

# Round Table Global Land Tool Network

## Piloting of a GLTN Land Tool: A Practical Way to Ensure Gender Equality

World Urban Forum V, Rio de Janeiro, Brazil  
on Tuesday the 25<sup>th</sup> of March 2010

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## Executive summary

The document serves as a summary of the Round Table 'Global Land Tool Network, Piloting of a GLTN Land Tool: A Practical Way to Ensure Gender Equality' which took place during the fifth session of the World Urban Forum in Rio de Janeiro, Brazil on Tuesday the 25<sup>th</sup> of March 2010.

Around 25 professionals representing multilateral and bilateral organizations, NGOs, academia, training institutions and grassroots organizations participated as panellists in the Round Table organized by the Global Land Tool Network (GLTN). The audience, comprising a variety of stakeholders, also contributed to the discussion and in total around 100 participants joined the event. The main objective of the round table was to bring GLTN partners (representing multilateral and bilateral organizations, NGOs, academia, training institutions and grassroots organizations) together and discuss the Networks' overarching concept of land tool development. This was realized by focusing on a practical example of a land tool, the Gender Evaluation Criteria, which were recently piloted in three countries. The objective was also to: a) provide a practical example of a GLTN land tool and b) compare and share the experiences and outcomes of the three pilot projects; and c) promote Gender Evaluation Criteria as useful in land tool development and assessment and d) discuss the way forward.

The round table shared operational work completed by network members to date, and discussed the applicability of the Gender Evaluation Criteria. This event built on the GLTN round table held in Nanjing, China at WUF 4 in 2008. In that event an important achievement of the round table was 'the presentation, discussion and endorsement by network members of a number of land governance related products including the gender criteria for large scale land tools'. The outcomes of the presentations and the discussion at WUF 5 are summarized as follows:

- The Gender Evaluation Criteria matrix (the gender criteria for large scale land tools) is a useful tool that supports the process towards implementation of pro-poor and gender responsive land-tools. It holds the right questions to analyze gender responsiveness of land tools and policies.
- The gender evaluation matrix criteria can and should be used and promoted as one of the GLTN land tools. The tool will not be applicable in all contexts, amongst others political commitment is a pre-requisite for success.
- GLTN will continue working with the Gender Evaluation Criteria and will focus on the development of a guide 'how to use the Gender Evaluation Criteria' and on the development of training material, jointly with partners.
- To realize objectives of advocacy and awareness, putting gender and land at the agenda of policy and decision makers and building the capacity of communities, a simplified version of the matrix should be considered.

## **Introduction and opening statements**

The main objective of the Global Land Tool Network (GLTN) Roundtable was to bring GLTN partners together to share experiences, challenges and lessons learned in the piloting of the Gender Evaluation Criteria tool and to discuss further opportunities, next steps and the way forward. This discussion also aimed to inform the Global Land Tool Network, the partners, panellists and participants in the roundtable about the general process of land tool development.

The meeting was opened and chaired by Ambassador Kalibbala. Mr. Montandon representing SNPU, Brazil and the Deputy Executive Director of UN-HABITAT, Ms. Klevby gave an opening statement. Mr. El-Sioui, Head of the Shelter Branch of UN-HABITAT opened the meeting and gave the floor to Mr. Montandon.

### **Mr. Daniel Montandon, Director of Urban Planning, Secretaria Nacional de Programas Urbanos (National Secretary of Urban Programmes), Brazil**

Mr. Montandon expressed his appreciation to share experiences and knowledge in the Round Table. Urbanization brings many challenges and in many countries there are inequalities related to access to housing and land. The Brazilian government has developed rather advanced laws, policies and tools to address the unequal access to housing and land and to promote participation, aiming to bridge the urban divide. The Urban Statute is the most well-known example. Furthermore Brazil developed national guidelines on how to treat gender in urban development. Despite the advancements, there is still a long way to go. Especially in promoting gender equality in relation to access to housing and land there is a need for further improvement, worldwide and also in Brazil.

Ambassador Kalibbala, chair of the meeting then gave the floor to the Deputy Executive Director UN-HABITAT, Inga Bjork-Klevby.

### **Ms. Inga Bjork-Klevby, Executive Director of UN-HABITAT, Kenya**

Mrs Klevby addresses the importance of the development of pro-poor and gender responsive land tools. Land and gender is a complex field to work in. In order to address the challenges it is important to make an impact for gender equality in access to land at scale. The Gender Evaluation Criteria is one of the important land tools of the Global Land Tool Network. The Huairou Commission is currently piloting the projects in three countries, Ghana, Nepal and Brazil. The work has been made possible by contributions of Huairou Commission, the International Federation of Surveyors (FIG) and the University of East London (UEL). In this piloting project the normative and operational role of UN-HABITAT are combined. UN Habitat is grateful for the

financial support of Sweden and Norway who made this pioneering work possible.

Ambassador Kallibala, not only the chair of the meeting but also the chair of the International Advisory Board of GLTN, addressed that the round table offers a platform to share experiences, lessons learned and discuss a way forward. She gave the floor to Ms. Augustinus, UN-HABITAT and Ms. Peterson, Huairou Commission, to introduce the work of GLTN in general and the work on Gender Evaluation Criteria in particular.

**Ms. Clarissa Augustinus, Chief of the Land Tenure and Property Administration Section of the Shelter Branch in UN-HABITAT, Kenya**

Ms. Augustinus introduced the objectives and modus of operation of the Global Land Tool Network and explained the process of land tool development.

**History of GLTN**

A brief history showed that the Global Land Tool Network idea conceived in early 2004. The ideas, its design and a project proposal development were further developed with Swedish support (i.e. from the Swedish International Development Agency, Sida) and launched in 2006. This was followed up with workshops to get buy in from partners and consolidate the agenda and the identification of partners and programme development. In 2006 the Global Land Tool Network was officially launched at WUF III, Vancouver, Canada. In 2006/7 the first funding for activities and projects came from the Norwegian government. Now there is approved basket funding for GLTN activities in a 4-year programme for the period of 2008-2011 (Sida/Norway). To date it is an expanding network with 42 partners and an increasing number of activities which are constantly being upscaled.

**Key challenges on land**

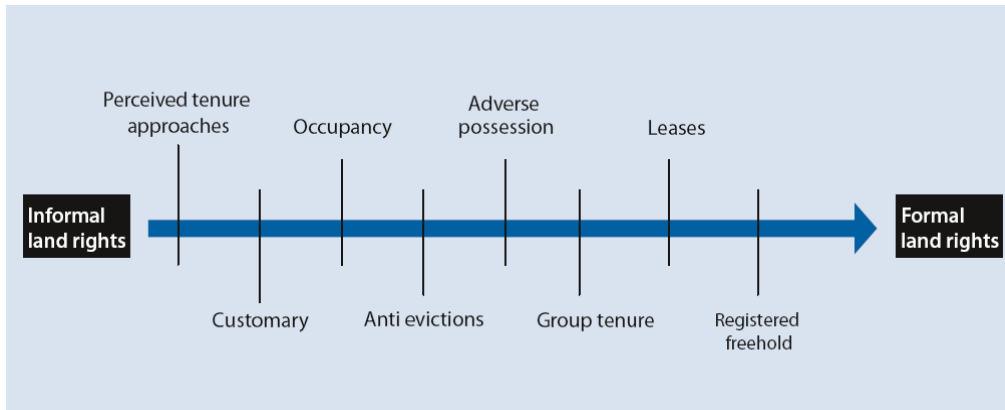
In many countries people have no documents for their land. In developing countries it is estimated that only 30% of the land is administrated and 70% is not. Only 3% of women hold documents that provide secure tenure of land. It is a major challenge to improve this situation: how to modernize systems in a pro poor way? Possible strategies are: developing cheap land records which are useful to all citizens; extending land administration systems beyond individual titling & cadastre to include informal settlements, customary/indigenous rights, pastoralists, overlapping claims & rights from post conflict/disaster situations; dealing with the affordability issue; defeating the vested interests and building the tenure types & systems to enable land reform, land and housing for all.

**GLTN objectives**

GLTN's objectives are to contribute to poverty alleviation and gender equality and to the achievement of the Millennium Development Goals through land reform, improved land management and security of tenure. One of the core activities is the development of pro-poor and gender responsive land tools to contribute to more equal access to land. Its key values are: establish a continuum of land rights rather than just focus on individual land titling; improve and develop pro-poor land management as well as land tenure tools; unblock existing initiatives; improve global coordination on land (Paris Declaration); assist in the development of gendered tools which are affordable and useful to grassroots, professionals and other stakeholders; improve the dissemination of knowledge about how to implement security of tenure. The work and approach of the Global Land Tool Network is founded on a set of core values: pro-poor, governance, equity, subsidiarity, affordability, systematic large scale approach, gender sensitiveness and sustainability.

### Continuum of land rights

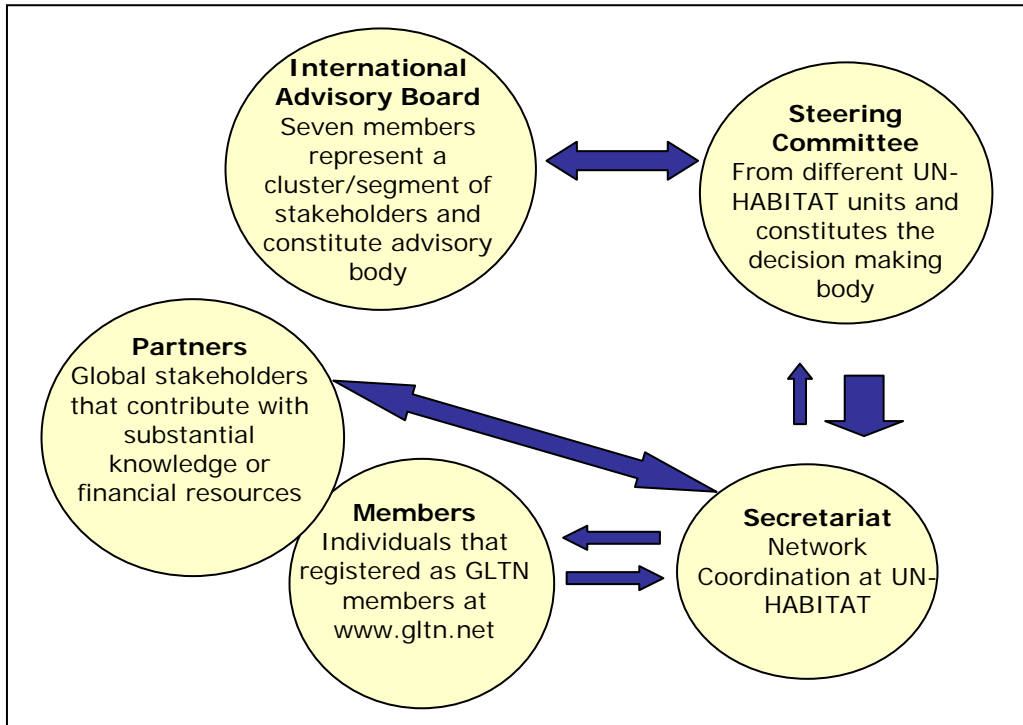
One of the objectives had been highlighted by Ms. Agustinus; promoting a continuum of land rights, in which land tenure forms can be developed over time. This includes the possibilities to transform land rights from temporary titles to permanent titles over time, as is illustrated in the graph.



**Figure 1: Continuum of Land Rights**

### GLTN institutional arrangements

The Global Land Tool Network is a network with partners and individual members, the secretariat is based in UN-HABITAT. The steering committee is formed by different UN-HABITAT units and constitutes the decision making body, the International Advisory Board holds seven members all representing a cluster/segment of stakeholders and constitute advisory body. The diagram shows the institutional arrangement.



**Figure 2: Institutional structure of GLTN**

## Land Tools

The GLTN's focus is on the development of 18 tools which are clustered under 5 themes.

- |   |   |
|---|---|
| <ol style="list-style-type: none"> <li>1. Land rights, records and registration                             <ol style="list-style-type: none"> <li>1a. Enumerations for tenure security</li> <li>1b. Continuum of land rights</li> <li>1c. Deeds or titles</li> <li>1d. Socially appropriate adjudication</li> <li>1e. Statutory and customary</li> <li>1f. Co-management approaches</li> <li>1g. Land record management for transactability</li> <li>1h. Family and group rights</li> </ol> </li> <li>2. Land use planning                             <ol style="list-style-type: none"> <li>2a. Citywide slum upgrading</li> <li>2b. Citywide spatial planning</li> <li>2c. Regional land use planning</li> <li>2d. Land readjustment (slum upgrading and/or post crisis)</li> </ol> </li> </ol> | <ol style="list-style-type: none"> <li>3. Land Management, Administration and Information                             <ol style="list-style-type: none"> <li>3a. Spatial units</li> <li>3b. Modernising of land agencies budget approach</li> </ol> </li> <li>4 Land law and enforcement                             <ol style="list-style-type: none"> <li>4a. Regulatory framework for private sector</li> <li>4b. Legal allocation of the assets of a deceased person (Estates administration, HIV/AIDS areas)</li> <li>4c. Expropriation, eviction and compensation</li> </ol> </li> <li>5. Land Value Capture                             <ol style="list-style-type: none"> <li>5a. Land tax for financial and land management</li> </ol> </li> </ol> |
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The land tools are related to GLTN's objectives and to 8 cross-cutting topics as is illustrated in the illustration.

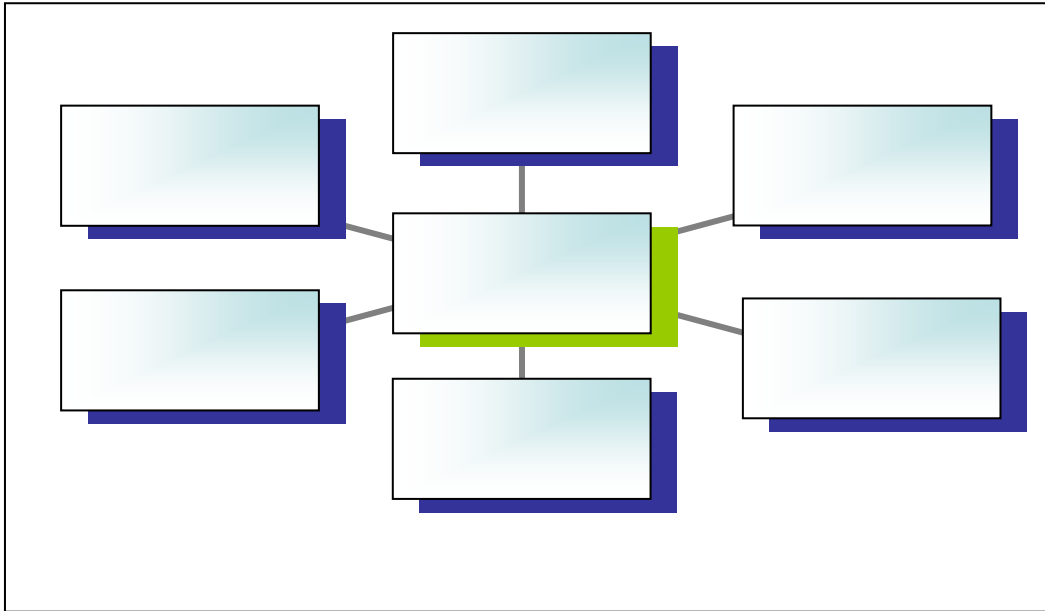


Figure 3: GLTN's objectives, topics, themes and tools

What is a land tool?

GLTN considers that a tool is a practical method to achieve a defined objective in a particular context. More precisely, a tool facilitates decision processes based on knowledge to move from principles, policy and legislation to implementation. Land tool development can be understood as the processes of reviewing, developing, documenting, implementing (including piloting and upscaling), disseminating, evaluating and monitoring the tools. A land tool can be a guide, criteria, software, training package, manuals, guidelines, frameworks, etc. GLTN is working on the development of different land tools, at different stages. Land tool development typically includes 6 steps as is illustrated in the scheme.





**Figure 4: Land tool development process**

Currently GLTN is actively involved in the development of the following tools:

1. Social Tenure Domain Model (STDM)
2. Gender Evaluation Criteria
3. Enumerations for Tenure Security
4. Post Conflict/Post Disaster Guidelines
5. Land, Environment and Climate Change
6. Capacity Building Mechanism
7. Grassroots Mechanism
8. Land Value Capture
9. Land Governance
10. Evaluation Framework for Continuum of Land Rights
11. *Estate Administration (to start)*
12. *Modernising Land Agency Budget Approach (to start)*
13. *Deeds and Titles (to start)*

**Ms. Janice Peterson, Founder and Chair, Huairou Commission (HC), USA**

Ms. Peterson introduced the Gender Evaluation Criteria. She explained that the Huairou Commission itself is a global and dynamic network. In her experience, the Global Land Tool Network is one of the strongest partnership networks within UN-HABITAT. GLTN has proven to work not only at a more abstract and theoretical level on tool development, but also links its work to practice. The Gender Evaluation Criteria are an example to bring tools to practice and to the ground. It helps to understand if a land project is working

on the ground and guides on how to assure gender responsiveness becomes part of a land tool. In this respect it goes beyond saying how important gender is but shows how gender can and should be integrated in land projects. The piloting process has been a crucial step in this process. The Huairou Commission is network of organizations for grassroots women. It is important for this grassroots network to go beyond formulating and defining the criteria. The piloting exercise was about actually using the criteria to analyse the gender responsiveness of land projects in three countries, Ghana, Nepal and Brazil. It is important to test such evaluation tools on the ground and that eventually the grassroots and partners of GLTN are committed to do the work they do. The pilot-teams, who are local Huairou Commission partners wanted to work on this and did a pilot project of over a year. It is important to listen to each other in this room, learn from each other's experiences and have a lively discussion.

## **Piloting of a GLTN tool - practical experiences**

The round table continued with a set of presentations and statements showing practical experiences. First the three pilot teams from Brazil, Ghana and Nepal presented their experience in piloting the Gender Evaluation Criteria. Then Mr. Montandon highlighted the performance of the Ministry of the Cities in expanding access to urbanized land. Finally Ms. Ruijsink presented a cross-analysis of the piloting work in the three countries on the Gender Evaluation Criteria.

### **Ms. Patricia Chaves, Director, Espaço Feminista, Recife Brazil**

Ms. Chaves discussed how the Gender Evaluation Criteria have been used to raise awareness and assess the gender responsiveness of the Master Planning approach which has been applied under the City Statute in Recife, Brazil. Espaço Feminista works on land which is a crucial issue for development.

#### Using the Gender Evaluation Criteria

The piloting experience was a big challenge. The piloting team used 5 out of the 6 criteria that are listed in the evaluation matrix to do an analysis of the master plans. Criteria 1 and 2 helped different stakeholders to understand why and how a land tool can change or maintain gender inequality. Land tools – including master plans - are not easily understood by stakeholders. The piloting team included grassroots' women and worked with different stakeholders. It was very important to build knowledge, capacity and awareness of different stakeholders.

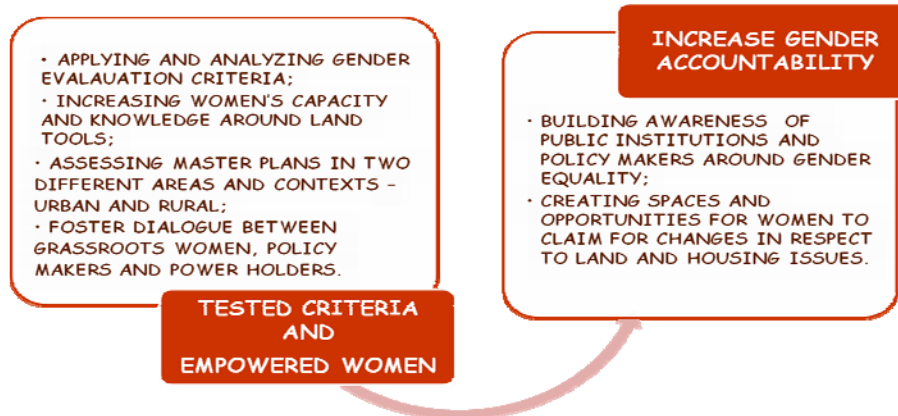
#### The criteria matrix

In the beginning it was a big challenge to understand how to use the matrix. But it has been a very valuable framework for those working on the ground. The matrix helped the pilot team to get engaged in the process of master planning. The criteria and questions had to be adapted to national context and translated into the national language, using more informal language and i.e. using examples. Although most people did not state that they didn't understand the concepts, during the pre-test it was suggested by some of the leaders (grassroots women) that it would be very important to introduce concepts such as: master plan, gender and gender equality. The piloting team looked at the criteria from the city statute and master planning point of view.

#### Accountability

The piloting exercise focused on building the capacity of grassroots women, enabling them to hold the authorities accountable and increased gender accountability. It has been a challenge for the piloting team; enabling women

on how to contribute to hold governments accountable for women. The scheme shows how this process has worked.



**Figure 5: Accountability and empowerment**

#### Lessons learned -engagement

The support of the Global Land Tool Network was crucial to bring different actors to the process and to help build partnerships. Equal partnerships have proven to be key to make the process work; partnering with different stakeholders was essential, including land professionals, researchers and policy makers. The pilot team had a process of learning by doing and working together and learned from each other the true value of partnerships and that women and grassroots women can influence institutions.

#### Lessons learned -empowerment

Using the criteria matrix to evaluate a land tool represented an unique experience for grassroots women; its role for women's empowerment is very evident. Looking back on the experience it would have been possible to answer the questions in a much simpler manner, less time consuming. But then it would not have made a difference on women's knowledge and awareness around land tools. Eventually the capacity building process was very important and probably the time investment was crucial for this.

#### Lessons learned -accountability

The pilot team concludes that engagement in land tool development and implementation processes increases women's empowerment. It allows land processes to be influenced by women's lived experiences and cater better for their needs. Carrying out a bottom-up evaluation, using gender sensitive indicators, can be very powerful to hold governments accountable; the matrix is an advocacy tool for grassroots women.

#### Way forward/ vision

There is a need to scale-up the piloting experience of Recife to other municipalities, to advance the process and to consolidate the partnerships. The team in Recife prepared a base line study to monitor and measure changes in the two focus areas of the pilot, Santo Amaro and Pombos. It is important to publish all the material and testimonies which are collected in the pilot, aiming to share this experience and raise awareness.

#### **Mr. Alexandre Zarias, Researcher from Federal Government Social Studies Foundation, Brazil**

Mr. Alexandre Zarias, Researcher from Federal Government Social Studies Foundation, Brazil, who has been involved in supporting the piloting process, commented on the pilot process. He first asked: 'Can we use the matrix as a simple technical scheme? Or do we have to use it as a capacity building scheme in the way that Espaço Feminsita has done?' It could be considered to use it as technicians to simply test the gaps in the law. However, this intensive method of using the matrix has been a very successful experience. Secondly he explained that, during the pilot it appeared to the team that it can apply the matrix to other tools, e.g. on succession rights and on protection of indigenous groups. This has led to a research project on women's access to land. Thirdly he clarified that the pilot team selected indicators based on the matrix. Defining indicators is not an easy process, but it is necessary. The choice for indicators was expressed in terms as 'x % of women', but also in qualitative indicators. Finally Mr. Zaria raised a question for discussion: 'What is gender and how can we find a common ground?'. He gave his view: 'you have the more feminist movements' interpretation, which implies a strong political commitment, while international organisations often use a more technical and neutral approach'.

#### **Ms. Fati Alhassan, Director, Grassroots Sisterhood Foundation Ghana**

Ms. Alhassan presented how they used the Gender Evaluation Criteria to assess the gender responsiveness of the Land Administration Programme in Ghana. Customary land management is dominant in Ghana, this means that gender responsiveness can only be achieved if chiefs who decide over land allocation are aware about the need for inclusive land management.

#### Land and Gender in Ghana

In Ghana there are two types of land ownership, public or state land and private land. In practice about 80% are customary land and 20% state land. The Constitution of Ghana expects that ownership and possession would carry the obligation to serve the larger community. Public or state land has been compulsorily acquired and are held in trust. Private land or communal land is held in trust for the community by stools/skins, clans or by families. In other words, there is dual ownership of land in Ghana, public owned and

private owned, mostly by the chiefs. This duality has caused a myriad of problems. Issues arising from duality are indiscipline in the land market, indeterminate customary land boundaries, and compulsory acquisition by government of large tracts of land, difficult accessibility to land for development purpose and weak land administration systems. Relating it to impacts for gender equality there is: inadequate information on sex disaggregated data for result oriented programmes; inadequate consultation with land owners and chiefs; inadequate consultation, coordination and cooperation among land development agencies; inadequate coordination with neighbouring countries in the management of Ghana's international boundaries; exclusion of women in decision making processes of land administration and management; negative cultural practices that reinforce allodial rights to men /boys and there are gender blind inheritance policies and practices based on patriarchy.

#### Land Administration Project

The piloting exercise concentrated on the analysis of the gender responsiveness of the Land Administration Project in Ghana. The Land Reform Process began in Ghana in 1999, a comprehensive land policy was adopted in 2002 and the implementation of the Land Administration Project began in 2003. The objective of the Land Administration Project is to develop a sustainable and well functioning land administration system that is fair, efficient, cost effective, decentralised and which enhances tenure security for all. The Land Administration Project which is currently in its second phase is implemented by a secretariat under the Ministry of Lands, Forestry and Mines. The Customary Land Secretariat is one of the crucial elements of the set-up of the Land Administration Project. The secretariat seeks to assist the customary land authorities and communities to administer their lands in a fair, equitable, accountable and transparent manner by improving existing land administration structures within the customary set up.

#### Process testing gender criteria

The Grassroots Sisterhood Foundation decided to pilot the GLTN Gender Evaluation Criteria by testing and analysing the gender responsiveness of the Land Administration Project (LAP) in three regions in Ghana. The piloting specifically focused on Criteria 4, which relates to social and cultural considerations in regard to women's and men's access to land. There is indiscipline and weak land administration and no sex-aggregated data. Issues that confront women are amongst others concentrated in the Customary Land Secretariat organising registration of customary ownership. This implied a thorough analysis of the role of the Customary Land Secretariats. The testing included community-led Research to gauge or measure women's understanding of the land reforms through focus group discussions, interviews, seminars etc., in other word it aimed to reveal the communities' understanding of the LAP and compiling an overview and mapping of

institutions and others who are engaged in LAP. The pilot team linked-up with these institutions to engage on LAP using the Gender Evaluation Criteria as a framework for engagement. The process raised awareness on LAP and on the Gender Criteria, e.g. through using the media. The pilot team engaged in dialogue with LAP officials and traditional authorities working with LAP and held meetings with various stakeholders to review criteria as a holistic picture.

#### Feedback on criteria testing

Considering the following question in the matrix: 'Does the tool take into consideration statutory and customary laws and practices affecting women's land rights?', one should conclude that there are existing legal instruments of non discrimination. However:

- Customary practices are skewed towards status quo
- Serving on sub committees (this means is that provision has been made for women to participate in sub committees of the Customary Land Secretariat, however such positions for women are only at the lowest structures of committees where decisions have already been taken at the top and the women just rubber stamp such decisions.
- Registration in names of owners who are men

The next question is: 'Does the tool demand positive results for women particularly in the context of traditional land structures?' In Ghana:

- It rather entrenches the exclusion
- Men are the spiritual and physical custodians of culture
- Allodial rights are vested only in chiefs/ kings, clan heads and Tindanas and these are all men. The 'Tindanas' which literally means 'owners of the land' were originally spiritual persons within the traditional hierarchy in Northern Ghana responsible for the administration of land, its distribution and allocation and performance of spiritual rites to the land. When chiefs became the first port of call during the colonial administration, the Tindanas were gradually excluded in negotiations for land for development purposes and chiefs took over their role of administration and allocations leaving the Tindanas with only their spiritual roles of pacifying the land for good health and harvest. These, 'tindanas' also own individual lands or free holds and only male members of the family perform these rights and own their portions of the freehold.

The other alarming question was: 'Is the decision making process in developing the tool, and within the tool itself, transparent and inclusive for both women and men?' The conclusion is that there are:

- Inadequate consultations; limited number of men and especially of women, have been consulted
- Low knowledge levels of LAP among stakeholders

#### Challenges

The pilot team observed that there is inadequate knowledge and understanding of the tool among stakeholders. One of the challenges is the

lack of presentational materials. Since there are high illiteracy rates at the community level, pictures etc. can be useful to ensure effective participation. The team experienced that criteria 4 (about social and cultural considerations) of the matrix has a limitation of scope. Since there are diverse and undocumented customary practices and policies within the country it is not easy to gather all required information for an analysis. The Land Administration Project is still in a pilot stage of LAP which makes it hard to assess impacts. The project operates in a large geographical spread and with little resources and time constrains (a short period of testing) it was not easy for the piloting team to thoroughly analyse the gender responsiveness of the Land Administration Project. Language barriers in translating the criteria, it was tested in a region with varied languages and dialects, added to this problem. To overcome the barriers amongst others, the team accessed professional time (especially pro bono) for cross fertilization of ideas.

#### Contributions of piloting

The piloting has helped to built understanding of grassroots women, youth and traditional leaders, organizations, and communities of the land tool and of the functions of the Customary Land Secretariat. The process has created accountability awareness among community members concerning the LAP. Furthermore, it developed a strategic alliance, bringing together cross NGO involvement, organised in a Civil Society Coalition on Land in Northern Ghana, current and former staff of Lands Commission, women and youth groups, traditional authority, opinion and religious leaders among others. This resulted in advanced advocacy on repeal of traditional and customary practices of land administration, concerning the inheritance of land and other valuable property and the positioning of women in traditional chiefdom to control land. The process strengthened women's capacity to resist land and property grabbing and gentrification and increased space and voice for women's participation in land administration and management, eventually leading to increased ownership through titling and documentation. Currently women do not sit in committees and thus are excluded from land issues. In the context of traditional structures women do not have rights and a say over land. The leaders, kings and chiefs are all men. There are inadequate consultations, not welcoming women. Hence, it was not easy to start talking about gender. The pilot process has created much awareness, and it empowered women. Chiefs were often very suspicious, but it was eventually managed to have get them engaged.

#### Lessons learned from Pilot

It would be useful to tailor more resources (information, financial and human) towards building and growing the knowledge levels of women, allowing them that they will make the right choices and decisions. It is possible to demonstrate women's knowledge on their rights by their active involvement in education and animation in land issues. Documentation of diverse cultural practices will help clarify different interpretations of women's



right to land; this is an issue of equity. Duality of land administration and management though unique leads to entrenchment of some customary practices that run counter to women's advancement.

#### Overall key message

To meet the global aspirations of women and those vulnerable to land, shelter and self dignity, more resources need to be tailored to programmes that will ensure women's capacity to compete favourably in the rising land market.

#### **Mr. Raja Ram Chhatkuli, Director General of Survey Department, Ministry of Land Reform and Management, Nepal**

Mr. Chhatkuli, Director General of Survey Department Nepal, will present the pilot work of Lumanti, since the coordinators of LUMANTI, Ms. Lajana Manandhar and Sama Vajra (Planning and Monitoring Manager) could not come to Rio. He is responsible for land survey and providing land ownership certificates to legitimate land owners and land tillers of more than 30 million parcels throughout the country. Previously he was with the Joint Secretary, Ministry of Land Reform and Management responsible for Planning, Evaluation and Coordination of land reform, land management, land information, land-use planning, land valuation, land registration projects/ programmes and activities. He supported LUMANTI Nepal in carryout the piloting to the extent they wanted.

#### LUMANTI – Nepal

LUMANIT is a Nepalese NGO which has been established in 1993 and started off as a support group for shelter. Its work focuses on a dignified life of the poor living in slums and squatters. This includes securing and improvement of housing projects such as the Slum and Squatter Community Empowerment Programmes and Community based water and sanitation projects. They are, however, not key-experts in land and have thus collaborated with experts.

#### Pilot project and project team

Lumanti carried out this piloting project of the Gender Evaluation Criteria by evaluating the degree to which the land management process adopts a gender equitable approach. In this respect they operated as facilitators and engaged with land experts and legal advisors.

#### Pilot project

The objective of this piloting project was to assess the functioning of the High Level Scientific Land Reform Commission (HLSLRC) and the Ministry of Land Reform and Management (MOLRM). Ten (10) members of HLSLR Commission constituted to draft recommendations to implement scientific land reform programme through the abolition of feudal land-tenureship systems. Their

Terms of Reference consisted of addressing all aspects of land reform and land management. The final report will be handed over to the Government in one month. The Ministry of Land Reform and Management (MOLRM) is a permanent government body, which has been established in 1964.

#### LUMANTI's piloting methodology

The piloting team organized study and preparatory meetings within LUMANTI and its land experts and legal advisors. This included meetings with the High Level Scientific Land Reform Commission (HLSLRC) and the Ministry of Land Reform and Management (MOLMR) and other stakeholders like grassroots or community representatives. It was a necessary and complex process to assure local adaptation and translation to local language of GLTN Gender Evaluation Criteria for large scale tools (all 6 criteria and 22 questions). The pilot team included the following methodologies and approaches, which helped to analyse the gender responsiveness of the work of High Level Scientific Land Reform Commission (HLSLRC) and the Ministry of Land Reform and Management (MOLRM):

- Improvised "Score card" system on all 6/22 questions and possible indicators, values ranging from 0 (hopeless) to 5 (Very Good)
  - 1 (Below 35 %) : Urgent attention required
  - 2 (35 to 50 %) : Poor, more commitment and efforts needed
  - 3 (50 to 65 %) : Fair, need to do much better
  - 4 (65 to 85 %) : Good, room for improvement
  - 5 (Above 85 %) : Very Good, keep up
- Training and feedback
- Completion of score card in small heterogeneous groups of 2 to 3 persons
- Qualitative and quantitative analysis
- Post-evaluation meetings with HLSLRC and MOLRM

The results of the analysis using the Gender Evaluation Criteria:

1. Criteria 1: Equal participation by women and men in gender responsive governance: (Overall Score 42%); there is a need for more commitment and efforts to address equal participation
2. Criteria 2: Capacity building, organization and empowerment of women and men (Overall Score 42.22%); inadequate budget allocation for capacity building, empowerment etc; transparency and visibility weak: serious effort needed
3. Criteria 3: legal and institutional considerations of women and men (Overall Score 48.46%); property inheritance legislation, rewet in land transfer taxes, joint registration, etc .
4. Criteria 4: Social and cultural considerations (Overall Score 49.66%); traditional land structures biased against women, functional ownership on land tenure vs. legal ownership
5. Criteria 5: Economic considerations in regard to women and men's access to land (Overall Score 44.99%); land market not affordable, no economic innovations and access to credit; landlessness of dalits (the

lowest caste in Nepal), women (specially widows), ex bonded labours and other vulnerable sections of the society

6. Criteria 6: Scale coordination and sustainability to reach more women and men (Overall Score 32.22%); inadequate dialogues between grassroots representatives and land experts/ local authorities; insufficiently addressed to women's empowerment and land rights

The results are not very encouraging, the land reform is not yet very gender responsive. Social and cultural considerations (criteria 4) had the highest scores, but social and cultural structures still scored rather low (overall score of 49,66%) and it will not be easy to realise change at this level. In general there is deprived situation in Nepal; women need to be empowered more.

#### Contributions of piloting

Capacity has been built during the pilot. Grassroots people are more aware and confident to push the agenda. It provided a common platform for the government, community and other stakeholders to discuss and agree on promotion of gender equality. Trust has been built and linkages have been strengthened with different stakeholders. The findings of the workshop were positively taken by the High Level Scientific Land Reform Commission and the Ministry of Land Reform and Management.

#### Conclusions and lessons learned

For the piloting team the terminology was sometimes confusing and overlapping; a land tool vs. land management process vs. institutional framework. The Score/ Report card system (developed by UNDP) was felt effective for qualitative and quantitative evaluation of results. Various concepts needed to be changed to obtain proper translation. Translation is time consuming but still perceived as a positive process for ensuring ownership. The Matrix still does not address specific groups of women e.g. squatter, bonded labour group etc.

#### Way forward

The pilot team suggests developing proposals to address the gaps identified and to reflect its applicability within the LUMANTI work, focusing on slum upgrading, relocation etc. They want to disseminate the findings of the test to a wider audience and sensitize different stakeholders on this process/ issue.

Mr. Chhatkuli concludes that he, as representative of the government, very much welcomes this work and appreciates the partnership with LUMANTI and the Global Land Tool Network.

Kalibbala thanked Mr Chhatkuli and asked the following presenters to focus more on how land tools link to the issue of gender.

**Mr. Daniel Montandon, Director of Urban Planning, Secretaria Nacional de Programas Urbanos (National Secretary of Urban Programmes), Brazil**

Mr. Daniel Montandon, SNPU, Brazil presented the Brazilian experience on improving access to urban land. The Ministry of the Cities is part of the federation of Brazil, a large country, which is highly urbanized and has urban areas with social inequalities and many forms of informal, illegal or irregular occupation of land. One of the main tasks of the Ministry of the Cities is expanding access to urbanized land and several legal and urban frameworks have been developed at the national level to facilitate this:

- Federal Constitution (1988) and City Statute (2001).
- Creation of the Ministry of the Cities (2003).
- Creation of the National Council of the Cities (2003).
- National Conferences of the Cities (2003, 2005, 2007 and 2010).
- Creation of the National Social Housing System (2005): federal cooperation in the implementation of municipal housing policy.
- Establishment of the National Housing Plan.
- Law 11.481/07: Land Regularization of Federal Lots and Buildings.
- Law 11.952/09: Land Regularization in Legal Amazonia.
- Law 11.977/09: Land Regularization of Social Interest.

**Role of the Ministry of the Cities**

A challenge that has been faced was 'How could we promote a legal framework and support in the large scale context with much variety in Brazil?'. Inequality of land exists in cities in Brazil and there is a deficit of hundreds of thousands of houses, and millions live in poor conditions. However, there are also buildings which are not used. How is the Ministry of the Cities treating challenge? Brazil has a federal constitution formed in 1982 and the City Statute. This means instruments and conditions for improving the situation in cities as well as a conference every two year with all cities represented, to discuss planning activities in the cities. The national government then transfers resources to local government for the implementation of the housing policy.

**Programmes**

This means the Brazilian government is facing the lack of infrastructure, public services and access to served land and other types of urban deprivation: the Growth Acceleration Program (PAC) promotes investments in large-scale for the integrated urbanization of slums. There is a programme, 'My Home My Life', for housing provision combined with job creation and heating of the economy in the short term. Then, the regional planning and urban policy in accordance with the Statute of the City are being promoted: institutional strengthening of local governments through the Programme of Strengthening of Urban Management. The national government focuses on the removal of legal barriers, creation of general rules and guidelines and support for local governments, state governments and private entities to promote the land regularization of social interest, the Papel Passado

Programme. Additionally there are projects for rehabilitation of the central areas with emphasis on housing, i.e. concession of public lots and buildings (INSS) to build Housing of Social Interest.

The Master Plans and instruments of the City Statute focus on the regulation of land use for expanding access to urbanized land for low income urban population. The delimitation of Special Zones of Social Interest (ZEIS) is applied in areas occupied by low income families: warranty of tenure security through land regularization program. The Ministry of the cities has worked a lot on land regularization for federal land, in the Amazon area and implementing the ZEIS approach. In vacant areas land is reserved in urbanized and well located areas for the construction of Social Interest Housing.

#### Land regularization instruments

The basic principle of the instruments is democratic management: participatory process in the elaboration and implementation of the Urban Policy based on agreement and legitimacy. The regulation of "compulsory urbanization" instruments includes the induction of the occupation of vacant land for the construction of Social Interest Housing. The ministry has the task to regulate the instruments to control the land valuation and combat land speculation. The ministry is on top of demarcation of ZEIS in vacant and occupied areas and achieve permanence of the resident population and bond with the housing policy. For vacant lots in urbanized areas there are instruments to guarantee the social function of the property.

#### Gender and land

Mr. Montandon made some comments about gender evaluation in the perspective of the Ministry of Cities in expanding access to urbanized land. There are guidelines in the national programs such as Slum Upgrading, Land Tenure Regularization and Technical Assistance so that the titles should be carried out on behalf of women. However, the monitoring of the land regularization does not have gender indicators. It's necessary to consider both the criteria of gender and the inclusion of other elements, such as race / ethnicity and generational, in the monitoring of national programs. He further mentioned that: "We need to face needs for housing and land and we need to understand the programme. We have a programme, 'my house, my life'. It is relevant to improve the housing condition and the economic development opportunities for people living in bad conditions. Issues mentioned here are in a preventive dimension in terms of urban conflict and forced displacement. We have some instruments to use in order to expand access to land to poor. We have important instruments of land regularization and land management. We should use urban vacant areas and regularize land titles. Today we have guidelines that include gender, land tenure for women. But we do not have good monitoring within the ministry of the cities, neither in the local municipal/ level. We should also focus on age/ race and other elements of discrimination."

**Ms. Saskia Ruijsink, urban planning and policy specialist, Institute for Housing and Urban Development Studies, The Netherlands**

Ms. Ruijsink gave an overview and cross-analysis of the piloting experience of the Gender Evaluation Criteria. Highlighting main lessons learned and suggestions on a way forward on how to further use the criteria. She suggested that the Gender Evaluation Criteria are a useful tool for analysing the gender-responsiveness of land tools, however, it still need to be worked on developing and managing knowledge on gender responsive land tools. In order to do so the matrix with the criteria need to be simplified and a guide on how to use and interpret it need to be developed. Further, capacity of a variety of actors involved in gender and land analysis need to be built and awareness need to be raised at all levels concerning the importance of developing and implementing gender responsive land tools and policies.

**Introduction**

This presentation introduced the outcomes of the cross-analysis of the piloting experience of the Gender Evaluation Criteria matrix. Ms. Ruijsink acknowledged the contributors of this cross analysis:

- Diane Dumashi from the International Federation of Surveyors, FIG, who supported the pilot teams and carried out the actual cross-analysis study
- Birte Scholz from the Huairou Commission, who coordinated the piloting exercise
- Clarissa Augustinus, Chief of the Land, Tenure and Property Administration Section in UN-HABITAT, and the Global Land Tool Network and Britta Uhlig and Danilo Antonio of GLTN who continuously provided feedback
- Siraj Sait from the University of East London, who has constructively commented on the outcomes of the cross-analysis

The cross analysis is structured around and related to the objectives of the Global Land Tool Network, which are set-up around the core elements of the facilitating role of UN-HABITAT. This is a triangular approach and the Gender Evaluation Criteria are at the heart of the triangle of knowledge management, training and capacity building and advocacy and awareness. The gender criteria have been developed in a GLTN partnership of the Huairou Commission, the International Federation of Surveyors (FIG) and the University of East London (UEL). They aim to contribute to develop more gender responsive and pro-poor land tools, create awareness at local, national and international level and build capacity of the variety of actors who are impacted by or involved in the development and implementation of land tools.

This work directly relates to three main challenges for creating more equal access to land for all, women and men, in society. Knowledge and experience on how to make land tools more gender responsive is limited; the issue of

gender responsive land tools deserves a strong position on political agendas at all scale levels and actors and institutions need to develop the right set of skills, knowledge and attitude in order to improve accessibility of land for vulnerable groups.

The pilot exercise provided feedback about the gender responsiveness on 6 topics; the 6 main criteria of the matrix are listed on the sheet. This structure helped to get feedback on how to improve existing land tools in the 3 pilot contexts. But, one has to acknowledge the need for more experiences to thoroughly improve the knowledge base in this field.

A general overview serves to show the total picture of how each land tool scored on its gender responsiveness. Blanks are questions that have been left out in the gender and land analysis, green means the land tool is truly gender responsive, red means it is not. Shades of the colours are used to indicate nuances.

REPORT Round Table 'Global Land Tool Network,  
Piloting of a GLTN Land Tool: A Practical Way to Ensure Gender Equality'  
World Urban Forum V, Rio de Janeiro, Brazil on Tuesday the 25<sup>th</sup> of March 2010.



|     | Evaluation Question  | Brazil - Master Plans | Nepal - Land Reform | Ghana - LAP |
|-----|--|-----------------------|---------------------|-------------|
| 1.  | Does the tool demand and generate political understanding?                           |                       |                     |             |
| 2.  | Is the decision making process transparent and inclusive for both women and men?     |                       |                     |             |
| 3.  | Does the tool rely on and provide sex-disaggregated data?                            |                       |                     |             |
| 4.  | Does the tool demand positive results for women?                                     |                       |                     |             |
| 5.  | Are financial resources explicitly allocated for capacity building?                  |                       |                     |             |
| 6.  | Is the information clear and does it empower?  |                       |                     |             |
| 7.  | Does the tool provide mechanisms for assessing and evaluating stakeholders?          |                       |                     |             |
| 8.  | Is the tool based on the principle of gender equality for land tenure/ rights?       |                       |                     |             |
| 9.  | Does the tool acknowledge conflict of interests?                                     |                       |                     |             |
| 10. | Does the tool provide gender-sensitive dispute resolution?                           |                       |                     |             |
| 11. | Does the tool promote the principle of a bundle of rights?                           |                       |                     |             |
| 12. | Does the tool provide different tenure options, recognizing a continuum of rights?   |                       |                     |             |
| 13. | Does the tool take into consideration statutory and customary laws and practices?    |                       |                     |             |
| 14. | Does the tool demand positive results in the context of traditional land structures? |                       |                     |             |
| 15. | Does the tool promote innovation in economic models?                                 |                       |                     |             |
| 16. | Does the tool integrate other sectors of land development?                           |                       |                     |             |
| 17. | Does the tool encourage a market that is accessible to women?                        |                       |                     |             |
| 18. | Does the tool promote economic opportunities for both women and men?                 |                       |                     |             |
| 19. | Can the tool be implemented at city or national level?                               |                       |                     |             |
| 20. | Can the tool be implemented consistently (rather than ad-hoc)?                       |                       |                     |             |
| 21. | Is the tool linked with other tools to protect security of tenure?                   |                       |                     |             |
| 22. | Is there formal engagement between communities and governments?                      |                       |                     |             |

Figure 6: Overview of outcome of analysis

In general, the examined land tools do not seem to be very gender responsive. The pilot teams have identified most opportunities for tool improvement within the first two criteria, focusing on participation and capacity building. Since the pilot exercise has been carried out by community organisations it is not surprising that those two criteria are the main focus for improvement. The pilot shows us that improving participatory decision making and building capacity of mainly women and men who are impacted by the land tools can have a big impact and will be a good starting point for tool improvement.

Then focusing further on knowledge development and management, the pilot demonstrated that the matrix can be used to analyse land tools and that it holds the right questions. However, the underlying concepts are complex. It is difficult to communicate them and to get feedback on the questions at grassroots level. Using pictures, storeys or concrete examples was often necessary.

Another issue concerns the way the matrix can be used. One can focus on one of the criteria, e.g. on customary practise, or participation only, however, not without understanding the broad concepts underlying the matrix, which are interlinked. Additionally the matrix can be used for more



than evaluation, for example, it can also inform the design process for land tools serving as a checklist.

The matrix has proven to be very helpful for advocacy and awareness. On the one hand GLTN plays a crucial role in disseminating the matrix and putting gender and land on the agenda, offering a platform to a variety of stakeholders. On the other hand, community organisations have put the issue on the agenda of grassroots, officials and professionals. The UN-HABITAT and GLTN 'brand' of the matrix helped them to do so.

Interlinked to the other objectives, the matrix facilitated capacity building. All actors involved were forced to dig into/ explore the land tools that affect them, to learn more about the land tools and to look at them critically and eventually conclude on the gender responsiveness. This was a process of learning by doing, which eventually is the way to learn. However, providing training and guidance, developing training material and rolling out a short training programme, can improve performance and shorten the learning by doing process. This should result in more efficient land and gender analysis.

As pops up throughout the presentations, a crucial element for a gender analysis is bringing the different actors together. It is a pre-requisite for doing a comprehensive land analysis that all actors play their role. This pilot created more knowledge about grassroots- or community-led gender analysis of land tools. Grassroots and communities can be at the heart of the process, but can and should not do the analysis alone. But clearly none of the actors can or should do such an exercise alone. Actors need each other to assure political commitment, access to the grassroots, the communities, learn about their needs and the impacts of land tools, understand the complexity of land issues and of gender and land analysis, sharing resources and assuring outreach and support, building capacity, documenting knowledge and assessing the practical meaning and applicability of the analysis.

To conclude, the suggested way forward, based on analysing the 3 pilots, has the following steps:

- Continue piloting for more knowledge and experiences
- Improve the user-friendliness of the matrix
- Develop a guide on how to use the Gender Evaluation Criteria, comprising several steps
- Develop and role out a training

In this the Global Land Tool Network has a key role to play. That means; all the engaged partners and supporters of GLTN share responsibility to take this work a step further, together. The matrix is a good basis and starting point for thorough land analysis. A variety of actors can and should use the tool and can be in the position to lead the process, as long as they do it in partnership with other actors.

## News from Recife

The Roundtable included an inspiring and rewarding announcement by the representatives of the State Government of Pernambuco, Brazil.

Mr. Otavo Comobi got the floor to present news regarding management of land tenure regularisation in Recife. He mentioned that there is a project of four port communities in the municipality of Recife and that, despite this initiative being so virtuous, some people have been made vulnerable in the communities and became victims of pressures in the real estate market.

In name of the State Government of Pernambuco Brazil he announced that after 40 years of struggle, about 55,000 people comprising the four (4) communities of Ponte Do Maduro of Santo Amaro in Recife will not be evicted but rather will be regularised. This means that approximately **8,500 families** will receive **secure land tenure rights**, thanks to the efforts made by Espacio Feminista while piloting the Gender Evaluation Criteria.

The announcement solicited tears and congratulations from the audience including some grassroots groups from the affected communities.

Ambassador Kalibbala expressed gratefulness to the Brazilian Government.

The annex of this report, Grassroots Women Succeed at Ponte do Maduro, contains a background article with more detailed information about this inspiring announcement. The article has been written for the Newsletter of Huairou commission from April 2010.

## Discussion

Mr. Arivinn E. Gadgil, Junior Minister, Ministry of Foreign Affairs, Norway, expressed he does not know where to begin after this emotion caused by the important news for Recife. He said that he is proud to be part of this round table and enjoys being surrounded by experts who talk about land and gender issues. He asked three questions; (1) addressed to Ms. Chaves "How has the team adapted the criteria to local circumstances and how could a manual be useful?"; (2) addressed to Ms. Alhassan "How can the chiefs be better included in the process?" and (3) addressed to Mr. Chhatkuli "Please, explain more about the role of training and capacity building. He concluded that Norway has a long-term commitment to the Global Land Tool Network and that he believes GLTN plays an important role for promoting human rights, including the ones discussed here.

Mr. Dan Ericsson, State Secretary, Ministry of Finance, Sweden stated that Sweden sees supporting the Global Land Tool Network as a long-term objective. He further stressed, that it was very interesting to see the three projects: in Nepal the tools about training, in Ghana that it is not easy to change views in a few years, and that time is needed and in Brazil the need to scale-up. Mr. Erikson reported that Sweden has worked on guidelines for women's access to land with FIG and that this work has shown that without security of tenure there is not much incentive for developing dwelling further. And that poor people need to have confidence that the land is theirs otherwise they will not invest in their housing. He said that it is challenging to link the various components and concepts of gender and land and that this as well had been presented in a meeting in Sweden. He highlighted the need to give women more information and to assure local engagements. He concluded that women need to be concerned in planning and that they have the right to own property and to provide them opportunities to develop their businesses.

Then a woman from the Amazon, who was in the audience said she wanted to congratulate Sweden for their view, she said it was lacking in her environment. She wondered: Why don't we women have more action and development within the Ministry of the Cities? Could the Ministry of the Cities build the capacity of the city and contribute to capacity building?

Mr. Stig Enemark, President, International Federation of Surveyors (FIG), Denmark then commented that it was wonderful to feel the energy and generosity in the room. He said that within FIG professionals have been very committed and were pleased to be engaged in developing the criteria and carrying out the assessments. FIG has done work on gender and land and the lessons learned publications can be accessed from the web. He stressed that the cooperation with GLTN and its partners, such as Huairou Commission, is very good and that it is important to share expertise among land professionals as well as grassroots. He closed his statement with a

quote he once saw in a land administration office in Uganda, "women are not property, but they can own property".

Mr. Alain Durand-Lasserve, Research Fellow, National Centre for Scientific Research, France agreed that the matrix is a useful tool to assess the social and institutional issues on gender equity. He commented that he appreciates it as a researcher, but that he also is sceptical as a practitioner since the tool is rather complicated and very ambitious. The context and objectives (GLTN considers that a tool is a practical method to achieve a defined objective in a particular context) can differ very much. This means that scaling-up from pilot to policy is a big challenge. He furthermore questioned if the tool is not biased since the matrix seems to be based on the assumption that male domination lies at heart of the problem.

Mr. Geoffrey Payne, Land and Housing Consultant, Geoffrey Payne and Associates, United Kingdom stated that the Gender Evaluation Criteria matrix is an extremely useful tool but that it, however, does depend on the legal and institutional framework and that political commitment is needed to make it work. He further stressed that many professionals are fire-fighting to do their work properly and face day to day difficulties such as cancelled meetings and limited political will and wondered how they can be supported. Mr. Payne concluded that he has seen that community groups play a key role in this but that he, however, thinks that they can also be supported with a less complicated tool and more simplified questions.

Mr. Jack Makau, Coordinator, Pamoja Trust/Slum/Shack Dwellers International (SDI), Kenya mentioned that SDI is a partner in GLTN and that they are very sensitive to the gender issue. He drew the attention to another tool, participatory enumeration. This tool is designed by slum dwellers and other practitioners, with support of donors and it has been thoroughly tested and used and can be considered a well-developed tool. He questioned what in this respect the position of the criteria is as a tool?

Ms. Thipparat Noppaladarom, Director, Community Organisations Development Institute (CODI), Thailand said that gender equality is very important as well as the need to understand how it can be achieved. She shared her experience from Thailand, working on city-wide slum-upgrading. From her experience every one in vulnerable positions has to be focussed via a process in which women play a very important role. In Thailand, more than 36,000 women are involved in community development projects. She concludes that in order to realise change it is necessary to scale up and to have advocacy and political support from the government.

Ms. Jennifer Witriol, Senior Programme Officer, Millennium Challenge Corporation (MCC), USA acknowledged that gender and land is an important project and that women have to be included in titling and processes for registration of land. She stated that in literature a human development

approach is often dominant, but that an economic rationale is also needed as well as quantitative data to show that. In order to convince donors it is important to show proved by numbers how giving women titles, eventually impacts on their economic status. Directly related to the Gender Evaluation Criteria, she expressed, the need to clarify the criteria and indicators and to make sure that the indicators are better linked to criteria.

Ambassador Kalibbala then asked the presenters to give a brief response to the reactions and questions from the panellists.

Ms. Chaves said that it is hard to explain how long it took them to contextualise the criteria to the context. The entire process was well documented and the team will provide GLTN with a documentation following the step by step process. For the pilot team the priority is to upscale the land tool. Since the team had to look for resources, they came in contact with a research institution and the researchers and the core pilot team 'used each other' and had to use all the overlaps between other processes. In the approach of Espaço Feminista this process mainly is about human empowerment.

Mr. Chhatkuli responded to the issue of capacity building and training in Nepal and indicated the importance to approach the land problem in a more holistic way. It is not only access to land and housing that creates divide between women and men; there is also inequality in accessing jobs and economic development opportunities. Policy makers are not aware on how to manage all the issues. It is important that countries who need support, remain to be supported by donors in projects focusing on land.

Ms. Alhassan illustrated a bit more how they worked on involving traditional leaders. Basically the Grassroots Sisterhood Foundation approached them and they came on board with and then supported the grassroots women in the work. They helped the pilot team with the use of proverbs and traditional expressions which helped to correctly translate the work. The Grassroots Sisterhood Foundation had to go into partnerships with other civil society organisations to share resources and ask for support. For capacity building this was needed a lot and there still is a need for capacity building and training of women.

Concluding the round of comments from the panellist the floor is given to Ms. Esupat Ngulupa, NGO Leader, Tanzania. She expressed her gratefulness to have the opportunity to share knowledge, experiences and ideas with grassroots women and donors. She concluded that all the actors need to learn from each other, that all need to cool down and that the community groups need to work with both communities and governments since in the end everybody has the same objectives and alliances are need to realize them.

## Way forward

The discussion was concluded with a wrap-up and identification of issues for a way forward by Mr. Siraj Sait, Senior Lecturer, University of East London, United Kingdom. He stated the following:

- **Reflection and moving forward:** The process needs to be reflected, reviewed with a focus on specific items. One of the important underlying documents is the 'gender mechanism', which can be an important resource for further developing and up-scaling the Gender Evaluation Criteria (can be accessed on the GLTN homepage).
- **Ambition:** One should not be overambitious and can ask oneself: Should it be made so complicated?
- **Tool development:** A clear idea on where we are in the process is needed and if this is already a tool or if it is still in working process.
- **Accessibility, sustainability and scale:** To assure that the tool can be used by a variety of target groups, that it has impact and that it can be applied in different contexts and at scale important questions need to be asked: Is the toolkit accessible, inclusive and affordable? Is it scale-able? Is it sustainable? Is it universal? Is it beneficial? What kind of impacts does it has?
- **Adaptations:** Local application generates adaptations. Can ideas be used for the tool? Is the example of using a score card a good suggestion? What is the sequencing?

This has been a tool of empowerment, far from what has been imagined before. It opened up ways to other tools. Mr. Sait expressed his gratefulness for a rich discussion and to people behind it.

## Closing

Ms. Augustinus, Chief of the Land, Tenure and Property Administration Section in UNHABITAT gave the closing remarks on the round table. She mentioned that it had been inspiring to see where we started and that GLTN hopes we can take this on: "We realised that we have now discussed much about the process. We should continue and investigate how we can link this experience to other tools. In the end, the Gender Evaluation Criteria is just one of the tools we need for addressing land issues. We are still piloting. We take the comments on what we have heard and we put this together on our way forward. What should come out is a 'how to evaluate guide' and a training to accompany the work."

Ambassador Kalibbala expressed her appreciation to all the participants in the Round Table and closed the meeting.

## **Annex - panellists**

### **Moderator:**

Amb. Agnes Kalibbala, Chairperson, GLTN International Advisory Board (IAB), Uganda

### **The Panel**

Ms. Inga Bjork-Klevby, Deputy Executive Director, UN-HABITAT, Kenya  
Ms. Fati Alhassan, Director, Grassroots Sisterhood Foundation, Ghana  
Mr. Raja Ram Chhatkuli, Director General of Survey Department, Nepal  
Ms. Patricia Chaves, Director, Espacio Feminista, Brazil  
Mr. Alexandre Zarias, Researcher from Federal Government Social Studies Foundation, Brazil  
Ms. Janice Peterson, Founder and Chair, Huairou Commission (HC), USA  
Mr. Daniel Montandon, Director of Urban Planning, Secretaria Nacional de Programas Urbanos (National Secretary of Urban Programmes), Brazil  
Mr. Stig Enemark, President, International Federation of Surveyors (FIG), Denmark  
Mr. Alain Durand-Lasserve, Research Fellow, National Centre for Scientific Research, France  
Dr. Ayman El-Hefnawi, Associate Professor, Housing and Building Research Center Cairo, Egypt  
Mr. Siraj Sait, Senior Lecturer, University of East London, United Kingdom  
Ms. Saskia Ruijsink, Urban Policy and Planning Expert, Institute for Housing and Urban Development Studies, The Netherlands  
Mr. Jack Makau, Coordinator, Pamoja Trust/Slum/Shack Dwellers International (SDI), Kenya  
Ms. Clarissa Augustinus, Chief, LTPAS/UN-HABITAT, Kenya  
Ms. Esupat Ngulupa, NGO Leader, Tanzania  
Ms. Thipparat Noppaladarom, Director, Community Organisations Development Institute (CODI), Thailand  
Mr. Geoffrey Payne, Land and Housing Consultant, Geoffrey Payne and Associates  
Ms. Jennifer Witriol, Senior Programme Officer, Millennium Challenge Corporation (MCC), USA  
Mr. Dan Ericsson, State Secretary, Ministry of Finance, Sweden  
Dr. Mikael Atterhög, Sida, Sweden  
Mr. Arivinn E. Gadgil, Junior Minister, Ministry of Foreign Affairs, Norway  
Mr. Erik Berg, Ministry of Foreign Affairs, Norway  
Dr. Mohammed El-Sioufi, Head, Shelter Branch, UN-HABITAT, Kenya



## **Annex - Grassroots Women Succeed at Ponte do Maduro**

Huairou Commission, Newsletter, April 2010

Grassroots women gained a major success, announced during the World Urban Forum V, which closed last week in Rio de Janeiro, Brazil. An area known as "Ponte do Maduro" that has been occupied for over 100 years, but whose residents remain living with unsecure tenure, will be regularized thanks to the efforts of grassroots women working with Espaço Feminista of Recife Brazil!

Ponte do Maduro is the name given to the 4 communities that account for more than 8,000 low income families that live in an area of approximately 50 hectares in one of the oldest informal settlements of Recife. Ponte do Maduro was formally recognized in 1930, when the area was just a mangrove. In the 1930's many families started occupying the area and it was turned into one of the most emblematic informal settlements of Recife.

The area is the heart of Recife and located next to a shopping center, a convention center and many other important buildings. Well served by transport and close to the new business center, the area is desired for building development projects.

The resistance of Ponte do Maduro communities and especially their leaders, most of whom are women, changed their fate. The communities' struggle goes back to 1963 when the governor Miguel Arraes de Alencar promised to regularize the area and provide basic services, but the military coup of 1964 prevented the governor from fulfilling his promise. Many other governors in recent decades have promised to solve the problem but without success. The 4 communities of Ponte do Maduro resisted and claimed their right to continue in the area that they helped build. For some women this is the third generation who are fighting to be settled in the area.

The people's capacity to resist and to fight for land regularization weakened after so many years of struggle. Their hope and faith was shaken after so many promises and frustrations. However, Espaço Feminista, a key leader in both a grassroots women's organization in Recife Brazil and the Huairou Commission's Land and Housing Campaign, would not accept the fact that the communities and their 100 year history of occupation and resistance could be turned into just another piece of history and the area turned into another development project.

Having the chance to implement a pilot with the support of the Global Land Tools Network of UN HABITAT in Brazil, Espaço Feminista - member of Huairou Commission - decided to work with the 4 communities and take the advantage of the partnership to call the attention to the communities struggle and many promises not paid. Then Espaço Feminista started intense

work inside the communities, looking to their history for facts that could help them to get what they wanted for so many years - the security of their land.

During that process and due to the support of Huairou Commission and the GLTN, Espaço Feminista started building relationships and partnerships with government officials and supporting the communities' leaders. Many times we heard that it was just another project and that the majority believed that nothing could change their fate. But Espaço Feminista and the leaders insisted and conducted meetings inside the communities, bringing partners to witness their despair and to help them build back their confidence. Some of Espaço Feminista's partnerships, such as FUNDAJ[1] and INCRA[2], other international cooperation agencies and NGOs, as well as FIG went to the community and had the opportunity to support our initiative and give hope to the women. Also, through our process of permanent meeting and capacity building Espaço Feminista was able to use resources from other projects to overlap actions.

For us one partnership was decisive- the State of Pernambuco Housing Company and more precisely, the department responsible for land regularization. Thiago Mendonça and Otávio Calumby played a decisive role in that process and bridged the community's claim to the president of CEHAB and also to the governor of Pernambuco - Eduardo Campos. The governor understood that it was a promise made by his grandfather, then governor Miguel Arraes de Alencar, 46 years before and understood the deep significance of such an act. Eduardo Campos determined that the regularization of the area was a priority for his government and that he was going to fulfill what Miguel Arraes promised by recognizing the debt they had to the community.

During the WUF V in Rio de Janeiro, as part of the GLTN Roundtable Otávio Calumby, speaking on behalf of governor Eduardo Campos formally announced the governor's decision to regularize the area and that the partnership with Espaço Feminista would be maintained during the process to ensure gender equality, based on the same principles of the Gender Equality Criteria. The announcement was also backed by Mr. Paulo Ferrari - SPU-PE, responsible for management of public land and Federal Government Patrimony.

This success is due to the struggle and perseverance of the community leaders and all of the women in Ponte do Maduro, proving that once again, when women are supported in their struggle great gains for entire communities are made!

[1] FUNDAJ - Fundação Joaquim Nabuco

[2] Instituto Nacional de colonização e Reforma Agrária