Synthesis of research results 2004 -2007*) is a synthesis of the Brazilian papers and summary presentation of project findings and policy issues for Brazil, written in Portuguese for circulation in Brazil and Lusophone countries inclusion in the CD Rom and on the Brazilian website provided by UFBA.

Paper 10 *Rural Development from a territorial perspective: lessons and potential in sub-Saharan Africa* was written at the end of 2006 as a background paper for the World Bank's World Development Report commissioned by RIMISP, the Latin American Institute for Rural Development, with IDRC funding. The paper draws on project findings in South Africa alongside those of the NRI sister project on Rural Enterprise and Economic Development, (financed by DFID under the same arrangements as this project and led by Dr Junior Davis) and assessment of grey literature on territorial approaches in Mozambique, Benin and Ghana to assess the lessons and potential poverty impacts of socially inclusive, decentralized and spatially accented approaches to rural (and rural-urban) economic development, and the transferability of LED / RTD approaches across the Sub-Saharan African region. The paper concludes that rural economic development in SSA requires a decentralized, spatially accented but holistic approach within which a key ingredient is building capacity of local government and rural social organisations to operate in partnership together and with private sector actors. Together these actors should focus on distinctive problems, and potentials of specific areas; locating

agricultural development within a territorial context; while governments and international agencies should aim to link sectoral policy and investment to locally specific measures; integrate local initiatives within wider regional economic networks; and promote the deepening and broadening participation by building durable social capital.

Paper 11. *Land reform and the potential for decentralized territorial approaches in South Africa* (not yet available) is a policy brief aimed primarily at a South African audience and based on the findings of South African case studies and the broader research results, to be published shortly by PLAAS South Africa

Workshop reports and presentations

A variety of workshops were held to discuss project findings and policy issues in the case study areas and for each country, to present case study findings to a wider academic and practitioner audience including civil society organisations and policy makers. Where available, case study workshop reports are included as annexes to the case studies themselves.

South Africa workshop report on Area-based and Territorial Approaches to Land Reform, held on 3-4 May 2006 at Integrated Development Trust, Pretoria, South Africa

Power point presentations made by the researchers, others engaged in similar case studies, and practitioners from government were circulated to the audience following the workshop.

Brazil workshop report on Land Access and territorial development in Northeastern Brazil, held on 18th August 2006 at the Geosciences Institute, UFBA, Salvador, Bahia, Brazil.

A number of power point presentations made have been included in the Brazilian CD Rom which is submitted to DFID alongside this report.

A number of Powerpoint presentations developed and used during the project are included with the research papers on the NRI CD Rom:

- *Land inequality and democratic change: from land reform to participatory territorial development?* Julian Quan, NRI, given at IDS, June 2005
- *The Area land reform initiative in Makhado* Tshililo Manhenze, Nkuzi, given at the International Conference on Agrarian Reform and rural Development, FAO, Porto Alegre, Brazil March 2006
- *Land reform and the rural economy in Elliot District, Eastern Cape* Michael Aliber HSRC and Patrick Masika, University of Fort Hare, given at the final project workshop in South Africa, Tshwane, May 2006
- *Area based and territorial approaches to land reform: research findings and policy implications for land reform* Julian Quan, NRI, given at the final project workshop in South Africa, Tshwane, May 2006
- *Challenges in the transformation of land unequal rural economies: from land reform to territorial development: findings from Brazil and South Africa*, Julian Quan, NRI, given at the conference At the Frontier of land issues: social embeddedness of rights and public policy, Montpellier, France, 17 -18 May 2006.

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