

Promoting people centred land governance CAMEROON







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The National Engagement Strategies

Working together towards people-centred land governance

The concept: what is a NES?

In recent years, equitable access to land, particularly in rural areas, has been high on the international policy agenda and is recognised as a crucial element attributing to sustainable development and poverty reduction. Innovative and progressive land policies and laws, particularly at the national level, are key to determining equitable access to, use of, and control over land and other natural resources.

The National Engagement Strategy (NES) is the first step of an approach being promoted by the International Land Coalition at country level, in order to create conditions for **inclusive** and people-centred land-related policy change. Jointly formulated and co-owned by ILC members and other relevant actors at national level, the NES itself is a framework for identifying key priority areas on which land-concerned actors see opportunities for catalysing change, either at the level of policy formulation or at the level of implementing existing progressive policies. The NES process also involves the establishment of a multistakeholder platform that accompanies the implementation of the NES, and makes necessary adjustments on the basis of lessons learned. A NES process is therefore aimed at facilitating collaborative and coordinated action amongst different stakeholders involved with land at the national level to promote people-centred land governance. Through these NES processes, opportunities are increasingly made available to national civil society actors to collaborate among themselves and with international actors, both governmental and non-governmental, and to engage with local and national governments.

Why a NES?

Political will is a fundamental prerequisite for addressing inequalities in land access and fighting poverty. However, the effective development and implementation of policies, laws and institutional frameworks requires the inclusion of a wide range of actors working together and sharing different perspectives and expertise.

A NES arises in recognition of this reality; that corrections in land inequalities, in favour of poor and marginalised groups, are more effectively achieved through the collaborative and coordinated efforts of multiple actors, rather than adopting overlapping or even confrontational approaches.

Experience has proven that NES processes have strengthened partnerships and the mutual recognition of diverse actors, producing a momentum for improved land rights. By fundamentally changing the quality of interaction between CSOs and Governments, NES processes have helped increase the political weight of civil society and vulnerable groups, shifting perspectives of Governments to see CSOs as credible sources of knowledge and experts on land related matters. National use of international instruments, such as the VGGTs and F&Gs have also fostered improvements in collaborations, as well as promoting a stronger focus on women's land rights and gender justice.

How?

A NES is developed in two phases, the first being **formulation**, and the second being actual **implementation** of the strategy.

The formulation phase of the NES is carried out through regional and national multistakeholder consultations and workshops, where participants – identified amongst the key national players – identify priorities, potential synergies and agree on joint actions to be undertaken resulting in an action plan that will guide the implementation phase of the NES for the following years.

Who?

While national civil society members of ILC represent the starting point and main promoters of NES during their initial stages, NES are to be considered open and living processes for knowledge production and sharing, policy dialogue and coordinated action, and are therefore open to any civil society, public or private land actor willing to participate and contribute to working towards a united goal, that is: the realisation of people-centred land governance.

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Executive summary

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The National Engagement Strategy (NES) has been conceived by the International Land Coalition (ILC) with the aim of formulating and implementing a medium- to long-term action plan on land issues with the active participation of a wide range of land actors in selected countries. The initiative is currently being implemented in seven countries in Africa, including Cameroon, where the process is being led by a steering committee made up of four NGOs – MBOSCUDA, CED (both ILC members), ACDIC, and COMINSUD.

This document presents the action plan created in the formulation phase of the NES process in Cameroon, which consisted of five key steps: establishing a steering committee, writing a scoping paper, organising a formulation workshop, drafting the NES road map, and holding a validation workshop for key stakeholders. These activities involved the participation of a wide range of land actors – NGOs, CSOs, government agencies, and others – from across the country. Cameroon's regulatory framework for land tenure has seen little significant reform since the 1970s and is now largely obsolete. It has many loopholes that make it unresponsive to the needs of rural communities and vulnerable groups, such as women and indigenous people, and that contribute to land-related conflicts. There is pressure on land from large-scale investors and speculators who are grabbing large expanses of arable land, as well as from hydro-electricity schemes, mining, and commercial plantations. Many communities feel detached from their land, as the governance system has failed to protect their rights and interests.

The country has many conflicting pieces of land legislation but no coordinating body to oversee the sector. There is virtually no legal protection for the land rights of poor communities against large-scale land acquisitions. Procedures for obtaining land title are costly and cumbersome, making it difficult for poor and vulnerable groups to establish legal land ownership, and legislation does not recognise ownership claimed under customary law. International legal provisions on land governance are not adequately enforced, and review of the governance framework is urgently needed.

With rising demand for productive land due to recent global food and financial crises, a significant amount of arable land has been sold or leased to international and large-scale local investors. Along with other large-scale development initiatives, this has increased the vulnerability of poor rural communities, especially women and indigenous people, who are not adequately protected by the land policy framework. Land use planning is generally

absent and procedures for land allocation and compensation in the case of expropriation are obscure and often corrupt.

The land rights of small farmers and vulnerable groups are ignored by regulatory frameworks, which increases their vulnerability and threatens food security. Particular challenges include difficulty in obtaining land titles, exclusion of vulnerable groups from the management of land resources, the discriminatory nature of customary laws, and the loss of lands that traditionally used by pastoralists and hunter-gatherers.

Since 2012, the Ministry of State Property and Land Tenure has been leading a land policy reform process which is expected to improve on the existing land governance framework. However, if nothing is done to influence this process in favour of vulnerable groups, there is a risk that the existing gaps in legislation will persist. The overall objective of the NES process in Cameroon therefore is to contribute to creating a land policy environment that responds to and protects the land rights and interests of these groups.

The NES has four strategic objectives:

- » To influence the ongoing policy reform process to ensure that the resulting framework is more responsive to the needs of vulnerable groups;
- » To contribute to the improvement of pro-poor land rights administration;
- » To strengthen the capacity of communities to play a frontline role in negotiating, protecting, and defending their land rights;
- » To strengthen the capacities of civil society to ensure good land governance and to defend land access and ownership rights of vulnerable communities.

The road map drawn up for the NES process sets out a number of expected results, with specific activities detailed for each. For example, the revised policy framework is expected to recognise, respect, and protect the land rights of vulnerable segments of the population. To achieve this, partners in the NES process will establish a civil society working group to follow up on the reforms and will carry out a detailed assessment of land policy and strategies affecting access and ownership rights. They will formulate proposals and technical documents, and will organise reflection meetings to coordinate their efforts and advocacy meetings with policy-makers.

Following the reforms, land administrators are expected to understand and use international and national land governance instruments in their work. To this end, NES partners will produce a compendium of regulatory instruments and implementation frameworks; engage community radio broadcasters to run information and sensitisation programmes on land governance issues; and conduct information and sensitisation campaigns for frontline land governance actors.

The third expected result is that more communities and vulnerable groups will engage in land negotiations. To achieve this, the NES coalition will facilitate the development of a guide to help them negotiate and seek redress if their rights are violated. They will also organise capacity building for community leaders and will support villages and councils to develop simple land use plans. In particular, they will provide support to evicted Mbororo families of Banja village in the North-West Region.

To achieve the fourth expected result – that Cameroon will have a well structured and coordinated independent mechanism for the promotion and monitoring of land governance – participating partners will set up a civil society platform for the promotion of land governance; organise training sessions on public engagement, lobbying and advocacy, and monitoring of land instruments; and provide support to CSOs to establish regional hubs to monitor land administration at the local level.

Finally, to ensure that the activities and resources of the NES process are managed, monitored, and evaluated in a participatory, efficient, and transparent manner, a steering committee will be put in place to lead the implementation of the process, and a secretariat will be established to coordinate day-to-day activities. A participatory monitoring and evaluation framework will be designed, and accounts will be audited annually.

The NES process will be implemented in a decentralised manner. Activities at the national level will be led by MBOSCUDA and CED and other members of the steering committee, while the regional hubs will be responsible for managing activities at community or regional level. A National Land Governance Platform will be the supreme decision-making structure; it will be made up of CSOs and other non-state actors and will meet every six months. The NES Steering Committee will be the lead organ responsible for implementing the process, while the NES Secretariat will provide day-to-day support.

ILC grants will provide about 60% of the funds needed to implement these activities, and a resource mobilisation strategy will be designed to raise the remaining 40%, focusing on internal resource mobilisation, financial resource mobilisation by CBOs, and external funding from donors. Communication is also key, in order to put land governance at the centre of national debate, and a communications strategy has been designed involving a dedicated website, local radio broadcasts, and dialogue events at local and national levels.

Introduction



The National Engagement Strategy (NES) was conceived as a response to the need for the International Land Coalition (ILC) to engage in selected countries in a focused, coherent, and coordinated manner that emerged from past lessons. Formerly, ILC supported members of the Coalition working in the same country, often through grants for interventions that were developed and implemented independently, and without coordination. This lack of coordination resulted in sub-optimal impacts and missed opportunities for ILC to aggregate its efforts in each country.

The NES process aims to formulate and implement an in-country, medium- to long-term action plan on land issues with the active participation of a wide range of land actors. It builds on current efforts and existing expertise to strengthen synergies within the ILC network and between national-level actors through the formulation and implementation of a participatory, coherent land governance strategy. The initiative is currently being implemented in seven African countries: Madagascar, Kenya, Togo, the Democratic Republic of the Congo (DRC), Malawi, South Sudan, and Cameroon.

In Cameroon, the NES process is being led by a steering committee made up of four NGOs, including the only two ILC member organisations in the country, the Mbororo Social and Cultural Development Association of Cameroon (MBOSCUDA) and the Centre for Environment and Development (CED). The other two members of the steering committee, Association Citoyenne de Défense des Intérêts Collectifs (ACDIC) and the Community Initiative for Sustainable Development (COMINSUD), are not members of ILC but are well-known actors in the land sector in Cameroon.

This document presents the NES road map or action plan formulated and validated by the key land actors in Cameroon through a series of consultative activities. It is the result of the formulation phase of the NES process, which was realised in five main steps, as follows:

- Setting up of the steering committee for the formulation phase: The steering committee was established during a consultation meeting that brought together 60 civil society organisations (CSOs). ILC members CED and MBOSCUDA, together with non-members COMINSUD and ACDIC, were selected to constitute the committee responsible for leading the formulation phase of the NES process.
- 2. Writing of the scoping paper: The scoping paper aimed to inform and facilitate debates during the NES formulation workshop (see below), and to set the pace for addressing the main issues outlined in the NES road map. It was written based on an extensive review of existing literature and relevant actors' knowledge of land governance issues in Cameroon. The draft was produced by the steering committee and shared with a

- panel of 20 people for inputs. Finally, the draft was reviewed by an independent land governance expert. In order to ensure that gender issues are properly addressed in the strategy, a gender expert was engaged to carry out a gender assessment of the land policy and governance framework. The results of this assessment were used to further enrich the scoping paper.
- 3. **NES formulation workshop**: The overall objective of the NES formulation workshop was to discuss land governance challenges at national level in order to identify possible actions to be jointly undertaken during the implementation phase of the NES process. The workshop brought together 60 representatives of various categories of land sector stakeholder, including CSOs, community-based organisations (CBOs), and relevant government ministries. The NES formulation workshop was jointly facilitated by a land governance expert and the gender expert.
- 4. **Drafting of the NES document or road map**: The NES road map was drafted on the basis of the results of the formulation workshop. A team of four persons, including the facilitators of the workshop, was constituted to draft the document. The draft NES road map was then shared with some of the participants in the formulation workshop to elicit their input.
- 5. Validation workshop: The validation workshop provided a forum for key stakeholders to cross-check and validate the NES road map. Prior to the workshop, the final draft of the road map was distributed to target participants along with the invitation to the event. The validation workshop brought together 25 representatives of stakeholder institutions, including CSOs, CBOs, and relevant government services.

Context and justification

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Land tenure in Cameroon is currently regulated by three ordinances passed in 1974: No 74-1, to establish rules governing land tenure; No 74-2, to establish rules governing state land; and No 74-3, to establish expropriation procedures for public purposes, including the terms for expropriation. In 1976, three decrees – No 76-156, to establish the conditions for obtaining land titles; No 76-166, to establish terms and conditions for the management of national lands; and No 76-167, to establish terms and conditions for the management of private properties of the state – were signed to supplement the 1974 ordinances.

Apart from Decree No 2005/481 of December 2005, which completed and supplemented the 1974 ordinances and 1976 decrees, the regulatory framework for land tenure in Cameroon has not witnessed any significant reforms. It has consequently become obsolete and virtually inapplicable within the current context. It has a number of loopholes that render it generally unresponsive to the needs of various vulnerable groups, such as women and indigenous people in particular and poor rural communities in general. These loopholes are also largely responsible for the increasing incidence of land-related conflicts. Currently, there is a surge in such conflicts, and also pressure from large-scale investors and speculators, both international and local, who are benefiting from the weakness of the land governance framework to "grab" large expanses of arable land, to the detriment of poor rural communities and other vulnerable groups. Other sources of pressure on land are ongoing projects such as the creation of huge hydro-electricity power plants through the construction of large dams, the intensification of mining activities, large commercial plantations, and a switch to second-generation agriculture, which are amplifying major land use changes, again to the detriment of local communities. Many communities feel systematically detached from their land as a result of the unsuitability of the current land governance system, which has failed to protect their land rights and interests.

The gaps and challenges in the land governance framework can be classified into three main thematic areas:

- » Land policy and legal and regulatory frameworks;
- » Socio-economic and cultural aspects;
- » Vulnerability and gender aspects.

Land policy and legal and regulatory frameworks

The 1974 land ordinances and 1976 decrees have several loopholes with respect to applicability. Some of the main problems resulting from gaps in the land policy and legal and regulatory frameworks have been identified as follows:

- » There are too many pieces of legislation on land-related issues initiated by various government ministries (such as the ministries in charge of lands, agriculture, livestock, forestry, mines, etc.) which have overlapping and sometimes conflicting land use concerns, leading to conflicts among different user groups and even between officials of the different ministries. The absence of a coordinating body for the regulation of land issues and the existence of many commissions put in place by different ministries with overlapping competences have created conditions for questionable and often conflicting land transactions.
- » Legal and institutional protection is virtually absent for the land rights of poor communities and vulnerable groups, such as women and indigenous people, vis-à-vis large-scale land acquisitions for plantations and development projects. Rich individuals, large national and international companies, and government projects appropriate vast expanses of arable land, with no benefit for affected communities or individuals.
- » The procedure for obtaining land title is too costly, lengthy, and cumbersome, making it difficult for poor and vulnerable groups to establish legal land ownership. The land registration process is still highly centralised and complicated, and excludes decentralised structures local councils which are closer to poor and vulnerable communities than the technical services that are currently responsible for issuing land titles.
- » Cameroon's official land legislation does not recognise land ownership claimed under customary law. The land title remains the only legal justification of land ownership. This renders vulnerable communities, including smallholder farmers, women, and indigenous peoples, who are not able to obtain land titles for a number of reasons and who claim land ownership under customary law, even more exposed to various forms of land rights abuse perpetrated by rich individuals, large companies, and even land administrators.
- » Many ratified international legal provisions on land governance are not adequately considered in the relevant legal provisions or are simply not respected by land administrators. Access to information on international land instruments by policy-makers and administrative authorities is generally insufficient. Where the information is available, the capacity of officials to properly interpret and integrate the provisions of these international instruments into their work is generally lacking.
- » One of the main reasons for the obsolete state of Cameroon's land governance framework is the fact that, since its enactment in 1974, there has been no coordinated evaluation or review. The only modifications to the 1974 ordinances and 1976 decrees were made in 2005 through Decree No 2005/481, which slightly shortened the procedure for obtaining land title. This decree, however, was not based on any coordinated evaluation and also did not touch on the major loopholes in the governance framework, such as the absence of provisions for the protection of vulnerable groups.

Socio-economic and cultural aspects of land governance

Demand for productive land in Cameroon, as in many other parts of Africa, has seen a resurgence as a result of the recent global food and financial crises, as well as increasing concerns about energy security. In recent years, a significant amount of the country's arable land has been sold or leased to international and large-scale local investors, who anticipate greater gains from land-related businesses within the current global context. This situation has made land an increasingly disputed and commoditised resource, thereby compromising poor rural people's access to and control over land. This renewed interest in the country's productive land, as well as recent large-scale development initiatives (such as the establishment of protected areas and national parks, large-scale logging, mining, dam construction, oil drilling, and pipeline construction), has increased the vulnerability of poor rural communities, women, and indigenous people, who were already facing difficulties in accessing and owning land as a result of a land policy framework that does not respond adequately to their needs.

In addition to policy gaps, the legal and institutional frameworks for the implementation of land policy are generally inefficient in protecting the land rights of vulnerable people. Land use planning is generally absent and procedures for spontaneous allocations by land administrators are often obscure and fraught with corruption, rarely taking into consideration the needs and interests of poor and vulnerable communities whose lives and livelihoods depend largely on land. Modalities for the compensation of communities in the case of expropriation are also obscure and do not often take into consideration all the relevant socio-economic and cultural aspects. This situation constitutes a real threat to food security and to the cultural, social, and economic stability and development of the poor communities that are affected by large-scale land deals.

Vulnerability and gender aspects of land governance

Cameroon's land policy and legal and regulatory frameworks do not expressly take into consideration the land rights of vulnerable groups such as smallholder farmers, women and indigenous populations. These frameworks are completely neutral about the specific needs and situations of these groups, thereby aggravating their vulnerability, especially within the current context, which is characterised by an increasing demand for productive land. The major vulnerability- and gender-related challenges of Cameroon's land governance framework include the following:

» The costly, lengthy, and cumbersome procedures for obtaining a land title, which is the only official justification of land ownership in Cameroon, render the land rights of smallholder farmers, women (especially rural women), and indigenous people precarious and insecure. This is because of their disadvantaged economic situation and ignorance of the provisions of the law, which makes it difficult for them to initiate application files, pay the various charges, and follow the certification procedures through to the end.

- The various commissions responsible for the management of land and land-related resources generally exclude women and indigenous people. For example, the statutory composition of the land consultative board includes traditional authorities (the traditional leader of the village concerned and two notables), who represent the village community. Since these traditional leaders are in most if not all cases men, women are almost completely excluded from decision-making on land issues. Land tenure regulation does not provide for the participation of indigenous people, even when the transaction is taking place on land that they use or occupy.
- » Though Cameroon's land legislation does not recognise land holding under customary law, the large majority of lands cultivated by smallholder farmers, as well as land under other uses in rural areas, is held under customary laws (a 2009 study carried out by the African Development Bank indicated that, by 2008, about 125,000 land titles had been issued in Cameroon but only 3% of rural lands were registered, mostly to owners of large-scale farms). The fact that these customary laws generally discriminate against women and girls constitutes an additional threat to the land rights of rural women.
- » The indigenous peoples of Cameroon, like those in other parts of Africa, are mainly pastoralists and hunter-gatherers. Because of the nature of their activities and how they occupy land with these activities, their land is often considered as terra nullius (land belonging to no one). Cameroon's current land laws consider the grazing land and forests on which the Mbororo pastoralists and the Baka (or "Pygmies") respectively depend as national land. This land is therefore increasingly sold or leased to new investors and expropriated for the purposes of various development initiatives. Being continually dispossessed of their land further impoverishes these indigenous communities and threatens their economic, social, and cultural survival, thereby alienating their right to economic, social, and cultural development.
- » The failure of both official land laws and customary laws to protect the land rights of smallholder farmers, women, and indigenous people provides opportunities for other land actors such as elites, large-scale farmers, ranchers, and even some land administrators to promote their own, often selfish, interests, while these vulnerable groups remain defenceless.

Since 2012, the Ministry of State Property and Land Tenure has led a land policy reform process which is expected to improve on the country's existing land governance framework and adapt it to better suit current global and national contexts. If nothing is done, however, many of the gaps in the current land legislation could be carried over into the new legislation. If this happens, the land rights of vulnerable groups (smallholder farmers, women, and indigenous people) will still be at risk. There is therefore an urgent need to influence the policy reform process in order to ensure that the resulting policy is adequately responsive to and protects the land rights and interests of these vulnerable groups.

Objectives



Overall objective or goal

The overall objective of the NES process in Cameroon is to contribute to creating a land policy environment that responds to and protects the land rights and interests of vulnerable groups such as smallholder farmers, women, and indigenous people, thereby guaranteeing their socio-economic and cultural well-being.

Strategic objectives

The strategic objectives (SOs) of the process are:

- **SO1**: To influence the ongoing policy reform process initiated and spearheaded by the Ministry of State Property and Land Tenure, in order to ensure that the resulting policy framework is more responsive to the needs and interests of the vulnerable segments of the population;
- **SO2**: To contribute to the improvement of pro-poor land rights administration within the framework of the reformed land policy environment;
- **SO3**: To strengthen the capacity of communities to play a frontline role in negotiating, protecting, and defending their land rights;
- **SO4**: To strengthen the capacities of civil society to organise and act in order to ensure good land governance and to defend the land access and ownership rights of poor and vulnerable communities.

Expected results and activities



Result 1:

Cameroon's revised land policy/regulatory framework recognises, respects, and protects the land rights of the vulnerable segments of the population.

Activity 1.1:

Put in place a civil society working group to follow up on the land policy reform process

This activity aims to ensure a coordinated engagement with the Ministry of State Property and Land Tenure in order to follow up on and effectively influence the ongoing land policy reform process. The working group will be made up of five members, who will be chosen based on their demonstrated experience and capacities in advocacy issues. This group will be put in place during the inception meeting of the National Land Governance Platform, which will be held at the beginning of this project (see activity 4.1). It is expected that this working group will carry out investigations and will meet around four times during the first year of the NES implementation phase to assess the progress of the land policy reform process and to provide information as well as recommendations to the National Land Governance Platform through the NES Steering Committee. This will enable the platform to design and carry out well-informed actions in order to effectively influence the land reform process.

Activity 1.2:

Carry out a detailed assessment of Cameroon's land policy and sector strategies that have implications for the land access and ownership rights of vulnerable communities

This assessment will be one of the earliest activities of the implementation phase of the NES process in Cameroon. It aims to deepen actors' understanding of the implications of the existing land policy framework and related sector strategies for vulnerable communities (smallholder farmers, women, and indigenous people). This will ensure the relevance of the interventions that aim to improve on the current situation. An independent expert will be recruited through a competitive process to carry out the assessment, under the supervision of the NES Secretariat and the NES Steering Committee. The expert will present the results of the assessment during a meeting whose participants will include members of the NES Steering Committee, officials of the NES Secretariat, and members of the civil society working group following up the land reform process.

Activity 1.3:

Organise reflection meetings to develop and harmonise strategies for proper collaboration and coordination of efforts to strengthen the ongoing land policy reform process

Participants in these reflection meetings will be representatives of the member organisations of the National Land Governance Platform. Deliberations during these meetings will be based on the assessment of Cameroon's land policy and sector strategies (activity 1.2 above). Two reflection meetings, each bringing together about 60 participants, are envisaged during the first year of the implementation phase of the NES road map.

Activity 1.4:

Formulate proposals and elaborate technical documents on issues to be considered in the ongoing land reforms in order to strengthen the land access and ownership rights of the vulnerable segments of the population

Proposals on issues to be considered in the ongoing land reforms with the aim of strengthening the land access and ownership rights of smallholder farmers, women, and vulnerable groups will be formulated and written into technical documents based on the results of the assessment and reflection meetings described under activities 1.2 and 1.3 respectively. A small team of four CSO representatives will be formed to draft the technical documents, which will be presented during a joint meeting of the civil society working group and the NES Steering Committee. This team will work in close collaboration with the NES Secretariat (specifically with the Land Governance Advisor, who will be the technical expert recruited by the Steering Committee to support the NES implementation process). These technical documents will constitute the key working documents for all advocacy actions aimed at influencing the ongoing land reform process.

Activity 1.5:

Organise advocacy meetings with leading policy-makers to sell the views and proposals of CSOs on the land policy reforms and governance framework

These meetings will aim to convince policy-makers to effectively take into consideration the proposals of CSOs in the ongoing land reforms in Cameroon. Three meetings will be organised in the first and second years of the NES implementation phase, bringing together about 25 high-level policy-makers from a number of relevant ministries. The majority of the targeted policy-makers will be officials of the Ministry of State Property and Land Tenure who are involved in the land policy reform process. Prior to the meetings, the target participants will be provided with copies of the technical documents referred to under activity 1.4 above.

Result 2:

Land administrators understand and are using international and revised national land governance instruments as a guide to carry out their work

Activity 2.1:

Compile a smart and simplified compendium of land governance regulatory instruments and implementation frameworks

The compilation of a compendium of land governance regulatory instruments and implementation frameworks is expected to facilitate access to information on, and a deeper understanding of, these instruments and their implementation arrangements. A consultant will be recruited to draft the document in collaboration with the Land Governance Advisor. The compendium will be produced in 3,000 copies and distributed to the main actors involved in land administration across the country. The activity will start in the first year of the project and is expected to be completed by the first quarter of the second year.

Activity 2.2:

Engage community radio broadcasters to run regular information and sensitisation programmes on land governance issues, with a particular focus on promotion of the land access and ownership rights of vulnerable communities

The objective of this activity is to build the awareness of local actors in the land sector and the general public on land governance issues, with a particular focus on the land rights of vulnerable communities in general and smallholder farmers, women, and indigenous people in particular. An average of two strategic community radio stations will be selected in each region through the regional hub (making a total of 20 community stations), and formally engaged to broadcast monthly programmes on carefully selected themes related to land governance and the land rights of vulnerable communities and individuals. Information workshops on land governance and land rights issues will be organised for broadcasters from the selected community radio stations in order to ensure the relevance and accuracy of their sensitisation messages. Two sessions of three days each will be organised for community stations in the three northern regions and seven southern regions of the country. Each community station will be supported technically and financially to produce and broadcast sensitisation programmes during the second and third years of the NES implementation period.

Activity 2.3:

Carry out broad-based information and sensitisation campaigns for frontline land governance actors on current national and international instruments that promote responsible land governance

Broad-based information and sensitisation campaigns will be carried out in order to build frontline land actors' awareness of national and international land governance instruments. This will be achieved through one-day information and sensitisation meetings to be

organised at divisional level (a total of 58 meetings corresponding to the 58 divisions of the country) during the second and third years of the project. These meetings will be organised by the regional hubs, with support from the NES Secretariat. Participants will mainly include members of the land consultative boards, officials of the local services in charge of lands and related issues, and traditional authorities. A handout summarising the main national and international land governance instruments will be produced and distributed to participants in the meetings.

Result 3:

An increased number of local communities and vulnerable groups are engaged in land negotiations, with a clear and firm commitment to the interests they have to defend and the benefits they have to seek.

Activity 3.1:

Facilitate the development of a guide (with communities) that contains approaches, steps, and tools for engaging in negotiations, raising the alarm, and/or seeking redress in the case of violation of their rights

The objective of this activity is to facilitate the production of a simplified methodological guide that can be used by communities (through CBOs and other community structures) to effectively and efficiently negotiate, raise the alarm, and seek redress when their land rights are violated. A consultant will be recruited to lead the process of the guide's development. The process will, however, be participatory in order to ensure the relevance of the guide's content to the situation of user communities. The participation of communities will be achieved through the organisation of regional workshops across the ten regions of the country. A total of ten two-day regional workshops and a one-day national workshop will be organised to elaborate and validate the guide. This activity will be carried out in the second year of the NES implementation period.

Activity 3.2:

Organise capacity building for community leaders on how to use the guide to protect and/or defend their land rights

This activity is aimed at ensuring that the methodological guide resulting from activity 3.1 is effectively put to use by communities to negotiate and defend their land access and ownership rights. As soon as the guide has been published (in the second quarter of the second year), two-day workshops will be organised to build the capacity of community leaders on how to use it. A total of 58 workshops are envisaged (one per division) for about 30–35 participants each, making a total of about 2,000 community leaders. These workshops will be organised by the regional hubs, with support from the NES Secretariat. Prior to the community workshops, a national two-day workshop will be organised for representatives of the regional hubs in order to ensure their understanding of the guide.

Activity 3.3:

Sensitise, mobilise, and support villages and councils to develop simple land use plans with concrete measures to secure community land

The absence of land use plans constitutes one of the main obstacles as far as community-level land security is concerned. This activity therefore aims to stimulate and support the development of simple land use plans in order to better secure community land. Through these plans, land will be officially allocated and demarcated for various community needs as a means of securing community land interests. This activity will consist of consultation and working meetings with authorities of selected villages and local councils. During the meetings, these authorities will be sensitised on the importance of land use planning. Concrete steps for the development of land use plans will be elaborated. Selected councils will be supported financially and technically to develop their land use plans. A total of 20 strategically selected councils will be supported. This activity will start in the second year and continue into the third year of the NES implementation period.

Activity 3.4:

Provide support to evicted Mbororo families of Banja village in the North-West Region

The population of the Mbororo community of Banjah village in the North-West Region stands at about 300. The Mbororo have been settled here since 1905 and peacefully carried out their main livelihood activity, cattle breeding, until 2011, when the Catholic Church earmarked a large expanse of their land for construction of the Catholic University of Cameroon (CATUC). Through allegedly underhand procedures, the Church obtained a land concession over nearly 50 hectares of land, but claimed more than 70 hectares. In March 2014, and supported by the area's local administrative authorities, representatives of the Church stormed the area with bulldozers, guarded by heavily armed military men, and forcefully evicted the Mbororo people, destroying their houses and property in the process. The aim of this activity is to provide support to the victims of this eviction to meet their emergency needs. The activity also aims to provide legal support to the human rights activists who are supporting the victims in their fight to regain their rights over this land.

Result 4:

A well-structured and coordinated independent mechanism for the promotion and monitoring of land governance exists in Cameroon.

Activity 4.1:

Set up and operationalise a civil society platform for the promotion of land governance

This activity aims to pool and coordinate the efforts of CSOs active in promoting good land governance in Cameroon in order ensure greater and more visible impacts of their work. The activity will begin with a platform inception meeting, during which the operational modalities or ethical code will be agreed upon and a vote will be held to decide the leadership of the platform. The inception meeting, which will be held at an early stage in the NES process, will bring together about 60 CSOs as members of the platform. The platform will thereafter meet annually to discuss the progress of land governance in Cameroon in general and the progress of the NES process in particular, and to determine the general orientation of the joint actions to be undertaken in order to contribute to improving the situation.

Activity 4.2:

Organise training sessions on public engagement, lobbying and advocacy, and monitoring of land instruments to promote land governance

The aim of this activity is to strengthen the capacity of members of the National Land Governance Platform to analyse land governance issues and to efficiently engage with the relevant authorities in order to influence and monitor land governance at national and local levels. Three capacity-building sessions of three days each (one per year) will be organised during the three-year span of the NES road map. Each session will bring together 25–30 representatives of CSOs, who will be selected from amongst the members of the National Land Governance Platform based on their specific areas of interest. An independent expert will be recruited to facilitate each session.

Activity 4.3:

Provide support to CSOs in each of the ten regions of Cameroon to set up and operationalise regional hubs to monitor land administration at local level

Through this activity, the creation of regional hubs will be stimulated and facilitated in all ten regions of Cameroon. The regional hubs will act as relay structures for the National Land Governance Platform. They will also be responsible for the monitoring of land administration and governance at regional and local levels. This activity will consist of regional constellation meetings for the adoption of operational modalities and the election of hub leaders. Each regional hub will subsequently be supported to organise half-yearly meetings to discuss the state of land governance in the region and to agree on joint actions towards the improvement of the situation. The NES Secretariat will also provide the regional hubs with advisory and technical support to mobilise resources and implement relevant activities within the respective regions.

Result 5:

The activities and resources of the NES process are managed, monitored, and evaluated in a participatory, efficient, and transparent manner.

Activity 5.1:

Put in place and operationalise an NES steering committee to lead the implementation of the process

The NES Steering Committee will be constituted during the inception meeting of the National Land Governance Platform. It will be made up of seven members, including the two ILC member organisations in Cameroon (MBOSCUDA and CED), the two CSOs that were members of the steering committee in the formulation phase of the NES process (COMINSUD and ACDIC), one university (the University of Dschang), a media organisation (Cameroon Association of Community Radios), and a judge (one of the magistrates of the Administrative Court). The Committee will meet quarterly to review the activities carried out within the NES process and to approve short-term plans and budgets. It will also be responsible for setting up and supervising the activities of the NES Secretariat. The Steering Committee will be chaired by a chairperson elected by its members during their first meeting.

Activity 5.2:

Set up and run a secretariat to carry out and coordinate the day-to-day activities of the NES process

The NES Secretariat will be put in place by the NES Steering Committee at the beginning of the NES implementation process. It will be manned by three key staff (a coordinator, a part-time Land Governance Advisor, and a part-time accountant). The Secretariat will be responsible for the implementation of the day-to-day activities of the NES process. It will present quarterly, half-yearly, and annual reports as well as annual and quarterly operational plans, which will be approved by the Steering Committee.

Activity 5.3:

Design and implement a participatory monitoring and evaluation (M&E) framework for the NES process

A comprehensive participatory M&E framework will be designed and implemented in order to track progress on activities, expected results, objectives, and impacts. In order to constitute a reliable baseline against which impacts will be assessed, a consultant will be recruited to carry out a baseline survey in collaboration with the NES Secretariat and the regional hubs. Based on the results of the baseline survey, a list of both process and impact indicators will be established in order to monitor progress and measure the impact of the NES process. The Land Governance Advisor will be responsible for collecting, analysing, and reporting monitoring information on a regular basis. As part of the M&E system, the NES Secretariat will produce activity plans and narrative activity reports as well as financial reports on a quarterly basis. The NES Steering Committee will scrutinise these plans and reports during their quarterly meetings. At the end of the second year of the NES implementation process,

an external evaluation will be carried out in order to assess the achievements of the strategy and to formulate proposals for the remaining year of the process in particular and the future in general. Also, an M&E form designed by the ILC Secretariat will be completed by the Steering Committee in collaboration with the NES Secretariat and submitted to ILC on a regular basis.

Activity 5.4:

Carry out annual audits of the NES accounts

A chartered accountant will be engaged at the end of each year to audit the accounts of the NES process. This audit will be the responsibility of the participating organisations. The recommendations of the auditor will be useful in ensuring proper management of the resources of the NES process.

Implementation framework



General management arrangements

In order to ensure participation and coordination of efforts, the NES process will be implemented in a decentralised manner. While activities organised at national level will be led by the two ILC members in Cameroon (MBOSCUDA and CED) in collaboration with the other members of the steering committee, the regional hubs will be responsible for the management of activities organised in the field (at community or regional level). MBOSCUDA will receive funds from ILC and other sources and will disburse these to other organisations based on the activities they are leading. An account will be opened for the NES process, with MBOSCUDA and CED as signatories. The procedure for disbursing and accounting for funds will be specified in the financial management code that will be put in place at the beginning of the project.

The governance framework for the implementation of the NES process in Cameroon will be made up of four main organs: the National Land Governance Platform, the NES Steering Committee, the NES Secretariat, and the regional hubs.

The National Land Governance Platform

The National Land Governance Platform will be the supreme decision-making structure of the NES process. It will be made up of CSOs and other non-state actors who are committed to the promotion of good land governance in Cameroon. The platform will meet every six months to discuss the progress of land governance in the country in general and the progress of the NES process in particular, and will determine the general direction of the joint actions to be undertaken in order to contribute to improving the situation. The National Land Governance Platform will be chaired by an elected chairperson, who should be a representative of an ILC member organisation. The chairperson will also be a statutory member of the NES Steering Committee.

The NES Steering Committee

The NES Steering Committee will be the lead organ responsible for the implementation of the NES process. It will be answerable to the National Land Governance Platform. Its main functions will include the setting up and supervision of the functioning of the NES

Secretariat. It will therefore review and approve quarterly operational plans, budgets, and reports submitted by the Secretariat. Terms of reference for the functioning of the NES Steering Committee will be elaborated and presented to stakeholders during the Land Governance Platform inception meeting referred to under activity 4.1.

The NES Secretariat

The NES Secretariat will play the role of a support unit for the implementation of the NES. It will therefore be responsible for the implementation of the day-to-day tasks necessary to ensure the effective and efficient implementation of the NES. The NES Secretariat will assist the Steering Committee, the National Platform, and the regional hubs to prepare and conduct their meetings and other activities. The NES Secretariat will be based in Yaoundé.

The regional hubs

The National Land Governance Platform will be represented at regional level by the regional hubs, which will be responsible for monitoring land administration and governance issues at local level. They will be headed by a chairperson elected by the member organisations. The NES implementation process can be represented graphically as follows:



Fundraising strategy



The NES is designed to stimulate a major shake-up of discussions, policy reform, and implementation of land regulations. To achieve this, sufficient resources are required to carry out a set of activities that involve and reach out to various stakeholders. By every indication, the ILC allocation, projected at about 60% of the funds needed, cannot cover the entire cost of the strategy. Additional resources (40%) need to be mobilised and a good strategy is required.

The following fundraising initiatives will be employed:

- » Internal local resource mobilisation: this will entail all avenues that will stimulate and generate resources from local communities, councils, and CSOs, principally through the provision of human and material resources;
- » Financial resource mobilisation by CBOs, through their work on land governance that falls within the broad spectrum of this strategy;
- » External resource mobilisation from donor organisations within Cameroon and elsewhere, led by the NES Steering Committee with technical support from the NES Secretariat.

In order to achieve this, the NES Secretariat will assist the Steering Committee to develop a comprehensive resource mobilisation strategy, with a detailed implementation plan and clearly identified targeting of potential sources of funding. The Steering Committee will seek the collaboration of ILC in implementing the resource mobilisation strategy.

Communications strategy



Communication will be key in the NES, and will seek to achieve the following objectives:

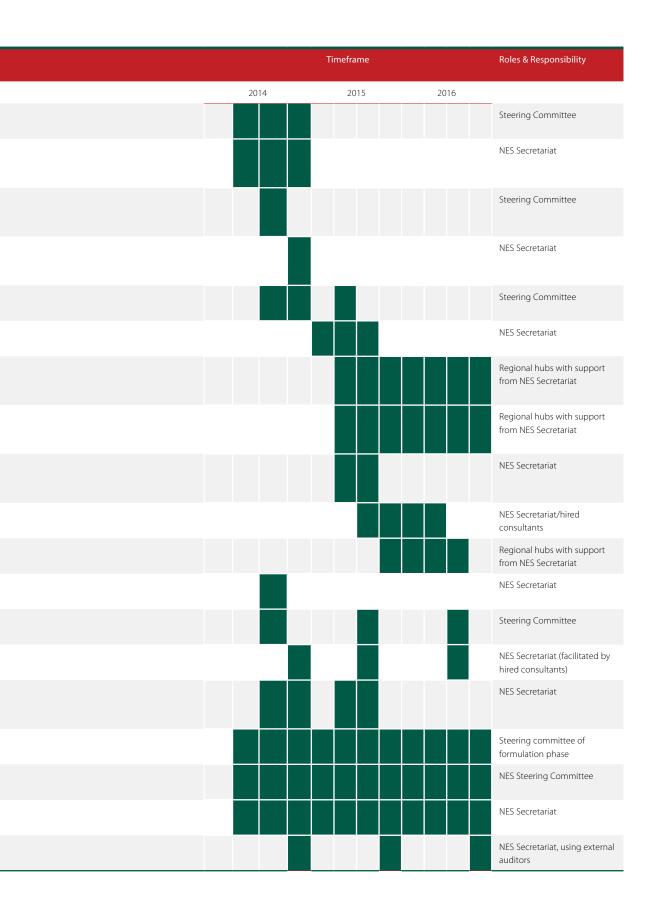
- » Put land governance at the centre of national debate;
- » Provide sufficient information and fill the information gap between different segments of the population;
- » Collect and put at the disposal of the public up-to-date information on land-related issues.

For this to be achieved, different forms and media of communication are required. Consequently, the following communication outlets will be used:

- » A website will be created for wide communication and will be updated on a regular basis. To achieve this, the NES Steering Committee will liaise with ILC's communications officer for technical support in creating and maintaining the website.
- » Radio programmes, especially on community and local radio stations, will be used frequently to broadcast and share information, using local languages where possible.
- » Dialogue events will be organised at local and national levels.

ACTION PLAN

Issues	Expected results	Activities
regulatory framework land policy/regulatory framework framework recognis respects, and protect land rights of the vu	Result 1: Cameroon's revised land policy/regulatory	Activity 1.1: Put in place a civil society working group to follow up the ongoing land policy reform process
	framework recognises, respects, and protects the land rights of the vulnerable segments of the population	Activity 1.2: Carry out a detailed assessment of Cameroon's land policy and sector strategies that have implications for the land access and ownership rights of vulnerable communities
		Activity 1.3: Organise reflection meetings to develop and harmonise strategies for proper collaboration and coordination of efforts to strengthen the ongoing land policy reform process
		Activity 1.4: Formulate proposals and develop technical documents on issues to be considered in the ongoing land reforms in order to strengthen the land access and ownership rights of the vulnerable segments of the population
		Activity 1.5: Organise advocacy meetings with leading policy-makers to sell the views and proposals of CSOs on land policy reforms and governance framework
Land administration	Result 2: Land administrators understand and are applying international and revised national land governance instruments as a guide to carry out their work	Activity 2.1: Compile a smart and simplified compendium of land governance regulatory instruments and implementation frameworks
		Activity 2.2: Engage community radio stations to run regular information and sensitisation programmes on land governance issues, with a particular focus on promotion of the land access and ownership rights of vulnerable communities
		Activity 2.3: Carry out broad-based information and sensitisation campaigns for frontline land governance actors on current national and international instruments that promote responsible land governance
Land access/ land rights of vulnerable groups (smallholder farmers, women, and indigenous people)	Result 3: An increased number of local communities and vulnerable groups are engaged in land negotiations, with a clear and firm commitment to the interests they have to defend and the benefits they have to seek	Activity 3.1: Facilitate the elaboration of a guide (with communities) that contains approaches, steps, and tools for engagement in negotiations, raising the alarm, and/or seeking redress in the case of violation of their rights
		Activity 3.2: Organise capacity building for community leaders on how to use the guide to protect and/or defend their land rights
		Activity 3.3: Sensitise, mobilise and support villages and councils to develop simple land use plans with concrete measures to secure community land
		Activity 3.4: Provide support to evicted Mbororo families of Banja village in the North-West Region
promotion and coordinated mechanism for t promotion and r	Result 4: A well-structured and coordinated independent	Activity 4.1: Set up and operationalise a civil society platform for the promotion of land governance in Cameroon
	mechanism for the promotion and monitoring of land governance exists in Cameroon	Activity 4.2: Organise training sessions on public engagement, lobbying and advocacy, and monitoring of land instruments to promote land governance
		Activity 4.3: Provide support to CSOs in each of the ten regions of Cameroon to set up and operationalise regional hubs to monitor land administration at local level
NES process management	Result 5: The activities and resources of the NES process are managed, monitored, and evaluated in a participatory, efficient, and transparent manner	Activity 5.1: Put in place and operationalise an NES Steering Committee to lead the implementation of the process
		Activity 5.2: Set up and run a Secretariat to carry out and coordinate the day-to-day activities of the NES process
		Activity 5.3: Design and implement a participatory M&E framework for the NES process
		Activity 5.4: Carry out annual financial audits



LOGICAL FRAMEWORK

and the benefits they have to seek

Intervention logic	Objectively verifiable indicators
GOAL (OR OVERALL OBJECTIVE)	
Cameroon's land policy environment responds to and protects the land rights and interests of vulnerable groups such as smallholder farmers, women, and indigenous people, thereby guaranteeing their socioeconomic and cultural well-being	Percentage increase in the number of smallholder farmers, women, and indigenous people having access to secure tenure rights (target = 20% above baseline) Percentage reduction in the incidence of land conflicts involving smallholder farmers, women, and indigenous communities (target = 20% below baseline)
Strategic objectives	
SO1: Influence the ongoing policy reform process initiated and spearheaded by Cameroon's Ministry of State Property and Land Tenure, in order to ensure that the resulting policy framework is more responsive to the needs and interests of the vulnerable segments of the population	Percentage of the recommendations of CSOs effectively taken into consideration in the ongoing land policy reforms in Cameroon (target = 60%) Number of women, smallholders, and indigenous households (gender-disaggregated) whose land rights are protected as a direct result of the NES interventions (target = 20,000)
SO2: Contribute to the improvement of pro-poor land rights administration within the framework of the reformed land policy environment	Percentage reduction in the number of illegal land deals carried out by land administrators (target = 10% below baseline)
SO3: Strengthen the capacity of communities to play a frontline role in negotiating, protecting, and defending their land rights	Number of communities that have successfully negotiated, protected, or defended their community land rights as a result of the NES process (target = 20)
SO4: Strengthen the capacities of civil society to organise and act in order to ensure good land governance and to defend the land access and ownership rights of poor and vulnerable communities	High rating by members of the effectiveness and relevance of the actions of the National Land Governance Platform to the situation of land governance in Cameroon (at least 16 on a scale of 20)
Expected results	
Cameroon's revised land policy/regulatory framework recognises, respects, and protects the land rights of the vulnerable segments of the population	Percentage reduction in the number of cases of land rights abuses perpetrated against smallholder farmers, women, and indigenous people (target = 20% below baseline)
Land administrators understand and are applying international and revised national land governance instruments as a guide to carry out their work	Percentage increase in the number of land administrators who are properly applying national and international land governance instruments in their work (target = 10% above baseline)
Increased number of local communities and vulnerable groups engaged in land negotiations, with a clear and firm commitment to the interests they have to defend and the benefits they have to seek	Number of communities that have initiated processes to secure community land rights as a result of the NES process (target = 100) Number of communities that have developed and are implementing simple

land use plans (target = 20)

	Means of verification	Assumptions	Baseline
	Monitoring and evaluation (M&E) reports produced within the NES process		Less than 5% of land held by smallholder farmers, women, and indigenous people is registered (land registration is currently the only legal means to secure land rights)
	Surveys carried out by various actors		Percentage of titled land held by women ranges between 3% in North-West Region and 15% in Centre Region
			More than 80% of land conflicts involve smallholder farmers, women, and indigenous people
	needs of the target group makers to open up CSO participation in	Cameroon's top policy- makers to open up for CSO participation in the ongoing land reform	The Ministry of State Property and Land Tenure carried out consultations in February 2013 to inform the ongoing land reforms. CSOs made some recommendations, but there has been no follow-up as CSOs are not organised and there is no concrete strategy in this direction
		process	Number of smallholder farmers, women, and indigenous people whose land rights are currently protected through concerted initiatives is virtually zero
	M&E reports	Land administrators	More than 5% of land deals carried out by land administrators do
	Surveys carried out by various actors	remain sensitive to the needs of smallholder farmers, women, and indigenous communities	not strictly follow the prescribed procedures and are therefore illegal
	Land monitoring by regional hubs		No concrete initiative to assist communities to negotiate, protect, or defend their land rights.
	Survey of members' perceptions of the actions of the Platform	Members of the National Land Governance Platform continue to perceive joint actions as more effective and remain committed to such actions	No organised action by Cameroon's CSOs in terms of influencing land governance
	Surveys carried out by various actors		More than 80% of land rights abuses are perpetrated against smallholder farmers, women, and indigenous people
	Land monitoring reports by regional hubs		Average number of cases of serious land rights abuses perpetrated against smallholder farmers, women, and indigenous people every year
	Surveys carried out by various actors Land monitoring reports by regional hubs		Fewer than 50% of land administrators are properly applying national and international land governance instruments in their land administration work
	Surveys carried out by various actors Land monitoring reports by regional hubs		No community with concrete initiative to secure community land rights Virtually no land use plans in rural areas and indigenous communities

Expected results (continues)	
A well-structured and coordinated independent mechanism for the promotion and monitoring of land governance exists in Cameroon	Existence and functioning of a national land governance network with at least 50 member organisations
	Number of successful major advocacy actions identified and implemented by the National Land Governance Platform (target $=$ 3)
	The National Land Governance Platform meets regularly (target = once every year)
The activities and resources of the NES process are managed, monitored, and evaluated in a participatory, efficient, and transparent manner	The percentage of planned NES activities effectively implemented (target = 90%)
	High rating by National Land Governance Platform members of its efficiency and transparency, as well as their satisfaction with the management of the activities and resources of the NES process (4 on a scale of 5 for each of the three criteria)

Activities

- 1.1 Put in place a civil society working group to follow up on the ongoing land policy reform process
- 1.2 Carry out a detailed assessment of Cameroon's land policy and sector strategies that have implications for the land access and ownership rights of vulnerable communities
- 1.3 Organise reflection meetings to develop and harmonise strategies for proper collaboration and coordination of efforts to strengthen the ongoing land policy reform process
- 1.4 Formulate proposals and elaborate technical documents on issues to be considered in the ongoing land reforms in order to strengthen the land access and ownership rights of the vulnerable segments of the population
- 1.5 Organise advocacy meetings with leading policy-makers to sell the views and proposals of CSOs on land policy reforms and governance framework
- 2.1 Compile a smart and simplified compendium of land governance regulatory instruments and implementation frameworks
- 2.2 Engage community radio stations to run regular information and sensitisation programmes on land governance issues, with a particular focus on the promotion of the land access and ownership rights of vulnerable communities
- 2.3 Conduct broad-based information and sensitisation campaigns for frontline land governance actors on current national and international instruments that promote responsible land governance

Minutes of Platform meetings Reports of advocacy activities identified and implemented by the Platform No active network of CSOs working specifically on land governance issues

No concrete advocacy actions to influence land policy

Activity reports of the NES Secretariat Evaluation/audit reports

Survey of members' level of satisfaction with the management of the activities and resources of the NES process

Sufficient resources are mobilised for the implementation of the NES process NES activities not yet being implemented

- 3.1 Facilitate the development of a guide (with communities) that contains approaches, steps, and tools for engagement in negotiations, raising the alarm, and/or seeking redress in the case of violation of their rights
- 3.2 Organise capacity building for community leaders on how to use the guide to protect and/or defend their land rights
- 3.3 Sensitise, mobilise, and support villages and councils to develop simple land use plans with concrete measures to secure community land
- 3.4 Provide support to evicted Mbororo people of Banja village in the North-West Region
- 4.1 Set up and operationalise a civil society platform for the promotion of land governance
- 4.2 Organise training sessions on public engagement, lobbying and advocacy, and monitoring of land instruments to promote land governance
- 4.3 Provide support to CSOs in each of the ten regions of Cameroon to set up and operationalise regional hubs to monitor land administration at local level
- $5.1\ Put\ in\ place\ and\ operationalise\ an\ NES\ Steering\ Committee\ to\ lead\ the\ implementation\ of\ the\ process$
- 5.2 Set up and run a Secretariat to carry out and coordinate the day-to-day activities of the NES process
- 5.3 Design and implement a participatory monitoring and evaluation framework for the NES process
- 5.4 Carry out annual financial audits







ILC Mission

A global alliance of civil society and intergovernmental organisations working together to promote secure and equitable access to and control over land for poor women and men.

ILC Vision

Secure and equitable access to and control over land reduces poverty and contributes to identity, dignity, and inclusion.

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