



Ministry of Foreign Affairs

LAND-at-scale Theory of Change and Glossary

Commissioned by the Netherlands Enterprise Agency

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International.*

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About LAND-at-scale

LAND-at-scale (LAS) is a land governance support programme funded by the Netherlands Ministry of Foreign Affairs and managed by the Netherlands Enterprise Agency (RVO). The programme supports low- and middle-income countries in working towards just, inclusive and sustainable land governance for everyone, running from 2019 to 2033 with a total budget of over €85 million.

LAS funds technical, legal and socio-economic interventions at local and national level, and supports cross-country knowledge development and global partnerships on land governance. Improved land governance helps ensure more equal access to land and natural resources, a more sustainable and efficient use of land for food, housing and production, and fewer conflicts and competing claims over land.

The programme runs in two phases. During phase 1 (2019–2026, €37.5 million), LAS implemented projects in 12 countries. Phase 2 (2026–2033, €47.5 million) launched in early 2026. Based on ideas submitted by Netherlands embassies, a number of countries have been selected for phase 2 project scoping, including Bangladesh, Burkina Faso, Chad, Colombia, Egypt, Ghana, Iraq, Kenya, Lebanon, Mali, Niger, Nigeria, the Palestinian Territories, Senegal, Sudan and Yemen. RVO is currently working with in-country and international stakeholders in these countries to develop new projects, ahead of a call for concept notes.

Theory of Change

The Theory of Change (ToC) below is the updated version for LAND-at-scale's second phase (2026–2033). It sets out how the programme's strategies are expected to lead, via short-term and long-term outcomes, to the programme's overall impact: just, inclusive and sustainable land governance, globally, for reduced poverty and sustainable livelihoods. The diagram also shows the UN Sustainable Development Goals (SDGs) that the programme contributes to.

Land governance challenges differ from country to country, so the ToC is applied flexibly across LAND-at-scale projects: not every outcome, output or strategy shown in the diagram will be relevant to every project. Each project team selects the strategies and outcome pathways that best fit its specific context, and defines its own project-level results framework accordingly.

Text description of the Theory of Change diagram

The diagram below is a visual summary of this Theory of Change. It is structured as follows: programme strategies at the bottom lead to short-term outcomes, which lead to long-term outcomes, which in turn lead to the programme's overall impact and knowledge management impact at the top. Colours indicate the five result levels used throughout the diagram.

At the top of the diagram, three boxes are connected by double-headed arrows: 'Sustainable use of land and natural resources with increased food security', 'Peace and social cohesion (in the

absence of land conflicts)', and 'Impact of land governance activities are scaled and catalysed through knowledge activities'. The arrows show that these three results reinforce each other: progress on the sustainable use of land and natural resources, and on peace and social cohesion, is captured and amplified through the programme's knowledge management activities. In turn, the insights generated through knowledge management help drive further progress on both of these impact areas. Together, they make up the programme's overall intended impact.

A full text version of every box in the diagram, grouped by result level, is provided in the table further below.

Legend

	Intended programme impact
	Intended programme knowledge management impact
	Intended long-term programme outcome
	Intended short-term programme outcomes
	Programme strategies



Just, inclusive and sustainable land governance, globally for reduced poverty and sustainable livelihoods

Sustainable use of land and natural resources with increased food security

Peace and social cohesion (in the absence of land conflicts)

Impact of land governance activities are scaled and catalysed through knowledge activities

Communities and individuals have increased (perceived) tenure security

Land stakeholders address key land governance themes and challenges at scale, in an inclusive, effective and sustainable way

Private sector actors make responsible investments with reduced risk

Men and women make joint decisions regarding intra household resource allocation

Communities and individuals have confidence and trust in the land governance system

Entrepreneurs including smallholder farmers experience increased opportunities to invest and develop their business and land

Individuals and communities are more resilient to climatic shocks and stresses

Stakeholders jointly create and enable an increased civic space around land

Land stakeholders are more engaged in multi-stakeholder exchange at local, national and regional levels which contribute to advancing inclusive, just and sustainable land governance interventions globally

Private sector actors are more aware of land related risks in their value chain

Men and women in communities and households are having dialogues challenging (gender) norms

Stakeholders including government authorities, communities and individuals have fewer disputes and conflicts over land and natural resources

Individuals, in particular women, and communities, collect their land title or certificate

Government authorities deliver land services, including land transfers and registration of land rights in an inclusive, transparent and sustainable way

Smallholder farmers have increased production and use their land sustainably

Individuals, communities, government authorities and private sector agree on the use of the land (urban and rural) and its management of natural resources and record this in a common plan

Government authorities formulate & implement more inclusive and climate responsive land policy (reform), supported by non-governmental stakeholders

Land stakeholders and practitioners have increased insight into key issues in land governance and how to address them at scale, in an inclusive, effective and sustainable way

Individuals and communities, in particular women, are more aware of their rights regarding land access, use, and ownership, and ways to claim it

Individuals and communities agree on boundaries of the land inclusively

Justice institutions for conflict and dispute resolution are more informed and effective and make more just decisions considering specific needs of groups such as women, youth, and IDP/migration population

Government authorities have increased capacities to adopt the Fit For Purpose Land Administration approach

Government authorities have or are supported with the required technological systems, human resources, and financial capacity to carry out their land governance services

Smallholder farmers have increased knowledge on climate smart agro-ecological practices

Government authorities develop and operationalise land use planning in an inclusive, participatory and climate sensitive way with communities

Private sector actors make responsible investments with reduced risks and are aware of their impact on land use and management

Government authorities and non-governmental stakeholders are strengthened to engage in meaningful dialogue around inclusive and climate responsive land policy (reform)

Land practitioners enjoy increased embeddedness into ongoing processes in-country and region through awareness of, validation of and engagement

Awareness raising and empowerment of individuals and communities related to land governance with a specific focus on gender, including on social norms

Supporting conflict and dispute prevention and resolution, including legal literacy

Supporting inclusive (customary & formal) land registration and administration (Fit For Purpose Land Administration)

Strengthening of customary and/or statutory land governance institutions and their delivery of services

Participatory and Gender Responsive Climate-resilient Land Use Planning and Natural Resource Management

Supporting inclusive and Climate-resilient legal, Regulatory and Policy Dialogue on Land

Supporting joint knowledge generation, dissemination, uptake, learning and exchange

Text description of the Theory of Change diagram, per result level

Intended programme impact	• Just, inclusive and sustainable land governance, globally for reduced poverty and sustainable livelihoods • Sustainable use of land and natural resources with increased food security • Peace and social cohesion (in the absence of land conflicts)
Intended programme knowledge management impact	• Impact of land governance activities are scaled and catalysed through knowledge activities
Intended long-term programme outcome	• Communities and individuals have increased (perceived) tenure security • Land stakeholders address key land governance themes and challenges at scale, in an inclusive, effective and sustainable way • Private sector actors make responsible investments with reduces risk • Men and women make joint decisions regarding intra household resource allocation • Communities and individuals have confidence and trust in the land governance system • Entrepreneurs including smallholder farmers experience increased opportunities to invest and develop their business and land • Individuals and communities are more resilient to climatic shocks and stresses • Stakeholders jointly create and enable an increased civic space around land • Land stakeholders are more engaged in multi-stakeholder exchange at local, national and regional levels which contribute to advancing inclusive, just and sustainable land governance interventions globally
Intended short-term programme outcomes	• Private sector actors are more aware of land-related risks in their value chain • Men and women in communities and households are having dialogues challenging (gender) norms • Stakeholders including government authorities, communities and individuals have fewer disputes and conflicts over land and natural resources • Individuals, in particular women, and communities collect their land title or certificate • Government authorities deliver land services, including land transfers and registration of land rights in an inclusive, transparent and sustainable way • Smallholder farmers have increased production and use their land sustainably • Individuals, communities, government authorities and private sector agree on the use of the land (urban and rural) and its management of natural resources and record this in a common plan • Government authorities formulate and implement more inclusive and climate responsive land policy (reform), supported by non-governmental stakeholders • Land stakeholders and practitioners have increased insight into key issues in land governance and how to address them at scale, in an inclusive, effective and sustainable way • Individuals and communities, in particular women, are more aware of their rights regarding land access, use, and ownership, and ways to claim it

	• Individuals and communities agree on boundaries of the land inclusively • Justice institutions for conflict and dispute resolution are more informed and effective and make more just decisions considering specific needs of groups such as women, youth, and internally displaced people or migration population • Government authorities have increased capacities to adopt the Fit For Purpose Land Administration approach • Government authorities have or are supported with the required technological systems, human resources, and financial capacity to carry out their land governance services • Smallholder farmers have increased knowledge on climate smart agro-ecological practices • Government authorities develop and operationalise land use planning in an inclusive, participatory and climate sensitive way with communities • Private sector actors make responsible investments with reduced risks and are aware of their impact on land use and management • Government authorities and non-governmental stakeholders are strengthened to engage in meaningful dialogue around inclusive and climate responsive land policy (reform) • Land practitioners enjoy increased embeddedness into ongoing processes in-country and region through awareness of, validation of and engagement
Programme strategies	• Awareness raising and empowerment of individuals and communities related to land governance with a specific focus on gender, including on social norms • Supporting conflict and dispute prevention and resolution, including legal literacy • Supporting inclusive (customary and formal) land registration and administration (Fit For Purpose Land Administration) • Strengthening of customary and statutory land governance institutions and their delivery of services • Participatory and Gender Responsive Climate-resilient Land Use Planning and Natural Resource Management • Supporting Inclusive and Climate-resilient legal, Regulatory and Policy Dialogue on Land • Supporting joint knowledge generation, dissemination, uptake, learning and exchange
Sustainable Development Goals	• SDG 1: No poverty • SDG 2: Zero hunger • SDG 5: Gender equality • SDG 8: Decent work and economic growth • SDG 9: Industry, innovation and infrastructure • SDG 10: Reduced inequalities • SDG 11: Sustainable cities and communities • SDG 13: Climate action • SDG 15: Life on land • SDG 16: Peace, justice and strong institutions • SDG 17: Partnerships for the goals

Glossary

The terms below are used throughout LAND-at-scale's Theory of Change and programme documentation. Sources are indicated in brackets after each definition.

Awareness raising: Awareness raising is a process that seeks to inform and educate people about a topic or issue with the intention of influencing their attitudes, behaviours and beliefs towards the achievement of a defined purpose or goal. (*AgroVoc*)

Civil Society Organizations (CSOs): Non-Governmental Organizations (NGOs), farmer organizations, community-based organizations (CBOs) and other organizational structures whose members serve the general interest through a democratic process and which plays the role of mediator between public authorities and citizens. (*EU Eur-lex*)

Climate resilience: Climate resilience is the capacity of social, economic and environmental systems to cope with current or expected climate variability and changing average climate conditions, responding or reorganizing in ways that maintain their essential function, identity and structure, while also maintaining the capacity for adaptation, learning and transformation. (*AgroVoc*)

Entrepreneurs: A person who directs a company and takes commercial risks. He or she sees market opportunities and acts on them for profit. (*AgriVoc*)

Fit For Purpose Land Administration (FFP-LA): Fit-for-purpose means that the land administration systems – and especially the underlying spatial framework of large-scale mapping – should be designed for the purpose of managing current land issues within a specific country or region, rather than simply following more advanced technical standards. Land administration systems should be designed to meet the need of tenure security for all in a relatively short time and at a relatively low cost, adapting legal, spatial and institutional frameworks accordingly. (*FIG*)

Government authority: A government is a body whose sole responsibility and authority is to make binding decisions in a given geopolitical system (such as a state) by establishing laws. A government authority means any government, province, state or other political subdivision thereof, or any entity, authority or body exercising executive, legislative, judicial, regulatory or administrative functions of or pertaining to government. (*AgriVoc*)

Inclusion (social): Social inclusion is the process of improving the abilities, opportunities and dignity of people who are disadvantaged on the basis of their identity (gender, indigenous or religious group, age, disablement, social/economic status etc.), to better the terms on which they take part in society.

Internally Displaced Person (IDP): A person or groups of persons who has been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalised violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognised State border. (*EU*)

Just: What is legally correct as well as what is morally upright or good. (*Merriam Webster*)

Justice institutions: Justice concerns the correct application of law as opposed to arbitrariness. Justice institutions are institutions enabling the access to justice. Access to justice refers to the ability of people to seek and obtain a remedy through formal or informal institutions of justice for grievances in compliance with human rights standards. Access to justice involves normative legal protection, legal awareness, legal aid and counsel, adjudication, enforcement, and civil society oversight. (*AgriVoc*)

Land governance: Land governance concerns the rules, processes and structures through which decisions are made about access to land and its use, the manner in which those decisions are

implemented and enforced, and the way in which competing interests in land are managed. Land governance therefore encompasses statutory, customary, religious and informal institutions, including state structures such as land agencies, courts, ministries and municipalities responsible for land, as well as informal land developers and traditional bodies. In short, it is fundamentally about power and the political economy of land. *(FAO)*

Land governance practitioners: People actively engaged in any aspect of land governance. *(LandVoc)*

Land services: Include all services provided by governments in relation to land administration, land management and land use, the maintenance and updating of these, as well as providing transparency, information and consultation about the procedures. *(Djoko, ITC Twente)*

Land stakeholders: Refers to the land governance community including but not limited to land users (families, farmers, indigenous peoples, local communities, pastoralists, rural and urban population, squatters, tenants, women, youth), land practitioners, governments, land rights activists, private sector, researchers and development agencies. *(LandVoc)*

Land tenure: Relationship, whether legally or customarily defined, among people, as individuals or groups, with respect to land. Land tenure is an institution, that is, rules invented by society to regulate behaviour. They define how access is granted to rights to use, control and transfer land, as well as associated responsibilities and restraints. *(LandVoc)*

Land tools: A land tool is a practical way to solve a problem in land administration and management. It is a way to put principles, policies and legislation into effect. *(UN-Habitat)*

Land use plan: Land-use planning is the systematic assessment of land and water potential, alternative patterns of land use and other physical, social and economic conditions. *(LandVoc)*

Natural resources: Materials or substances as minerals, forests, water, fertile lands or the soil, and energy resources that occur in nature and can be used for some form of benefit whether material (economic) or immaterial. *(Brittanica)*

Participation: Refers to different mechanisms for the public to express opinions – and ideally exert influence – regarding political, economic, management or other social decisions. *(AgriVoc)*

Perceived tenure security: The way individuals or groups of individuals regard (perceive) their effective protection from involuntary removal from their land or residence. *(LandVoc)*

Private sector: Covers private individuals (including entrepreneurs, landowners, farmers, etc.); private companies (local, national and transnational) active at different stages of the food supply chain; commercial banks; cooperatives and other forms of organizations in the 'social economy' with a private legal status; private foundations; and other private organizations, institutions or federations – including publicly owned companies with a private legal status. *(LandVoc)*

Rental markets: Land rent in practical terms is the payment for the hire of land and buildings and is a function of the supply and demand for that particular type of property in that particular location. The term 'market' refers to a system of exchange between two or more actors or players, for goods, services, or money. *(LandVoc / AgriVoc)*

Resources: Things that are used during a production process or that are required to cover human needs in everyday life. Related concepts include: cultural heritage, economic resources, educational resources, energy sources, human resources, inputs, natural resources and raw materials. *(AgriVoc)*

Sustainability: The ability of socio-ecological processes and activities to produce long-term environmental, social, technical and cultural benefits. *(AgriVoc)*

Sustainable land management: The use of land resources, including soils, water, animals and plants, for the production of goods to meet changing human needs, while simultaneously ensuring the long-term productive potential of these resources and the maintenance of their environmental functions.

Tenure responsive land use planning: An approach to solving land use planning and tenure security challenges simultaneously. It implements land use planning by embracing the improvement of tenure security in a specific area by integrating particular tenure goals in the planning process, making it more participatory, gender sensitive, and tenure-responsive. (*UN-Habitat*)

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Netherlands Enterprise Agency
Prinses Beatrixlaan 2
PO Box 93144 | 2509 AC The Hague
T +31 (0) 88 042 42 42
Contact
www.rvo.nl

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