

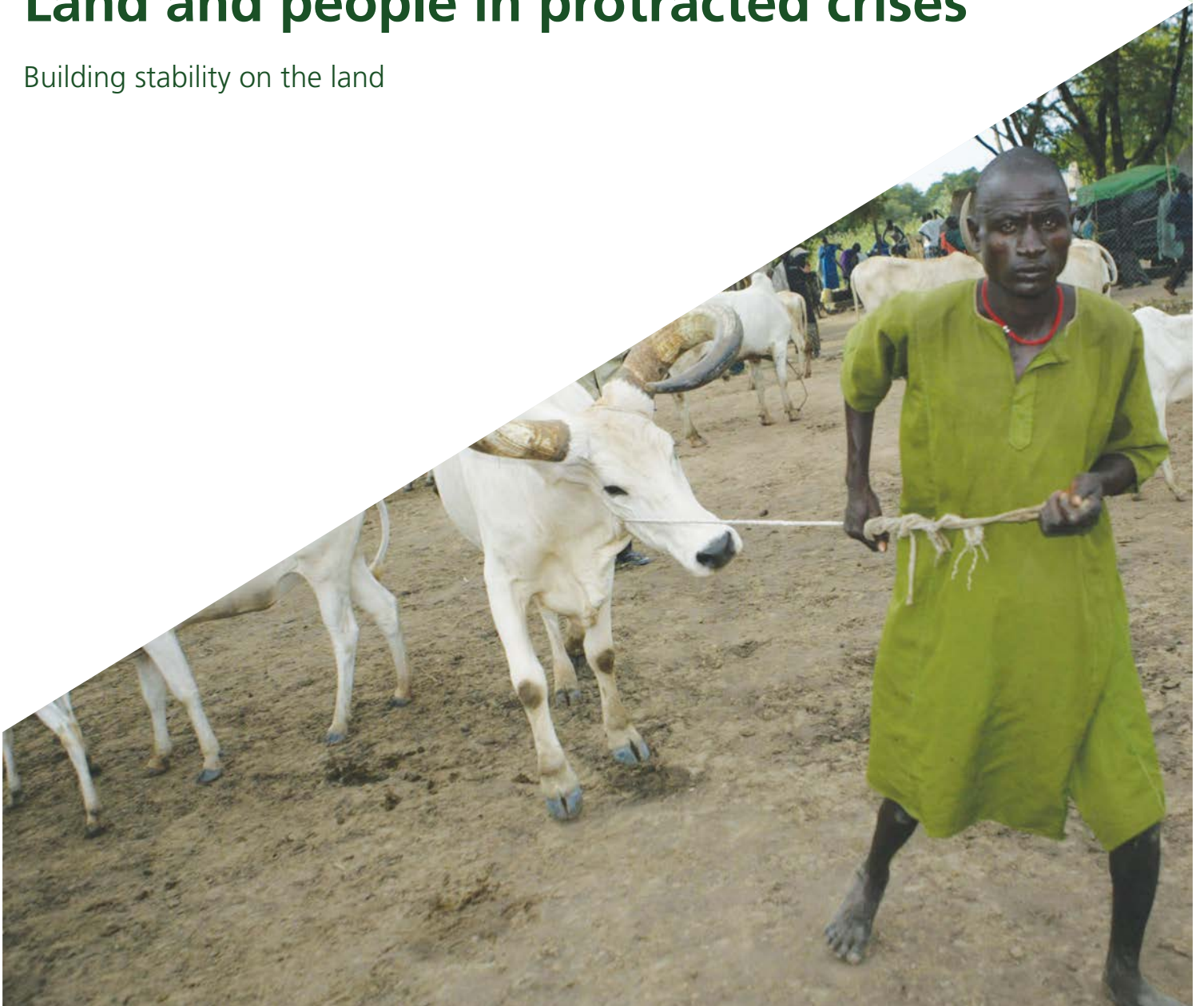


Food and Agriculture Organization  
of the United Nations

## GUIDANCE NOTE

# Land and people in protracted crises

Building stability on the land



Cover photo: ©FAO/Jose Cendon

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# Contents

Acknowledgments	iii
Key messages	iv
Land is more than an asset	1
Redefining land through a people-centred lens	3
FAO approach to mainstreaming land issues in protracted crises	9
Final considerations	15
References and resources for further information	17



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## KEY MESSAGES



- ▶ Land issues play a **key but often overlooked** role in protracted crises.
- ▶ Land must be understood **not just as an asset but as a socio-ecological system**.
- ▶ Natural hazards and armed conflicts exacerbate these tensions, leading to **increased competition for resources**, particularly when displacement is involved, with a **significant impact on gender**.
- ▶ **Understanding cultural attitudes to the land is vital**. No conflicts can be resolved without a people-centred lens.
- ▶ In its activities and programmes then FAO has adopted a **people-centred, negotiated approach** rather than a technical one, addressing **access, use and management rights of land and reducing asymmetries**.
- ▶ The approach also **strengthens formal institutions and links legality with social legitimacy**.





# Land is more than an asset

## The forgotten factor in the crisis equation

Protracted crises send out a sort of alarm signal – an indication that the approaches adopted in the past have been an inadequate response: not cross-sectoral enough, not inclusive enough and, most importantly, not persuasive enough to create a sense of ownership.

Renewed thinking is needed, based on concrete observations of local dynamics, and efforts to understand the positions and interests of the many diverse parties involved – moving beyond a sectoral vision towards a more holistic one.

Protracted crises are not just about degraded natural resources. They also highlight weakening social cohesion. The political economy of land and other natural resources must form an integral and structural part of the discussion, starting with governance issues.

In the past, governance of land and other natural resources has been wilfully ignored in times of crisis. Land is recognized as one of the root causes of conflict, but has hitherto been seen as too political, complex and time-consuming, and thus as a secondary priority in the emergency context. By the time relief efforts are underway, most of the people have already been dispossessed of their land rights. Today, however, attention is shifting to interlinked dimensions such as land (and for natural resources as a whole) and the people that live or depend on it.

Increasing competition over land, if not addressed through inclusive and transparent mechanisms, can become a root cause of conflict, creating a set of perceived injustices that threaten to undermine the post-conflict situation. In countries where violent conflict has already occurred, such as Angola, Mozambique and Bosnia Herzegovina, addressing historic grievances and injustices, responding to local needs and restoring historic land rights are as essential to peacebuilding as economic goals.

These are virtually limitless tasks. In the case of Mozambique, although much has been done to review policy and enact new, more democratic land laws recognizing land rights of local communities, with a strong advocacy role by Non-Governmental Organizations and technical assistance by FAO, it has not been enough to “democratize” the country, and the threat of a return to civil war has recently been noted.



The challenges are many: a plurality of stakeholders with multiple visions and interests; different objectives and competition for resources, set against the backdrop of unbalanced power relations within the decision-making process (e.g. small artisan fishing versus large-scale fishing or small farmers versus agro-industry), as well as different policy levels influencing and impacting on stakeholder decisions and their interplay at various levels.

Land experts argue that issues of access, control and transfer of land, property and natural resources must be understood and must inform all phases of intervention in the post-conflict context in order to avoid relapse. But are humanitarian actors aware of this complexity?

In order to make land an entry point for building stability, the link between land and humanitarian priorities (human and food security, social identity, shelter and housing, livelihoods, etc.) must be spelled out ever more clearly.

## Land in the CFS Framework for Action for Food Security and Nutrition in Protracted Crises (CFS-FFA)

In line with FAO Strategic Objective 5 (SO5), which aims to increase the resilience of livelihoods to threats and crises, this Guidance Note explains how issues related to land require a longer-term approach around people and a recognition that land is more than a mere asset.

It also illustrates how FAO support for a people-centred approach to build stability on the land can contribute to the CFS-FFA for Food Security and Nutrition in Protracted Crises, in particular in line with the following principles:

Land in the CFS-FFA	
Is a core objective of CFS-FFA principles	<p><b>Principle 1:</b> Meet immediate humanitarian needs and build resilient livelihoods</p> <p><b>Principle 4:</b> Protect those affected by or at risk from protracted crises</p> <p><b>Principle 9:</b> Contribute to peacebuilding through food security and nutrition</p>
Also contributes to CFS-FFA principles	<p><b>Principle 5:</b> Empower women and girls, promote gender equality and encourage gender sensitivity</p> <p><b>Principle 7:</b> Strengthen country ownership, participation, coordination and stakeholder buy-in, and accountability</p>

### KEY FACTS

According to the Land and Conflict report by the UN Framework Team, conflicts associated with natural resources are twice as likely to relapse in the first 5 years after the end of hostilities.



# Redefining land through a people-centred lens

## Understanding how people relate to the land

For many people land is above all a historical-social construct, impregnated with culture, values and spirituality. Land is the object and human beings are the subject. They interact over land and, when all goes well, they create a socio-ecological contract involving the space, the people and the institutions with whom they interrelate. But because of covetousness, land can also be a source of problems and conflicts. Dealing with land in conflict is therefore above all about rebuilding that contract and re-establishing a process of trust and dialogue amongst stakeholders. Otherwise, the foundation on which peace and stability are built is compromised from the outset.

Understanding the various tenure systems is necessary for humanitarian interventions. The representation of property rights can be usefully simplified by identifying:

- **Use rights:** rights to use the land for grazing, growing subsistence crops, gathering minor forestry products, etc.
- **Control rights:** decision-making rights over how the land should be used, including what crops should be planted, and how to benefit financially from the sale of crops, etc.
- **Transfer rights:** the right to sell or mortgage the land, convey the land to others through intra-community reallocations, transmit the land to heirs through inheritance, and reallocate use and control rights.

Broadly speaking, land tenure rights are often classified according to whether they are “formal” or “informal” – an approach that may give rise to perceptual problems, as some so-called informal rights may, in practice, be quite formal and secure in a given context. Despite this, the classification of formal and informal tenure can sometimes provide the basis for useful analysis.

**Formal property rights** are those that are explicitly acknowledged by the state and may be protected using legal means.



**Informal property rights** are those that lack official recognition and protection. In some cases, informal property rights are illegal, i.e. held in direct violation of the law. An extreme case is when squatters occupy a site in contravention of an eviction notice. In many countries, illegal property holdings arise because of inappropriate laws. For example, the minimum size of a farm may be defined by law whereas in practice farms may be much smaller as a result of informal subdivisions among heirs. Property rights may also be illegal because of their use, e.g. the illegal conversion of agricultural land for urban purposes.



**Uganda - Butyaba.** A woman picking silver fish at Butyaba landing site on the shores of Lake Albert.  
©FAO/Isaac Kasamani.

Customary tenure may be defined as the local rules, institutions and practices governing land, fisheries and forests that have, over time and use, gained social legitimacy and become embedded in the fabric of a society. Although customary rules are often unwritten, they may enjoy widespread social sanction and be generally adhered to by members of a local population. In some countries, statutory law recognizes customary tenure, while in others they may be perceived as informal rights with little or no statutory protection. It often includes communal rights to pastures and exclusive private rights to agricultural and residential parcels.

Thus, customary rights may be “extra-legal”, i.e. not against the law, but not recognized by the law either. A distinction often made is between statutory rights or “formally recognized rights” on the one hand and customary rights or “traditional rights” on the other. Special care should be taken in the process of formalization, because of the risk in some cases of women losing their specific land rights.

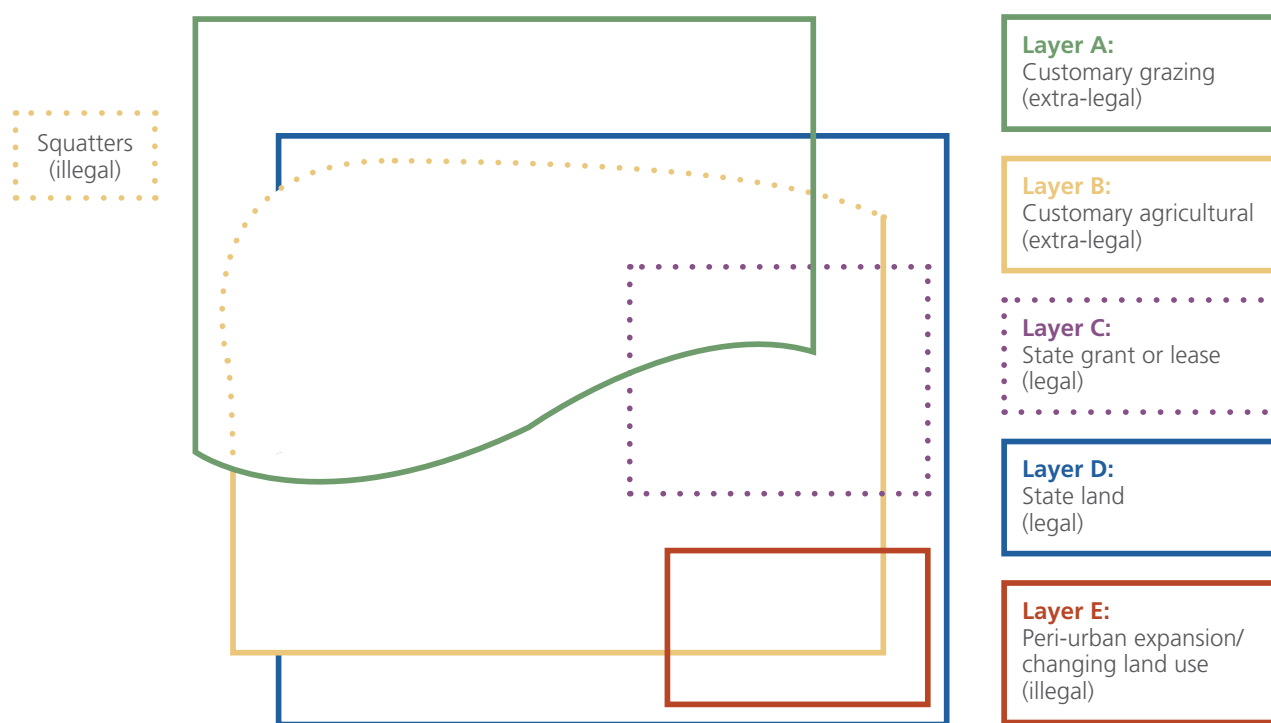


Formal and informal rights may exist within the same holding. For example, in a country that forbids leasing or sharecropping, a person who holds legally recognized ownership rights to a parcel may illegally lease out the land to someone who is landless.

These various forms of tenure can create a complex pattern of rights and other interests, particularly when statutory rights are granted in a way that does not take account of existing customary rights (e.g. for agriculture and grazing). This clash of *de jure* rights (existing because of the formal law) and *de facto* rights (existing in reality) often occurs in already stressed marginal rainfed agriculture and pasture lands. Similarly, in conflict and post-conflict areas, encounters between settled and displaced populations lead to great uncertainties as to who has, or should have, control over which rights.

The layers of complexity and potential conflict are likely to be compounded where, for example, state ownership is statutorily declared and state grants or leases have been made without consultation with customary owners (who are not considered illegal), and where squatters move illegally onto the land, as in figure 1.

**Figure 1:** Complexities and conflicts resulting from different types of tenure



Source: adapted from FAO, 2002

The complexity of formal and informal rules extends both horizontally (where the territorial rights of a community end and where those of another – whether settled or nomadic – begin), vertically (such as when rights over trees differ from rights over the land where trees are planted) and in time (rights can change over the same piece of land depending upon the specific season: rights of cultivating, rights of “*vaine pâtre*”, rights of passing, etc.).

Without a clear understanding of the governance system that defines who is who, and who has what rights where, it is a challenge to identify beneficiaries for emergency interventions, be it for food aid, temporary or permanent shelter, etc.

## Land in protracted crises

Whenever there is a protracted crisis, whether man-made or the result of natural hazards, the presence of land (and water) problems is to be expected. Several dimensions must be considered, beginning with the often forgotten issue of gender, and continuing with the displacement problem (at the point of origin as well as where people settle). Land in protracted crises all too often also implies the collapse of locally legitimate institutions, thus fuelling the problem.

Some of these critical dimensions that must be further analyzed in their specific contexts are highlighted below.

### **Gender dynamics are critical to understanding the nexus between human beings and resources**

In protracted crises, different people react differently when land (and natural resources) are at stake. For many women, their autonomy depends on land – a loss of land means a loss of identity. In the final analysis, land means belonging to a place and to a culture. This is why to speak of landless men and women is to describe people without a past, present or future.

### **Land tenure and displacement**

Land and natural resources come under greater pressure in the case of crisis and resettlement, and without a proper assessment of what is available in terms of natural resources, how it is used and governed and by whom, it is impossible to achieve sustainable humanitarian interventions. This is especially true in protracted crisis contexts where the aim of interventions should be to increase self-reliance and resilience, not only through food aid, but through providing inputs and alternative livelihood sources.

#### **INFO BOX 1. Land issues in Côte d'Ivoire and Liberia**

In 2012, about 130 000 refugees from Côte d'Ivoire arrived in Liberia in the wake of the post-election violence in their country. The Liberia Contingency Plan enabled refugees to remain with host communities closer to the border rather than moving into camps. The social, economic and cultural ties between the two countries, and in particular the regions closer to the border, made this the preferred solution. If refugees were allowed to stay closer to their land and assets, their losses would be reduced and their resettlement would only be temporary. Refugees and host communities would both be targeted for aid, thus avoiding resentment and promoting the development of very remote and underdeveloped areas.

Refugees and host communities were initially provided with food aid, seeds and tools for agriculture. But, without a deep understanding of the existing tenure governance systems, this solution, designed to increase resilience and diminish dependency on aid, generated situations of conflict and abuse. The Contingency Plan did not map the capacity of the different communities or establish who could access what land under what conditions. The refugees' only way to access land was as labourers, or by occupying somebody else's land. This innovative approach unfortunately had to be abandoned in favour of camps within a few months of the beginning of the crisis, but it clearly identified land governance as a fundamental element in resettlement.



Liberia - Zorzor. Land was used as one of the entry points for peace-building in post-conflict Liberia.  
©FAO/Maria Guglielma Da Passano.

Refugee camps are designed to be temporary solutions, but it is impossible to predict how long they will last at the beginning of a crisis. While it is now widely understood that it is important to negotiate with local communities to identify the land where the camp can be built, the livelihoods of refugees and host communities are all too often not factored into the planning. Limited understanding of the land and natural resources and their governance has proved time and again to be a recipe for depletion of resources and conflict, as people need access to resources such as firewood for cooking and heat.

### **Natural hazards and armed conflicts exacerbate tensions over pastoralist transhumance**

When people are forced to move, they abandon their physical assets such as land and property, and only carry their skills and movable assets such as livestock. Access to water becomes a critical problem, most particularly in areas where natural disasters (such as hydrological extremes) are combined with armed conflict. In such situations, traditional transhumance coping mechanisms are no longer viable. Physical barriers, threats from armed groups, landmines and even poisoning have been employed to block communities' access to known water points (e.g. river base-flows, springs and functioning wells) in times of drought.

#### **INFO BOX 2. Land and drought in Uganda**

In Uganda's Karamoja Sub-Region, for example, cattle rustling leading to armed conflict exacerbated the adverse effects of prolonged drought and drought-like events. Known migratory corridors were no longer safe for large herds of cattle. Karamojong tribes were forced to confine their livestock to a small area. This not only made the herds more vulnerable to rustling but also contributed to the spread of diseases. Consequently, because of these negative feedback mechanisms, the herd sizes in Karamoja were markedly reduced.



## Displacement disrupts social services/networks and leads to the loss of traditional livelihoods

When faced with extreme crises such as famine, communities try to assert their claims and rights over the land as part of their coping strategy. Leaving land behind in a situation of uncertainty entails losing the spatial network of access to market and services and a breakdown in interactions with other groups and families, thus disrupting social ties and obligations.

A community's resilience in protracted crises depends on its capacity to return to its traditional livelihood. This is particularly true in pastoral societies, where the transhumant lifestyle has suffered from the loss of open land and freedom of movement across open ranges.

### INFO BOX 3. Land and animal services in Abyei and Karamoja

The provision of community-based animal health services and livestock vaccinations in the Dinka Ngok and Misseriya communities seasonally interacting in the Abyei area of South Sudan and Sudan (currently being contested between the two countries) represents a strong entry point for re-establishing intercommunity dialogue. The provision of similar community-based services in the Karamoja region of Uganda has led to a number of cross-border initiatives between Uganda and Kenya transhumant communities (Karamojon and Pokot) which have built confidence, leading to the signature of a protocol for diseases control across border and some synchronization of cross border migration, trade and marketing, in areas which have been historically characterized by high levels of violence and dispossession.

## The collapse of traditional institutions can fuel further tensions around land disputes

In crisis situations where land and natural resources become the most important assets, competition and conflict over access and use increase in number and severity. In a fragile context this may represent the difference between maintaining stability and relapsing into conflict. Traditional dispute resolution and governance institutions that may have broken down during the conflict represent institutional memory. They are accessible at local level, and are cost-effective and sustainable. They should be supported and strengthened in order to provide people faced with conflict with a viable alternative to violence.



South Sudan - Abyei Administrative Area. 2016. FAO conducted a livestock vaccination campaign, just before Misseriya nomads migrated back to West Kordofan after looking for pasture land. Along with their cattle, basic items are carried as part of the migration. ©FAO/Marco de Gaetano.



# FAO approach to mainstreaming land issues in protracted crises

Land is not only relevant to peace-building contexts, but can be a critical instrument to ensure the immediate success and longer-term sustainability of humanitarian interventions. FAO strategy is to promote a people-centred, process-oriented negotiated territorial development approach to building stability and achieving humanitarian objectives in protracted crises. It is based on the principles outlined below.

## **Recommendation 1. Foster dialogue and deal with asymmetrical power relations**

Since conflicts related to land revolve essentially around human beings and their interactions, the entry point is to identify the concerned actors and engage them in dialogue. At first, certain actors may voice some skepticism about the objectives and conditions for dialogue and negotiation: their willingness to participate is mainly related to their perception and experience of the obstacles and limitations of the process, but also their interests and their fears. This also includes powerful stakeholders, large landowners or elites, who prefer to maintain the *status quo* and protect their privileged positions. It is thus necessary to consider what type of leverage might be used in order to stimulate their engagement in the process. The FAO approach aims to shift from a privilege-based to a rights-based stance in which everyone (including the spoilers) is seen as an agent of change.





#### **INFO BOX 4. The Green Negotiated Territorial Development approach (GreeNTD)**

The GreeNTD is a natural development of FAO previous approaches (Participatory Negotiated Territorial Development, Improving Gender Equality in Territorial Issues). Like them, it is a people-centred and process-oriented approach, with a stronger socio-ecological focus on territorial development. It is based on a multi-stakeholder engagement to foster a progressive consensus (Socio-Ecological Territorial Agreement – SETA) ideally leading to a holistic, multi-scale and negotiated vision based on a consultative decision-making method involving the largest number possible of stakeholders.

The approach promotes a parallel process of strengthening the weaker stakeholders – whoever they are – and enabling them to actively participate in decision-making processes. In particular, it deals with the different/conflicting demands and interests posed by a variety of stakeholders, by using a combination of various approaches based on the experiences of several FAO technical units and other UN agencies.

Stakeholder dialogue is seen nowadays as an instrument for facilitating effective communication between government, NGOs, science and other societal groups. Dialogue attempts to stimulate partners to learn from each other and strengthen relationships in order to take collective action. It is more ‘process-orientated’ than ‘issue-orientated’. It is also more of a continuous process than one with a clear start and end.

At first, it is about learning and discovering each other’s thoughts and values, and identifying possible connections – exploring divergences and communalities and, subsequently, reaching an agreement or creating surplus value (convergence). One of the preconditions for such dialogue is therefore the strengthening of the bargaining power of marginalized and less powerful stakeholders in an attempt to reduce power asymmetries.

#### **FAO in action - BOX 1. Mozambique Land Law and local participation**

At the end of the prolonged Mozambique civil war, a new Land Policy and Land Law were issued, with strong technical support from FAO. An important mechanism of consultation was thus inserted into the new Land Law (1997). This requirement foresees that all investors must consult with local communities to see if the land they want is “free from occupation”. If not, the person requesting the land must negotiate the “terms governing the partnership between the [existing] title holders by occupation and the person requesting the land”. What is clear is that for consultations to be transparent and genuinely protective of local interests, some form of legal education and support for communities is essential.

Thus in any process involving community land – such as a consultation to decide if a certain area is “free from occupation” – all community members must participate (for example, through community meetings with their leaders).

### **Recommendation 2. Embrace the past, present and future**

It is important to get things right from the start and avoid shortsighted solutions that may jeopardize longer-term development. It is fundamental to distinguish between short and long-term land related objectives. Development partners and government alike should be aware of the complexity, process and time required to achieve each of the goals envisaged, so as not to raise unrealistic expectations.

While devising transitional solutions to increase tenure security, an inclusive dialogue should be opened to a longer-term sustainable plan. The process should deal with rights lost before or during the crisis, provide temporary solutions for the present, and establish measures to promote rural development and good governance. All immediate and mid-term corrective, preventive and retentive land and property-related measures designed to facilitate the conflict transformation process must be streamlined with an overall developmental vision and policy, which is often lacking in chaotic protracted crises.

### **FAO in action - BOX 2. Ethnic grassroots peace-building and community reconciliation dialogue in the Mellit locality of North Darfur**

The Berti, Medoub and Zayadia are three major ethnic groups that have co-existed in the north-eastern part of north Darfur since time immemorial. Zaghawa, Fellata, Fur, and other smaller groups also live and intermingle with them over the whole of the northeastern areas of north Darfur state.

Conflicts over access to and use of key natural resources were part and parcel of daily life for the ethnic groups in the area, even before the wider Darfur conflict. Nevertheless, the local administration structures and customary and moral codes helped in managing such conflicts in the past. However, the widespread and protracted conflict in Darfur has significantly changed the dynamics and management of pre-existing hostilities in the area and the groups are currently grappling with myriad conflicts.

Between 2010 and 2011, FAO implemented the project 'Strengthening community-based institutions for participatory peace building, conflict resolution and recovery planning' in Darfur. The aim was to bring together different ethnic groups that were in conflict to address, in particular, problems related to competition or restricted access to common natural resources, using a Participatory and Negotiated Territorial Development approach (PNTD).

The three main native administrations of the Berti, Medoub and Zayadia had already begun their own initiative to work towards unity and ethnic reconciliation. FAO project stressed the importance of dialogue and supported the High Level Committee (HLC – the umbrella body of the three native administrations) in expanding and building on their previous initiative in the area. The aim was to make it a platform for all-inclusive, broad-based dialogue and subsequently to address the conflict at grassroots level.

The Es Sayah conference (held in 2011) was attended by over 1 000 people, including native administration leaders, women's groups, youth groups, government representatives (the State Governor of North Darfur and the locality commissioners of Malha, Kuma and Mellit), the African Union/United Nations Hybrid operation in Darfur (UNAMID), NGO representatives, local community-based organizations (CBOs), religious leaders, the private sector, individuals and key figures from the community.

The conference was designed:

- to increase social peace through interactions between rival groups, and promote socio-economic dependencies among the conflicting communities;
- to stop interethnic hostilities and criminal activities such as animal looting, and to guarantee access to markets for all;
- to reduce conflicts between farmers and pastoralists over crop destruction and farmers' encroachment into grazing land; and
- to improve access to and use of natural resources, mainly water and pastureland and rangeland.

The conference, together with all preparatory meetings and ongoing project activities in the localities, offered some initial lessons to both native administrations and the wider communities.

It is now better understood that peace-building is a gradual process that requires step-by-step approaches and patience. The higher committees have thus requested that members should be fully aware of the processes and challenges ahead and “stay the course”.

The High Level Committee (HLC) and the Locality Commissioners of Mellit, Kuma and Malha have agreed to establish systems to implement and monitor the points agreed upon through consensus and maintain the momentum. FAO has also agreed to monitor the situation closely and provide the necessary support needed to keep the process on track.

### **Recommendation 3. Secure land rights to contribute to peace building**

Security is stability – situations of crisis are particularly volatile because people solely dependent on the scarce resources available will do anything to defend them. Conflict erupts when land and other resources on which people depend come under threat – whether real or perceived. Securing people’s rights to land can directly contribute to alleviating this threat. Such efforts can also contribute to the state-building processes since the legitimacy of central and or local government can increase drastically in the eyes of the people when the Government takes direct responsibility for securing people’s rights to land.

#### **FAO in action - BOX 3. Land tenure support in post-conflict Angola**

In 2004, the national land situation in Angola was characterized in part by a large return of IDPs and refugees to their area of origin, or settling in areas where they were camped for years, and also by the growing pressure for investments. Independently of the return of IDPs and refugees, it was essential to work on improving the conditions to make land accessible and on developing strategies to reactivate the agriculture sector.

FAO focused its land tenure-related activities on two extremely important and interconnected issues. First, it set up land delimitation and negotiation activities with communities, the government and NGOs. This also involved disseminating information and experiences from other countries on land tenure-related matters and in providing training in negotiated and participatory land delimitation methodology as well as in GIS mapping systems and other new technologies.

Second, FAO provided support to the government and its respective responsible institutions in developing a national land policy as well as legal and regulatory guidelines. This involved not only providing information and technical expertise on specific related issues, but also fostering dialogue among all social actors.

Since its initiation the programme has included a range of multidimensional interventions, from technical assistance at the national level (in revising land law and in providing certain elements required for a comprehensive land policy) to concrete field activities, where methodologies were tested and improved, and participatory local training provided. Complementary training was also carried out at central level in order to develop the land administration’s capacity and stimulate a debate about the institutional framework. These activities were necessary because of the fragmentation of various government institutions and their weak and sometimes unclear mandates concerning land-related issues.

After more than 16 years, FAO is still providing technical support on land issues: the focus has changed from post-conflict to development, but still promotes the same values of dialogue, negotiation and inclusion.

## Recommendation 4. Build on (and strengthen) existing measures

Customary and informal tenure governance systems often contain discriminatory practices, especially toward women and youth, and this has been regularly used as an excuse to bypass them when addressing a community during a crisis. Imperfect though existing tenure governance systems are, they achieve a local legitimacy and sustainability that artificially built systems will never rival. Infusing positive change in a tenure governance system is possible. However, changing an existing system will require time and effort, and depends on the creation of a sense of social legitimacy and ownership.

### FAO in action - BOX 4. Linking animal health veterinary services to natural resource conflict mitigation in Abyei (Sudan - South Sudan)

The Abyei Administrative Area represents the dry-season grazing land of the Misseriya tribe, who spend the wet season in the southern parts of Kordofan. The area is now relatively peaceful compared to previous dry seasons mainly due to a peace agreement established by the traditional leaders of both the Misseriya (Sudan) and Dinka Ngok (South Sudan) ethnic groups, although security remains unpredictable because of the presence of armed groups in the area.

FAO is implementing a conflict mitigation – livelihoods support programme with both communities – the only UN project working simultaneously in Sudan and South Sudan. In this case, FAO is using the GreeNTD approach, engaging local stakeholders through providing vaccination and treatments of both communities' livestock and promoting an informed negotiation process over the access, use and management of natural resources, using animal health interventions to break the ice between the two main groups and facilitate further joint action.

Impacts include:

- FAO in collaboration with Dinka Ngok veterinary officers trained 25 Misseriya Community Animal Health Workers (CAHWs) in the common market called Noong (Central Abyei).
- FAO, UNRCO and UNOCHA held a first meeting with AJOC Sudanese officials in Diffra (Northern Abyei) to discuss FAO vaccination plans for the Misseriya animals. FAO staff were welcomed and given a green light to operate in northern Abyei areas.
- Following the peace agreement between traditional leaders of the two communities, FAO was able to successfully vaccinate 52 830 livestock (26 780 cattle and 26 050 sheep/goats) of the Misseriya belonging to 1 340 households. The South Sudan/Ngok Dinka officials who supported the vaccination felt safe and secure and were welcomed.

## Recommendation 5. Start small

Access to land and natural resources is critical, especially in the context of protracted crises where other sources of livelihoods may no longer be available. Understanding the tenure governance system of a given society helps identify the challenges and conflict roots, and working through what exists can provide entry points to overcome those challenges. The more complex the conflict, the more localized and specific the beginning of the solution must be.



South Sudan - Yei town. A farmer works in a plantation. ©FAO/Samir Bol.

### KEY FACTS

Since 2000, 48 percent of civil conflicts have been in Africa, where access to rural land matters deeply to the survival of the majority of people.





# Final considerations

## A promising approach to be scaled up

FAO recognizes that its experience in implementing this strategy is still limited to concrete country cases and is investing to ensure that this can be scaled up. Other complementary activities include:

- documenting successful experiences;
- increasing FAO capacity to mainstream land in humanitarian interventions;
- providing governments and partners with tools to use tenure governance as an entry point for peacebuilding;
- providing technical expertise to sister agencies and United Nations Country Team (UNCT) to ensure land becomes an enabling factor in fragile contexts;
- raising donor and partner awareness about the role land governance can play in peacebuilding;
- continuing to develop tools that can be included as part of existing humanitarian action, helping to decrease the likelihood of land conflict and enabling land to become an entry point; and
- strengthening FAO capacity as a third-party facilitator of stakeholder negotiations over land and Natural Resource Management (NRM) at national and local levels.

## A window of opportunity in protracted crises

Fragile contexts provide a window of opportunity to address issues that were set aside or ignored before the conflict and may have directly caused it. Post-conflict and post-disaster situations also provide opportunities for new social forces to coalesce and gain experience, particularly if there is a strong external presence guaranteeing not just the peace, but also the conditions needed for civil society to emerge.



Land can become a critical element in protracted crises. A shared understanding of how land can be used as an entry point for peace-building by governments and humanitarian actors alike will help FAO achieve its objective of mainstreaming land consideration across programmes and projects in humanitarian contexts.

The role FAO can play can be summarized as follows: *to help dealing with past injustices while providing temporary solutions for the present, in order to establish a sound basis for the future.*



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