



Invitation to the World Urban Forum 3
ROUND TABLE ON GENDERING LAND TOOLS
14:30 to 17:30 pm, Wednesday, 21 June 2006, Vancouver, Canada

It is our pleasure to invite you to participate in the Global Land Tool Network (GLTN) High Level Round Table on Gendering Land Tools to be held on Wednesday 21 June 2006, 14:30-17:30 pm at the World Urban Forum III, Vancouver, Canada (<http://www.unhabitat.org/wuf/2006/default.asp>). The Round Table brings together leading grassroots, land professionals, policy makers, researchers, lawyers, analysts and experts through a women-led process to develop strategies towards systematically genderising land tools.

Context: It is generally recognised that in the past decade, women's access to land and property and their security of tenure have actually declined in most parts of the World. In order to achieve the Millennium Development Goals (including MDG 11 and 3, as elaborated by the World Summit Outcome para 58, and the UN Task Force on Education and Gender Equality), gender responsive and effective land tools which are lacking need to be developed. Hence, the GLTN initiative to develop land tools which are pro-poor, innovative, affordable, scalable and gendered (see Annex 2).

Organisers and co-sponsors: The Round Table is co-organised by GLTN, Shelter Branch (which is being launched at WUF through a networking event on June 20 at WUF) and the Gender Unit, UN-HABITAT which carries out activities aimed at empowering women through property and land rights. It is co-sponsored by Huairou Commission, International Federation of Surveyors (FIG) and Human Settlements-Net (HS Net), who are among key players in the land sector.

Objectives: This multi-stakeholder dialogue is aimed at developing systematic methodologies, partnerships and strategies towards genderising existing land tools, upscaling existing gendered tools and developing new gendered tools in response to gaps. The leadership, expertise, experience and links of the round table delegates are expected to provide impetus and direction on translating principles into action plans through networking, sponsorships and funding.

Structure: The GLTN Round Table will have three inter-related segments.

- 1) Presentation and discussion on a draft mechanism for gendering tools (a summary of which is attached as Annex 1) which has been the basis of consultations among GLTN partners.
- 2) Tool presentations from among grassroots, land professionals, researchers and other stakeholders with deliberations on methodologies aimed at identifying best practices and comparative advantages.
- 3) Adoption of a comprehensive and integrated gendered land tools framework with strategies for an effective and proactive gendered land tools agenda.

We look forward to your participation at the Round Table on this critical issue. Please confirm your participation and direct all queries to the GLTN Gender Officer, Siraj Sait: siraj.sait@unhabitat.org

Yours sincerely

Mr. Lars Reuterswärd
Director of the Global Division,
UN-HABITAT

MECHANISM FOR GENDERING LAND TOOLS (Zero Draft)

(A fuller version of the draft mechanism and strategies will be circulated to Round Table participants)

Abstract

Implementation of women's land, property and housing rights is often frustrated by the lack of effective gendered land tools. One of the Global Land Tool Network's values and priorities is that every tool must be gendered, as must be the process of tool development. Despite continuing efforts of those working on enhancing women's access to land, there is at present little systematic information on existing gendered land tools or even an adequate methodology on genderising tools. There are some good examples of gendered tools at community levels but these are yet to be fully documented, replicable and affordable. Given the limitations of existing piecemeal and *ad hoc* gender sensitisation land strategies, there is a potent demand for a better integrated gendered tool framework. Needed is a model which centres women's experiences and at the same time synergises various stakeholders, actors and users¹.

What is needed? The objective is three fold – to genderise existing land tools and those under development; to evaluate and upscale existing gendered tools and to create new gendered tools in response to identified 'gaps'. These tools have to be innovative, pro-poor, scalable and effective. Admittedly we are at a low starting point with no inventory, patchy documentation, poor dissemination and sharing of best practices and virtually no replicable gendered land tools. Rather than create passive tools which use default gender assumptions reducing women's inputs and choices, effective or active tools involve women at every tool building stage are needed. These respond to the knowledge base of the user, recognizing the concerns of women and facilitate women making informed choices.

What kind of tools? A whole range of interconnected gendered tools are required to protect women's secure tenure, through affordable land management systems & flexible tenure types (eg. joint tenures). These include tools recognizing women's needs and diversity of experiences and situations with respect to land use, administration, planning, spatial information and registration. Tools are often overlapping and form a part of an integrated toolkit. For example, a tool linking the land registry to the civil registry is dependant on tools facilitating marriage registration with property information. Tools on gender accessible dispute settlement mechanisms cannot work unless there are tools on gender sensitive administration of estates in inheritance cases². Land tools are thus typically interdisciplinary and cross sectoral involving a range of actors.

Who can generate gendered tools? Choices regarding tools are ideally made within communities but they often emerge out of a synergy of community practices and professional, expert or policy interventions. At present, there is little co-ordination or consultation on gendering land tools between the four main (potential) contributors. Community and women groups are best placed as listeners, mobilisers and implementers and challenge gender discriminatory cultural practices, but their impact on securing tenure for women has been uneven. Their biggest challenge is how to convert social tenure into legal guarantees and make grassroots women's practices count in the tool development process.

The role and influence of land professionals in tool development cannot be underestimated but they have often been resistant to gendering land tools. Limited consultations between women and communities groups and land professionals have been largely unproductive. Lawyers and paralegals are often key custodians, interpreters and interface with land administration and dispute resolution mechanisms whose services in the public sphere are not fully utilised. Decision makers and enforcers, including the State land agencies, are often unable to resolve the conundrum of *de facto* and *de jure* tenure. State land policies and implementation strategies are often driven by fictitious assumptions of existing tools with little interface between professionals and women's groups. Development partners and experts devote considerable time to gender analysis and identification of tools but are yet to bring together all players in genderising land tools in a woman centred process. Yet, it is not merely the process but equally the product that is vital.

¹ See Kabeer, N (2003) *Gender Mainstreaming in Poverty Eradication and the Millennium Development Goals* (London: Commonwealth Secretariat).

² Mukhopadhyay, M (2001) *Gender Perspectives on Property and Inheritance: A Global Sourcebook* (Amsterdam: Oxfam and KIT)

HOW DO WE GO ABOUT THIS? This draft gender mechanism, proposes a multi-stage approach and methodologies for systematic gendered tool building, from preparation stage and analysis to piloting/evaluation of gendered tools. Each stage requires inputs, guidelines, checklists and action plans which could be coordinated by an expert committee from among partners and tool developers.

1. Sharing ‘Genderising Land’ Approaches: *Gendered Tool development can take place only in a gender responsive environment*³. Institutional partnerships and sharing of good practices on gender mainstreaming more thoroughly integrate a gender perspective among all partners in the land industry, at all levels and across all tool development areas and processes.

2. Unblocking Gender Disaggregated Data: *Gendered Tools must reflect the realities of women’s experiences.* There is insufficient quantitative and qualitative information on women’s security of tenure⁴. Since formal land information systems are lacking, partners must develop guidelines to promote innovative and participative methods such as community mapping but through rigorous, transparent and consistent methodology whose outputs can be integrated within the formal land systems.

3. Participatory Gender Land Analysis: *Gendered Tools must respond to women’s needs and priorities.* Partners must determine the appropriate gender analysis framework – a dynamic collective learning process- from among options such as the Harvard Framework, Women’s Empowerment Approach, the Gender Analysis Matrix and the Social Relations Approach⁵. A combination of techniques including desk review, case studies, interviews, focus group discussions, stakeholder workshops and expert group meetings need to be finalised.

4. Creating a Framework of Principles, Values and Objectives: *Gender Tools are to be evaluated through consensus on benchmarks and standards.* These are drawn from international human rights and development standards, feminist perspectives, partner approaches⁶ and GLTN values which need to inform the framework for assessing tools.

5. Constructing/Reviewing the Tools Inventory: *Gender Tools inventory can only emerge from a dynamic process of information sharing.* Partners have a wealth of experience and information. However, this pooling requires formats and systems to facilitate an inventory of gendered tools and protocols for information sharing.

6. Piloting/Upscaling & Dissemination: *Tools must be developed in response to ‘gaps’.* GLTN can facilitate design and development of new tools where necessary but partners will have to first develop criteria for choosing pilot gendered tools for upscaling. The criteria for prioritisation could include scalability and affordability, the time and resources required and potential impact.

7. Participatory Evaluation of Tools: *Implementation of gendered tools must be subject to a gendered evaluation.* Partners must devise a participatory, context sensitive evaluation of tools which is capable of critical reflection and monitors quantitative and qualitative impact on various categories of women.

8. Engendering land governance through tools: *Mere existence of gender tools is not enough, they must be integrated within institutions, policies and programmes of States and partner activities.* Partners must devise strategies that ensure political will, support systems and remedies for workable tools⁷.

Way Forward: No single partner has the capacity to undertake this hard and difficult process. It requires a clear road map, coordination, collaboration and guidelines from all partners. Engendering the tool building process would require not merely the commitment but the sharing of capacity, expertise, and experience of various partners and an enabling mechanism for co-ordination which can develop protocols. The WUF Round Table on Gendering Land Tolls will seek partnerships, methodologies and strategies for partners to undertake this challenging but vital endeavour to enhance women’s security of tenure.

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³ See MacDonald, M et al (1999), *Gender and Organisational Change: Bridging the Gap between Policy and Practice* (Amsterdam: RTI).

⁴ Economic Commission for Africa (2004) *The African Gender and Development Index* (Addis Ababa: ECA)

⁵ March C et al (1999) *A Guide to Gender Analysis Frameworks* (London: Oxfam)

⁶ Razavi, S (2003) *Agrarian Change, Gender and Land Rights* (Oxford: Blackwell)

⁷ See generally Meer, S (1997) *Women, Land and Authority* (Claremont: National Land Committee)

INTRODUCTION TO THE GLOBAL LAND TOOL NETWORK (GLTN)

Launch: Tuesday, 20 June 2006 at WUF3 Vancouver, Canada

No Registration required, just turn up!

This global network emerged in response to requests made by Member States and local communities world-wide to UN-HABITAT, who together with Sida and the World Bank initiated the network idea. Discussions with partner organisations and Member States led to the production of a comprehensive initial report that was produced by a team of consultants (more information available via the web page). This network of networks (with over 30 partners and growing) is a long term initiative to support and upscale ongoing initiatives on systematic, innovative, pro-poor, affordable and gender sensitive land tools.

Gender sensitivity is one of the core values of GLTN. As such every land tool – existing or under development - is evaluated for its gender responsiveness. Presentations on GLTN have been made at various fora including the workshop on Innovative Land Tools and Urban Cadastre (Moscow 25-27 October 2005), on Land Titling in Western Africa (Nairobi, UNDP 1-3 November 2005), on Land Tools in Post Conflict Societies (Geneva, 17-18 November 2005), GLTN partner meeting (Stockholm November 24-25 2005), Asia Expert Group Meeting on Innovative Land Tools (Bangkok 8-9 December 2005), Arab regional meeting (Cairo December 16-17 2005) and GLTN partners meeting at Oslo, Norway on March 23-24 2006.

A GLTN internet discussion (www.gltn.net) is to take place between June 5-15 2006 on GLTN themes and activities. Everyone is welcome to participate.

The rationale for the creation of GLTN is the following:

1. There are insufficient pro poor tools to implement the land policies found in the Habitat Agenda, which is limiting the ability of governments to implement the Habitat Agenda.
2. Land policies tend to focus on description and analysis rather than implementation and tool development at scale.
3. Where new tool development is taking place, it generally lacks a human rights perspective, is not pro-poor and very rarely gendered.
4. The human rights networks in this regard tend to focus mainly on the violation of international human rights law, while failing to provide tools and recommendations that could help Member States to improve land delivery to the urban poor.
5. There are not many global land legal networks and the few that exist tend to be focused around technical concerns only.

Examples of the innovative tools GLTN is aiming at include the following:

1. Enable affordable national state land record management (for land access and land reform).
2. Offer rigorous land administration and governance tools.
3. Manage land administration approaches for post conflict societies.
4. Manage regional/national/city wide land use planning.
5. Affordable gendered land tools e.g. adjudication.
6. Affordable and just estates administration, esp. for HIV/AIDS areas.
7. Enable pro poor expropriation and compensation.
8. Establish pro poor technical/legal policy e.g. user fees.
9. Establish regulatory framework for private sector.

The intention of GLTN is to answer some of the following questions:

1. How can we facilitate tenure security for the majority of the poor against benchmarks?
2. How to extend the continuum of land rights to improve tenure security for the majority?
3. How to develop national land tools rather than focusing on urban or rural land tools?
4. What are the characteristics of gendered land management/administration tools?
5. How can we ensure that the tools are useful to the grassroots?
6. How to convert social tenure into legal guarantees?

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