



PATHWAYS FOR SECURE & EQUAL LAND TENURE FOR WOMEN

Addressing Diversity – Scaling Progress

*A FRAMEWORK
FOR GLOBAL ACTION*

SECURING LAND AND PROPERTY RIGHTS FOR ALL

PATHWAYS FOR SECURE & EQUAL LAND TENURE FOR WOMEN

Addressing Diversity – Scaling Progress

A Framework for Global Action Research Initiatives

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*A FRAMEWORK
FOR GLOBAL ACTION*

UN HABITAT
FOR A BETTER URBAN FUTURE

 **UN WOMEN** 
United Nations Entity for Gender Equality
and the Empowerment of Women

 **GLTN**
GLOBAL LAND TOOL NETWORK



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ACRONYMS

CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
COFLAS	Costing and financing of land administration systems
CSOs	Civil society organizations
EGM	Expert Group Meeting
GEC	Gender Evaluation Criteria
GLTN	Global Land Tool Network
ICESCR	International Covenant on Economic, Social and Cultural Rights
ICRW	International Centre for Research on Women
IFRC	International Federation of the Red Cross
IIED	International Institute for Environment and Development
ISGA	Initial social and gender analysis
LAS	Land administration services
LGAF	World Bank's Land Governance Assessment Framework
LIS	Land information systems
LSLBI	Large-scale land-based investments
LTPR	Land tenure and property rights
MCC	Millennium Challenge Corporation
NRC	Norwegian Refugee Council
OHCHR	Office of the United Nations High Commissioner for Human Rights
PILaR	Participatory and inclusive land readjustment
RG	Reference group
SDGs	Sustainable Development Goals
STDM	Social Tenure Domain Model
UDHR	Universal Declaration of Human Rights
VGGT	Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security

FOREWORD



The right to own, control, access and use land is essential to women's livelihoods, well-being and resilience. Land rights can contribute to improved food and income security for women and their families, which can help to bolster their economic independence

and ensure that women play a greater role in building sustainable livelihoods. Women and girls in all their diversity must be able to enjoy their human rights and equally benefit from the fruits of progress while freely contributing to inclusive and sustainable growth and development to the best of their abilities.

But we know that almost everywhere women have fewer land rights than men. For example, the global share of women agricultural land holders is just 13 percent. And these land rights are often complicated by diverse tenure systems, which are defined by numerous social, cultural, geographic, economic and environmental factors.

When women do own land, it is usually smaller in size and lower in quality, and their rights to it are less secure. Women often hold rights through male family members and risk losing them in the case of divorce, widowhood or the migration of male relatives. Women are also subject to dispossession because they lack inheritance rights: when a male spouse dies, the rights of his male relatives often prevail over those of his widow. Moreover, 70 percent of the land in developing countries is unregistered, making it highly vulnerable to land grabs and expropriation, and leaving local communities, particularly women, vulnerable to dispossession and displacement with little or no compensation.

At UN Women we are strongly committed to tackling these barriers. Women's land rights and tenure security are addressed by a number of targets and indicators in the Sustainable Development Goals (SDGs), encompassing issues such as, secure tenure rights to land (SDG indicator 1.4.2), women's rights to agricultural land (5.a.1) and legal and policy frameworks on women's land rights (5.a.2). Methodologies are being developed to measure progress towards the SDGs, based on data that is disaggregated to reflect the differentiated circumstances and characteristics of women who use, access, control or own land, so that we leave no one behind.

This framework is a valuable tool to support these efforts. It consolidates a wide range of global research and knowledge produced by experts from government, civil society, academic and research institutions, and the private sector. It builds a framework for analysis by creating gender-tenure profiles that take into account women's multiple and intersecting identities. This can be used to develop robust and innovative land tools that provide responses tailored to women's and girls' needs. Such an approach promises to take our work in advancing women's economic empowerment to the next level by helping practitioners to design and implement policies and actions to address gender and land challenges.

UN Women is proud to partner in this with the Global Land Tool Network and UN-Habitat. We have striven to merge our unique strengths into this foundational work, which we hope will take us a significant step forward in understanding and promoting women's land rights and tenure security, so that no woman or girl is left behind.

A handwritten signature in black ink, consisting of several loops and a long horizontal stroke at the end.

Phumzile Mlambo-Ngcuka

**Under-Secretary General of the United Nations and
Executive Director of UN Women**

FOREWORD



There are two key global instruments for sustainable urbanisation: the 2030 Agenda for Sustainable Development and its seventeen Sustainable Development Goals; and the New Urban Agenda. Sustainable urbanisation cannot be achieved without ensuring the

full inclusion of half of the world's population – women – not just as beneficiaries of assistance, but also as drivers of change and implementers of global agendas. We must take into consideration the broad range of women's histories, their specific socio-economic and political contexts, experiences and capacities. Enhancing awareness and understanding the differing nature of women's experiences in development is a must, if we are to truly leave no one behind. We must continually re-commit to facilitating women's empowerment.

This raises practical questions: how do we best embrace and apply women's diverse experiences in the world to the task of achieving sustainable urbanisation? How do we, as development practitioners, community leaders, activists and community members, use this abundant expertise and context, related to land and tenure security challenges?

Practical answers and guidance is found in this joint framework, developed by UN-Habitat, UN-Women and the Global Land Tool Network. This framework seeks to comprehensively address women's empowerment from diverse perspectives from around the world. It recognises that these perspectives add a different dimension to the examination of sustainable development, and provides a practical analysis of the implications on land and

tenure security for women. Given that the multitudes of women's development challenges are underpinned by access to and control over land, addressing this is crucial in order to find durable solutions in any context.

This publication outlines a five-year action research plan to promote an understanding of women and the issue of land and tenure security. It provides a clear starting point from which better data and information can be generated and communicated about women in relation to land and tenure security. In doing so, key stakeholders can develop tools to support women's empowerment.

The timing of this framework is particularly important and will enable the crucial monitoring of changes to women's lives on the ground, thereby making progress on implementing the 2030 Agenda for Sustainable Development and the New Urban Agenda.

I would like to express my appreciation for the wide consultations and partnerships that have resulted in this framework. I encourage the wider development community and activists to use it broadly and engage with its authors. UN-Habitat sincerely appreciates the generous support of the Global Land Tool Network and UN Women. This effort demonstrates the type of collaboration that brings together key expertise to address the issue of women and land tenure and security.

A handwritten signature in black ink, appearing to read 'Maimunah'.

Maimunah Mohd Sharif

**Under-Secretary General of the United Nations and
Executive Director of UN-Habitat**

PART I

INTRODUCTION



INTRODUCTION

Inequality and exclusion are realities for many women and girls¹ across economic, ethnic, religious and caste identities. These social, political and economic inequalities have significant ramifications for land² access, use and control for women and girls. In fact, the literature – much of which is referenced throughout this document – on gender and land tenure is rich with evidence of the inequality between men and women (gender-tenure gaps) and the insecure tenure that women face.³

Knowledge is growing about the land tenure issues faced by women around the globe and their effects on women, their families and society at large. For example, women's land parcels might be smaller or of lower-quality soil, and their permitted land use might be more limited. Even in places where women have equitable access to land, they typically face greater tenure risk and have less control of the land and the economic benefits derived from it. Moreover, men are often more engaged in and benefit more from land reform efforts.

The inequality women face in land tenure often arises from discrimination based on their gender. This is a contradiction with their human rights, which defends the principle of non-discrimination based on sex, and is seen in several international human rights agreements, including the Universal Declaration of Human Rights (UDHR), the International Covenant on Economic, Social and Cultural Rights and the Convention on the

Elimination of All Forms of Discrimination against Women (CEDAW). In fact, land access, use and control are tied to the realization of multiple human rights, including the right to adequate food and housing and the right to life and property.⁴ Additionally, improving women's tenure can improve productivity, earnings, safety, education, resource sustainability, civic engagement and empowerment.

This interconnectivity between women's land tenure security and development goals has been further established by the Sustainable Development Goals (SDGs). Indeed, the SDGs are a manifestation of the growing political recognition of the need for secure access to land by all people and the need for gender equality in tenure. Multiple goals explicitly reference this importance; Goal 1 on eliminating poverty, Goal 2 on food security, and Goal 5 on gender equality all call for women's equality in relation to land (see Box 1). Land rights and gender also relate to Goal 11 on sustainable cities, Goal 15 on terrestrial systems and Goal 16 on peace and justice.

Other gender-responsive standards and expressions of political will for change on land governance have also notably emerged in the last five years. In Africa, for example, *The African Land Policy Framework and Guidelines* were adopted in 2010 and, in 2014, related Guiding Principles on Large-Scale Land-Based Investments (LSLBI) for Africa were issued. The latter decrees as its fourth Fundamental Principle that "LSLBI respect the land rights of women, recognize their voice, generate meaningful opportunities for women alongside men, and ... not exacerbate the marginalization of women" (African Union, African Development Bank, and United Nations Economic Commission for Africa, 2014, p. 6). Indeed, the necessity of a gender lens in the land sector is present across a number of recent commitments and

1 While this paper refers to women, it recognizes that attitudes and cultural norms towards girls often translate into the types of rights and access to land and tenure security for women when they reach maturity.

2 "Land" may be interpreted very broadly to include the surface, sub-surface and above-ground natural resources or built durable property such as houses, as relevant in context. For more information, see Annex 1.

3 Annex 1 provides a list of definitions of terms used in this framework that are subject to varying connotations and uses.

4 For more information on land and human rights, see OHCHR (2015).

BOX 1: SUSTAINABLE DEVELOPMENT GOALS**Goal 1: Eliminating Poverty**

“Ensure that all men and women, in particular the poor and vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property” (United Nations Economic and Social Council, 2015, 1.4).

**Goal 2: Food Security**

“Double the agricultural productivity and incomes of small-scale food producers, in particular women, ... through secure and equal access to land” (ibid, 2.3).

**Goal 5: Gender Equality**

“Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property” (ibid, 5.a).

guides on land such as the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT). Additionally, improvements are also being seen in practice. Innovative tools and better practices from grassroots efforts in local communities to comprehensive reform programmes at the national level are finding success. For example, the Uganda Land Alliance and GROOTS Kenya are showing effective ways to identify risk and negotiate solutions that protect marginalized women such as widows. In the Philippines, gender focal points are now required within the national agencies that implement land policies (Bastianna, 2013). Meanwhile, governance reforms in Rwanda that connect the national and local governments were designed and adapted to favour gender equality. While there are many more examples of good practices, countries around the

world have not yet addressed the needs of the majority of women nor closed gender-tenure gaps.

Background and Context

Since 2006, the Global Land Tool Network (GLTN) and interested partners have collaborated to study the land tenure risks and opportunities faced by women, examining the influence of diverse legal, social, economic, cultural, religious and political contexts on land issues. The studies show that discrimination against women in accessing land because of their gender is a global challenge, though it varies according to place and culture. Today, GLTN and these partners are therefore calling for wider recognition, in policy and in practice, of the diversity of women, the settings they live in and the corresponding variety of tenure risks and opportunities they face.



Scenes from a community meeting held by NGO Kalyanamitra at an RPTRA (an open space community center constructed by the government of Jakarta). Kalyanamitra is UN Women's partner for the Safe City pilot programme in Indonesia. Photo @ UN Women/Ryan Brown.

Achieving equitable and secure land tenure for all people, especially for women and girls, requires a change in mind-set to deliver accessible, affordable and adaptable (i.e. contextually appropriate) land governance methods and tenure options. This view, shared by GLTN and its partners, recognizes that 1) land tenure takes on a variety of forms and 2) none should be universally preferred over the others. The cultural view that people belong to the land and that land should not be divided as property, for example, should be respected alongside other more formal manifestations of tenure, such as registered freehold ownership – while analysing which “people” these rights apply to. Similarly, the types of systems that are influential and binding, often above imposed legal frameworks in some contexts, must also be understood. For example, in some places, customary tenure systems for defining rights and allocating land are superior to

registered freehold in certain situations (GLTN, 2012), while in others, they may disadvantage women (Hannay and Scalise, 2014). In urban settings, on the other hand, options may range from protecting slum dwellers with informal tenancies from capricious eviction to securing home leases and titles of those with longer-term rights like ownership. Cooperatives and condominium rights also offer ways to mix individual and group rights to land.

Despite prevailing economic and political views, it is now understood that, depending on context, land tenure options other than individual ownership can be stronger, easier to administer and more appropriate; community or group rights are among the range of appropriate and legitimate options. Indeed, market and non-market modes of access to land exist and may be appropriate according to circumstance.

” Women (and men) are not homogeneous. Different groups of women have different interests and face different situations”

(UN-Habitat, 2012, p. 46).

This concept of adaptability in land tenure follows the reasoning that “people’s understanding of land is based not on existing formal legal categories but on the utility of land in their everyday lives” (Budlender and Alana, 2011, p. 6) and on cultural norms built up over time. Because land use is diverse and intersects with many different aspects of life, multiple forms of tenure and governance are necessary for secure and equal land rights.

To facilitate using this understanding to shape policy and practice, the GLTN introduced the more flexible and inclusive concept of a “continuum of land rights” (see detailed definition in Annex 1). The continuum is a simple way to capture the validity of a range of land rights (i.e. use, access, control) and land rights holders (e.g. individuals, groups, communities). Using this concept, government and citizens can incrementally build on the tenure systems that are already in place. *The Voluntary Guidelines on the Responsible Governance of Tenure of Land, Forests and Fisheries in the Context of World Food Security (VGGT)* recognizes the continuum of tenure and the need for context-relevant approaches.

The understanding gained about improving land rights are now being reanalysed with gender considerations. The technical guide on gender and the VGGT (FAO, 2013), for example, has a checklist for conducting context analysis that reminds the reader about the diversity among women, providing examples of a variety of women’s (tenure) situations. In 2013, the Office of the United Nations High Commissioner for Human Rights (OHCHR) and UN Women called attention to the reality that women are not a homogeneous group and that their diverse social, political, economic and cultural contexts affect their relationship to land and tenure. Studies from the wide-ranging worlds of women have found diverse examples of women’s tenure situations and evidence

of gender-gaps across these differing situations.⁵ In this same literature however, there is a tendency to formulate conclusions for policy and programming based on the homogeneous gender dichotomy (women-men) and/or the simple dichotomy of rural and urban areas, with an emphasis on establishing rural women’s access, use and control of land through legal enablement of women’s ownership. Even so, there are some exceptions, which includes FAO (2012), Adoko et al. (2011), Doss et al. (2014), Deere (2012) and Kieran et al. (2015).

Policy conversations, on the other hand, pay less attention to the diversity among women, settings and tenures. They simply carry forward the reductionist messages that women should have equal rights and that ownership and inheritance should not be denied based on gender. Highlighting these messages and generating evidence about gender gaps and its consequences was and remains important. Nevertheless, looking backward at the wider set of literature on women’s land rights from economic, social and political perspectives, it is revealed that it is not sufficient to move forward without recognizing the multitude of tenures across the diverse worlds of women and tailoring policy and practices accordingly.

It is clear that women and men will have different experiences, needs and aspirations regarding tenure in the same context. And, importantly, women will have diverse experiences, needs, aspirations and options according to the settings they find themselves in.

⁵ Quisumbing et al. (2015), Jacobs et al. (2011), Kes et al. (2011), Barry (2015), Budlender and Alma (2011), United Nations Women (2014), Doss et al. (2014), Radoki (2012), Rabenhorst and Bean (2011), FAO (2012), Adoko et al. (2011), Doss et al. (2014), Deere (2012) and Kieran et al. (2015).

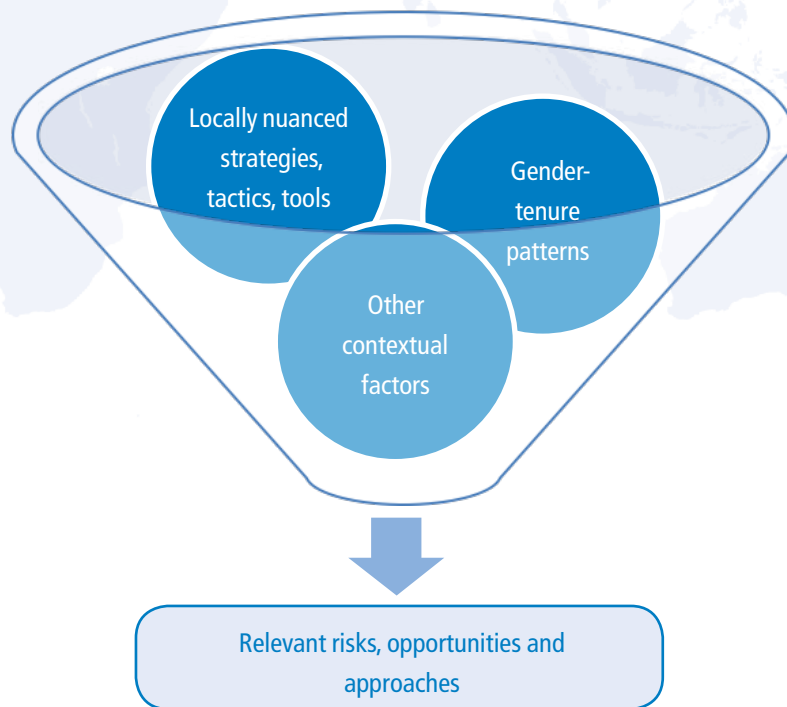


Figure 1: Context Matters.

Neither a woman's status in relation to contextual factors nor the contextual factors are static; rather, these can change on her initiative or due to external factors or shocks, changing her tenure situation and scope for positive change.⁶ In this regard, the most appropriate tenure option for each woman or man in particular situations varies. Tenure can be affected by numerous phenomena, including when a woman gets married or her husband takes on another wife, when a conflict occurs and she gets displaced, when a woman is divorced or widowed, when an economic opportunity leads her to income gains, when modernization occurs that changes family and customary values and norms, or when men migrate or become less reliant on agriculture.

To understand how to reach equal and secure land tenure for women in different settings requires combining information to define the specific risks and opportunities women face with the corresponding approaches that can be effective in their context (see Figure 1).

Looking for solutions based on the above diagram will make it harder to default and favour one tenure option over another. It will also make it easier to define solution pathways that are more nuanced, which will lead to greater success. Focusing principally on securing and recording ownership rights, as is often advocated for both women and men, could leave risks unchanged or even worsened for some groups, especially women. It also might overlook the value of land beyond economic or asset considerations.

⁶ Stickler and Huntington (2015).

Appropriately tailored approaches for improving women's land access and rights (tenure) exist, but these are not broadly understood and applied, as reflected in continued gender-tenure gaps. In addition, there are gaps in knowledge about tenure options in certain cultures, the tenure-related risks and opportunities for women in certain contexts, and the best ways to reduce risk and seize opportunities.

Essentially, policies, programmes and practices need to allow for and enable diverse pathways to secure land rights for women. This will require making the relevant existing information more easily accessible and generating more knowledge to fill gaps. Yet knowledge and information about such diversity and how to account for it in the land sector needs to be expanded and made more accessible.

GLTN and its partners are positioned to meet this need through the five-year action research initiative outlined in this framework. Recent progress in three spheres has made the present the right time to launch this initiative:

- 1) problem identification (i.e. awareness and evidence),
- 2) political commitment to positive change, and
- 3) learning by doing (e.g. policy reform, pilot implementation activities).

In other words, the potential for positive change is expanding. It is now time to drive results to scale, achieving gender equality in land tenure and securing land rights for women across the globe.

The initiative described in this framework taps into the collaborative and convening power of the GLTN and its partners for action research. It will inform the design of a collection of policy, advocacy and project work related to gender and land rights that better accounts for diversity.

Taking a global perspective, the initiative will map risks, opportunities and effective approaches for gender-tenure profiles that describe women, life situations and tenure patterns. Approaches that can be scaled by replication and/or local expansion will be identified. Additionally, gaps in information and evidence will be filled. Lastly, a multidimensional tool, which allows the pooling of at least one characteristic of the specific women in consideration, is envisaged to make the complexity of the topic manageable for a wide range of actors, and the knowledge and information resources will be made widely accessible (from grassroots to global governance arenas).

In defining the initiative, this framework:

1. captures the shared understandings by partners that underpin the initiative, further clarifying its "what" and "why",
2. provides an outline of the who and how of the initiative that can be used by GLTN and interested partners to begin to plan how they will each contribute,
3. provides an overview of the conceptual framework for understanding diversity in relation to pathways for secure and equal land rights for women, and a preview of the tool to be developed for its application,
4. suggests next steps for activity planning, fundraising and implementation of the initiative, and
5. shows how the initiative builds on current GLTN tools such as the Continuum of Land Rights and the Gender Evaluation Criteria to understand women's access to land and tenure security.

JUSTIFICATION: ACTION RESEARCH AND NEW REFERENCE TOOL

JUSTIFICATION: ACTION RESEARCH AND NEW REFERENCE TOOL

The problem of gender inequality in land tenure is indeed complex, and the view that a more sophisticated tool is needed was corroborated by the literature review and discussion with experts for this framework. Learning from research that captures the diversity and complexity in and across the three dimensions of the prism shown in Figure 1 above will be organized in a new reference tool designed to manage complexity. The reference tool will make data and information widely available and more easily communicated. In its construction, gaps will be revealed that can be later filled with new action research and knowledge-sharing activities. Using the new reference tool, the GLTN and its partners will change the conversation about the pathways for secure tenure across diverse settings and enable improved policies and practices. Ultimately, this will contribute to a faster realization of secure and equal land tenure for women.

level and the ability to negotiate reform commitments that support gender equality in tenure at national and global levels.

The following presents some illustrations:

- Either of the following generalizations can be and sometimes are made based on studies of certain contexts: a) customary governance is always a problem for women in relation to land rights; or b) women in customary governance settings generally feel secure in their access to land. These assertions are tempting in their generalization, but doing so would be misleading. For example, various studies of women and land rights in Uganda suggest that women living in customary settings have access to land and do not perceive tenure insecurity. However, in Uganda as in other settings, how much land and how secure the tenure is over time depends on marital status. Married women might be relatively well-positioned but customary traditions may dictate that they must leave their land after their husband dies or divorces them.

“The nature of the problem is simply too complex for traditional linear analysis and sectoral approaches”

(Khosla, 2010, p. 4).

The review and discussion also identified two more specific problems that can be addressed with both a new reference tool and by carrying out an agenda of action research that is shaped by it.

Problem 1: Overgeneralization and oversimplification are prevalent in advocacy, policy dialogue and project reform and planning. This limits the ability to successfully intervene at the local

- The Qur’an stipulates a lesser inheritance share for women than for men, but it is an oversimplification to interpret this as necessarily meaning that Islam discriminates against women and their land rights. This inheritance provision is meant in the context of other provisions that add requirements of men, which Sait and Lim (2006) label “holistic equity”. Moreover, Sharia law and how it is interpreted in relation to inheritance varies among Muslim

communities, with the gender-tenure gap being most pronounced in the most conservative interpretations. Islamic religious practices, which have also influenced land policy – for example, in regard to inheritance – mixes with customary practices across Africa as well (Sait, 2011). Moreover, inheritance rights are cross-linked with differences in responsibilities, affecting views on equity.

- Both of the following overgeneralizations are common but in different groups of actors: 1) seeking ownership of land should always be the focus of interventions, or 2) ownership is a Western concept not applicable in developing countries, particularly in Africa. Neither of these extremes is appropriate given the continuum of rights, the variety of contexts, and the need for both mobility and flexibility to adapt tenure options over time. Moreover, as Barry (2015) points out, referring to some older work such as Rodin (1982), there are at least two kinds of people: those for whom assets are fungible and those for whom property is an integral part of self-identity. These perspectives affect how people consider different tenure options.
- Specific statistics that convey a generalized gender gap are not universally applicable. For example, we often see the statement that only two per cent of women in the world own land. While research has validated that a gender gap exists globally, the source of this statistic has been recently questioned. Indeed, the nature and extent of the gap varies from place to place (Doss et al., 2013).

Doss et al. (2013) discuss the problems of overgeneralization and over simplification while acknowledging that these kinds of statements often have some basis; “after all, many myths contain an

element of truth” (p. 1). They highlight the risk of generalizing from case studies in the context of diversity across women and asset situations. On the other hand, they point out that global statistics can mask the continuum of rights and ignore correlated factors such as poverty. They point out that poor men might also only own two per cent of the land in some places. Finally, they caution that if we assume that the baseline is two per cent everywhere, we might be content to ignore places where site-specific data shows women own or control only ten per cent because that would seem decent by comparison. The new reference tool will therefore map data and information to context, including exposing the relevant and context-specific gap between men and women.

Problem 2: Gaps in communications and resource allocation hinder the replication and spread of effective approaches to securing women’s land rights and achieving equality in tenure. Good approaches to improving women’s access to secure land rights and closing gender gaps in tenure continue to be developed and piloted. There is a rich body of documentation about related experiences, including activity briefs, analyses of tools and situations, and quantitative research. However, the understandings and evidence presented in the literature needs to be easier to find, used and tailored to context. The technical guide on gender and the VGGT (FAO, 2013), for example, pulls a lot of documentation together into a pragmatic reference book on the issues and good practice approaches in a wide range of settings. While this is a step in the right direction, there is still a relatively limited awareness of effective approaches for various settings. This places limitations on progress, which in turn allows current power imbalances – among people of different socioeconomic levels and/or between men and women – to continue or even exacerbate gender-tenure gaps.



Habiba, a shepherd in rural Lebanon and member of a Hima community, tends to her flock. Photo © UN Women/Joe Saad.

Even though further action research is ongoing, it is critical to communicate more, and more effectively, to various audiences locally and globally to understand the experiences of different women. This includes communicating with local actors who can influence gender-tenure patterns (e.g. grassroots organizations, community leaders), national public officials, national and regional development managers and decision makers and opinion leaders, decision makers within organizations that fund and support international development programmes, and those who set global standards. It is important to note that relevant

knowledge and learning materials need to be made available in a more tailored manner that neither loses sight of context and nuance nor overwhelms the recipient with complex and expansive information. Improved communications will help change mindsets, inform decisions and enable conversations about putting resources (e.g. money, time, expertise) behind replicating and scaling-up good practices. Improved resourcing is needed both for gender content within land governance activities and land tenure content within gender and women's empowerment activities.

OUTLINE OF THE INITIATIVE

OUTLINE OF THE INITIATIVE

The GLTN and interested partners plan to carry out a five-year collaborative initiative to develop, share and use the new reference tool. In this section, an outline of the proposed initiative is provided. This outline will serve as a basis for more detailed planning of activities, fundraising and implementation of activities. The activities may be undertaken by the partners acting independently within their own spaces and together, as and when appropriate to the activity. The initiative is structured to invite participation by other change agents as well and to incorporate relevant outcomes of their efforts in advocacy, research and policy dialogue both locally and globally.

A. PURPOSE

The purpose of the initiative is to develop a tool which enables women and men, as local change-makers and global leaders, to understand and embrace the complexity of gender and land tenure, to promote shared understanding of the associated risks and opportunities and to find replicable, scalable yet nuanced pathways of progress.

B. SHARED PREMISES AND PRINCIPLES AMONG PARTNERS TO THE INITIATIVE

The purpose defined for the initiative requires collaboration among people who represent diverse types of organizations with different mandates and vantage points. Therefore, to facilitate shared understanding about the initiative and to guide the work under it, a set of premises and principles are provided. These underpin the initiative's why, what and how.

Ten Premises Underlying the Proposed Initiative

These premises include stylized facts (or views that have become generally accepted among experts) and express shared values. These premises were identified through conversations with members of the reference group (RG) for this initiative and the literature reviewed in preparation of this framework. As such, these points justify and shape the initiative.

1. There is evidence that improving women's access, use and control of land and the quality of these rights – their land tenure – can have positive impacts on social, political and economic empowerment, food security, soil conservation, nutrition, education and women's individual well-being. There is also emerging evidence that these impacts interact in a positive cycle of improved perceptions about what women's land rights should be to improve situations for women.⁷ At the same time, the following should be noted:
 - a. the evidence varies according to context;
 - b. there are gaps to fill in terms of the quality and scope of evidence, especially relating to why and how land tenure matters across diverse contexts; and,
 - c. while evidence gathering must be manageable, it cannot be blind to gender and diversity; these need to be factored into research design and data collection methods.

⁷ For more information on 1) the impacts of social, economic and political variables on improving women's land tenure, and 2) how these impacts shape the opportunity for improving women's land rights, see Doss et al. (2014), Quisumbing and Kumar (2014), Vandebold et al. (2013), Freudenburg and Santos (2013), Open Societies Foundation (n.d.), IFAD (n.d.), Goldstein and Udry (2008) and Goldstein et al. (2013).

2. It is also important to note that land is not universally the most important asset nor is tenure always a factor in the listed impact arenas (social, economic and environmental wellbeing, peace and security). Entry points to improve land tenure can be created by improving access to other assets or linking tenure with other urban challenges, e.g. assets that are interlinked in livelihood strategies (Doss, 2014).
3. A tenure-gender gap exists in most places, though it is varying in degree. Women often have less access to, use and control of land and the economic gains from its use. Meanwhile, benefits from public land allocation programmes and access to technical assistance, credit and other services that complement land access all tend to be biased in favour of men, and this affects participation in property markets, perpetuating the land tenure gender gap (Giovarelli et al. 2015; Rabenhorst and Bean, 2011).
4. There are multiple, coexisting contexts for women's lives and livelihoods, each with their own particular tenure situations that constrain or enable women to improve conditions for herself, her family and her community (Doss et al., 2013; Radoki, 2012). To illustrate, women may be more at risk of losing land rights and may find more limitations on their types of rights in certain regions or stages of life; tenure can affect and be affected by contextual factors.
5. Gender bias exists along the entire continuum of land rights (Giovarelli et al., 2005). Closing tenure-gender gaps for women across a diverse range of social, economic, political and cultural institutions is important for a world without poverty and where upward mobility is achievable by all. However, by the numbers, certain profiles – particularly poor rural women – are more common and most affected (i.e. face the most and biggest injustices).
6. It is important to recognize positive opportunities in every setting and not just the constraints and risks they present. Constraints and risks stem from structural barriers and capacity challenges and do not represent an inherent vulnerability of women. More care is needed in using the term “vulnerability”.
7. Single-track approaches, like universally calling for joint land titling or otherwise providing women access to land ownership, might, in fact, limit progress or make matters worse.⁸ These should be considered as options among others and should not come at the expense of recognizing other forms of tenure. The World Bank-led land sector review concluded that there is no single recipe for securing land rights (Deininger, 2003), and this is true for securing women's land rights as well. To illustrate, joint titling might or might not be the most beneficial option for married women as compared to individual or women's group titles.
8. Gender and tenure are intertwined with social, economic and political power dynamics and therefore technical approaches need to be accompanied by a change model to create positive disruption. Developing a change model, in context, needs to be an explicit aspect of policy reform and programmatic efforts. Among other factors, a change model will need to consider the

⁸ This point is not about the value of joint titling, per se, rather it is a caution against seeing it as a panacea, relevant everywhere. Joint titling can be an important reflection of even-handedness, for example, by a government when it assigns land and assigns tenure security. In many contexts, it might be a preferred option to pursue, but in others it might not be the best approach.

intersections of customary, religious and formal law, the roles of men and community leadership, access to justice in formal, informal and mixed contexts and lifecycle dynamics.

9. Change is needed from the top-down and from the bottom up – what happens at one level interacts with what happens at the other, sometimes counteracting positive gains or reinforcing negative changes. Better ways to link these change processes are needed.
10. Some interrelated obstacles to replicating and scaling approaches that are seen as successful by GLTN and its partners include insufficient funding and lack of clarity about who should or can take responsibility to replicate and scale approaches that work and a lack of manageable, accessible information for the “smart” deployment of good practice approaches.

Five Core Principles for the Proposed Initiative:

1. The initiative is people-centred and emphasizes her rights to, needs for, interests in and responsibility for or to tracts of land as defined in relation to herself, her family (other men and women) and her community. The realization of women’s land rights is tied to eliminating poverty, increasing food security and gender equality, and recognized as such in key global development frameworks (e.g. the 2030 Agenda (SDGs 1, 2, 5 and 11) and the New Urban Agenda).
2. The human rights principle of non-discrimination should be applied to the land sector. All tenure types and modes of access to land available to men should be available to women, legally and in practice, regardless of their marital status and whether they are in civil, customary or consensual unions.

3. Freedom from forced eviction and abuse is a basic right of all people; the rights of all women and men (individually and in groups such as local communities and Indigenous Peoples) need effective protection in law and in practice.
4. Many men also need expanded access to secure land rights. Closing gender gaps needs to happen in tandem with overall improvements in land tenure rights of all people.
5. Women, like men, need tenure flexibility and mobility in land access and use so that it could be changed and/or improved over time.

While not a principle or a premise, definitions matter, especially for collaborative work and work that seeks to influence change across disciplines, cultures, gender and languages. Annex 1 provides a list of terms and the definitions of them used in the context of this framework and the initiative it proposes.

C. OBJECTIVES

As context for collaboration under this new initiative, the following outlines the action research agenda already being pursued in the programmes of the GLTN Secretariat and partner organizations:

- To deepen the knowledge about women’s land rights through qualitative and quantitative analyses
 - Identify, explain or analyse patterns and trends regarding the tenure-related risks and opportunities for women in particular life circumstances that influence their tenure realities
 - Explore interactions between women in different groupings that overlap in space and time

- To broaden know-how on progressing towards secure land rights for women and gender equality in land tenure
 - Further validate existing good practices and identify potentially promising approaches
 - Assess results
- To find and act on opportunities to replicate or to scale up validated good practice approaches
- To identify and equip individual and institutional champions who can create new space for change, e.g. by influencing shifts in power relations

The new initiative will build on and complement prior and on-going work related to this agenda and pursue the four specific objectives listed below:

Objective 1: Organize data and information about women's land rights, related risks and opportunities and appropriate approaches to promote positive change and make it accessible, according to a taxonomy of gender-tenure patterns.

Objective 2: Identify and address gaps in data, including in instruments set to measure SDG-related indicators on gender and land rights, information and knowledge related to diversity in gender-tenure patterns and pathways for positive change.

Objective 3: Translate knowledge about gender-tenure diversity and change pathways into strategies for improved advocacy at the local, national, regional and global levels.

Objective 4: Translate knowledge about gender-tenure diversity and change pathways into improved local,

national, regional and global practices, identifying entry points to use nuanced information and defining change models that open the space for the successful adoption of approaches for improving women's tenure and closing gender gaps.

The initiative will achieve its objectives through new collaborative actions that complement and help shape the ongoing work and investment programmes of the GLTN Secretariat and interested partners. This tool could additionally be used by public officials (e.g. land administrators, national lawmakers, international diplomats), civil society organizations (CSOs) and citizens for advocacy and knowledge-sharing purposes.

D. ACTIVITIES UNDER THE INITIATIVE

The expectation is that partners and sponsors will review their programmes, budget scenarios and fund-raising prospects for the next five years and make specific commitments of work that will contribute to the shared objectives of this initiative. These commitments will take one of two forms: a) roles and actions that contribute to collaborative activities; and/or b) activities within their separate portfolios of work that link with the outcomes described herein (attributing activities to or shaping activities by the initiative).

Within an understanding of the types of commitments, six types of activities, outlined by this framework, will be carried out, jointly or separately as appropriate, by the GLTN Secretariat and interested partners. Figure 2 is a draft log frame showing the relationships among objectives and activities. The activity areas and specific plans will be developed and refined in work planning processes as the initiative is implemented.

The activities are designed to meet the objectives by building on progress to date and addressing specific

constraints to progress or newly identified needs.⁹ There is already a rich body of literature describing the diversity of women and tenure situations and there are emerging successes in approaches that will close the gender-tenure gap and empower women vis-a-vis and via land rights. Still, at the global level (in intergovernmental processes and in development partners' programme budgeting and management) decision makers need to more actively consider the range of tenure options and context-relevant approaches to change. Secondly, more and better evidence is needed globally, especially evidence that captures the diversity discussed in the framework. At national and local levels, there is a need for more funding of activities and support for change makers. At all levels, there is a need to better target communications about gender and tenure diversity and emerging successes along the pathways for secure and equal tenure for women. To address these needs, the initiative will enable broader and deeper use of nuanced data, information and approaches.

Against this backdrop and with the objectives of the initiative in mind, the initiative will be comprised of the following six activity areas:

1. Create an easily accessible “living” reference tool

The reference tool will be a structured set of readily accessible data and knowledge about women's land rights, the contextual factors that define risks and opportunities, and information about approaches and resources that are relevant. Annex 2 provides preliminary thinking about how to construct the tool using an organizational framework that reflects knowledge

about the diversity gender-tenure patterns across settings. The term “living” is included to convey the vital need to ensure that the tool is designed for sustainability through continual inclusion of new information.

This activity will involve:

- defining gender-tenure patterns and profiles and selecting a set of these to work on first,
- populating a database organized around a taxonomy of patterns and with the initial content (e.g. evidence (documents and data), contacts of resource people and organizations, project information) for the selected profiles,
- producing a booklet on gender-tenure patterns that will describe the reference tool and include a series of profile charts for quick reference for selected gender-tenure profiles,
- defining an approach for the on-going maintenance and governance of the database, and
- creating a technology platform to make the database readily available for use in a wide range of places by diverse actors.¹⁰

2. Conduct analyses to fill identified gaps

The partners will identify specific research that they will carry-out or support, independently or jointly, based on the needs identified in Annex 3, Table 2, or based on those that emerge in developing the reference tool and work-planning under the initiative. The analysis

⁹ The literature and emerging good practices are outlined in Annex 3, and a list of recent resource material that was not feasible to review for this framework is provided in Annex 4 for reference as the initiative is implemented. The activities under the initiative will continue to take into account new resources as they become available and will generate resource materials.

¹⁰ Because of gaps in technological use along gender, geographical and socioeconomic lines, the app will be targeted at land administrators and policymakers in local and central governments.

will fill knowledge gaps and demonstrate the impact of addressing diversity.

Two types of analysis are needed:

- Research to fill gaps in knowledge about gender-tenure patterns and pathways to positive change in relation to these, potentially including unique situations, such as the Roma in Macedonia, that could require non-replicable or non-scalable approaches.
- Analyses and assessments of approaches recommended or demonstrated for specific gender-tenure patterns; validate the outcomes of activities that are perceived as emerging successes, understand other contexts where the approach or elements of the approach might apply, and learn from approaches that did not work as intended.

3. Engage in or support in-country activities to demonstrate replicable and scalable approaches

Annex 3 Table 1 contains a preliminary list of promising approaches that are likely to be replicable or scalable, or used to achieve results at scale. These form the basis for an agenda of action research that can be refined and updated over the course of the initiative. The partners will engage in or support activities to further develop or test their applicability to different contexts.

The partners will also take actions to encourage the replication and scaling of validated approaches. Some ways that this can be done are listed below.

- The partners could identify land or other projects (housing, urban planning, economic growth,¹¹ agriculture, forestry) that appear to be operating without regard for or with stereotypical understandings of women's land rights and gender-tenure gaps. Then, try to broker space to deploy good practice tools and tactics to remediate or improve policy, research and project design. (Partners could apply tools such as the GEC "as Obaikol et al. (2013) did in Uganda", ISGA or VGGT checklists). For example, Millennium Challenge Corporation's (MCC) irrigated agriculture projects in Mali, Burkina Faso and Senegal took this approach.
- Similarly, the partners could further integrate approaches to leverage projects that succeed in giving women better livelihood opportunities and increased incomes to motivate and facilitate demand-driven improvements in access to land with secure tenure.
 - IFAD found that investment in women's enterprises in El Salvador required helping them to acquire land.
 - In Burkina Faso's fish pond example (Vandenbold et al. 2013), women were able to purchase land as a result of access to income.
 - Pro-poor value chain development (see Jonckheere and Liversage, (2014) for an example).

¹¹ See Rabenhorst and Bean (2011), who state that "almost no donor-funded programme on poverty, urban planning and economic growth and development takes effective account of women's roles or interactions with the proposed reforms or how they relate to property rights" (p. 3).

- The partners could further explore the post-disaster opportunities for positive change in relation to gender and land rights, and test tools and tactics in this environment.
 - With the help of the Norwegian Refugee Council (NRC) and the International Federation of Red Cross and Red Crescent Societies, Shelter Cluster prepared a land rights and shelter due diligence standard checklist. This refers to the need to identify the specific situations and issues facing women.
 - A useful complement to the checklist would be gendered tools, tactics and capacity development to enable the adequate use of the check-list, both in pre-disaster contingency planning and post-disaster. The partners may want to build on the NRC and IFRC work to similarly analyse war and post-war scenarios in which land tenure security for women is under threat too.
- The partners could find new champions to amplify that work and the results of the proposed initiative.
 - UN Women, for example, could connect the partners with relevant actors participating in the He-for-She Campaign to engage men and boys as part of the solution, which is important to the gender-tenure work. The RG suggested that the He-for-She campaign could focus on the land administration sector as it is often a male-dominated field; having male champions from the land administration services (LAS) agencies and community of practice is important.

4. Develop and use new communications materials

In this activity area, the partners will work together to enhance communication about the pathways to secure and equal land tenure for women. Communications activities will draw on this framework and the results from Activities 1 – 3. The communications materials produced will support Activities 5 and 6. They will also be made available for use by any interested actors.

The partners will develop shared core messages that reflect the shared principles, premises and learning of the initiative. These messages will be simple but still able to move the discourse to consistently recognize the diversity of gender and tenure patterns and approaches to change. The outputs might include:

- One to two pages and visuals developed and branded for the initiative which can be differentiated by audience and arena (e.g. one set for use in global advocacy with public sector sponsors of development programmes and another for equipping local champions for change).
- Social media content development for partners to use and coordinated campaigns. A unique hashtag could be created on Twitter, and/or blogs could be written as new learning or information is produced or when the tool is launched.

5. Support and engage in shared learning

Lessons from the field via impact stories, opportunities for sharing and networking will be shared at the local, regional and global level to advance problem solving and help spread success faster. Some ideas of how include:

- Link the new reference tool with existing web-based resource banks such as GLTN, the Land Portal, Landesa's Focus on Land in Africa, FAO's Gender and Land Rights database and the web-platform of the Global Donor Working Group on Land.
- Produce a simple guidebook on "success criteria" and project "do's and don'ts" in applying approaches in the different gender-tenure profile settings.
- Learning labs/academies for knowledge exchanges among peers such as women in government, grassroots women's group (e.g. the Huairou Commission's approach), researchers.

6. Engage in joint advocacy

Joint advocacy will complement the existing advocacy of partner organizations with the idea that speaking in concert can be an effective way to expand awareness of the next generation of effort needed on gender and land rights. Similarly, joining together to advocate for more funds to be allocated to replicate and scale up good practices could be useful. Potentially, the initiative could create a funding needs roster or some type of flyer that could be updated quarterly that provides decision-makers with information about opportunities that they might not otherwise be aware of. Thinking more boldly, a grant fund could be structured to allow a competitive process for funding activities to scale or replicate good practices that are validated or to validate perceived success.

E. EXPECTED RESULTS

The following is a high-level description of the results that can be expected from this initiative. In planning joint or independent activities of each partner that contribute to the initiative, more specific outputs and inputs will be defined consistent with these overarching results.

Impact: Tenure solutions for women that suit their diverse life situations and their aspirations are identified, replicated and scaled.

Outcome: The tenure options for women that are advocated and supported in policy, in land projects and in women's empowerment and gender equality programming, have broadened to consistently reflect the continuum of rights and diversity of settings of women's lives.

To achieve the outcome and impact stated above, four outputs will be produced as the direct result of the activities carried out under the initiative:

Output 1: A new reference tool that makes content about diverse gender-tenure profiles and pathways easy to locate and use in real time (for example, through a mobile application (app)).

Output 2: Publications and data that fill specific gaps identified under the initiative.

Output 3: Approaches that show positive change from addressing gender-tenure diversity demonstrated, facilitated by the initiative.

Output 4: Specific budget allocations that support progress along the pathways to secure land rights for women.

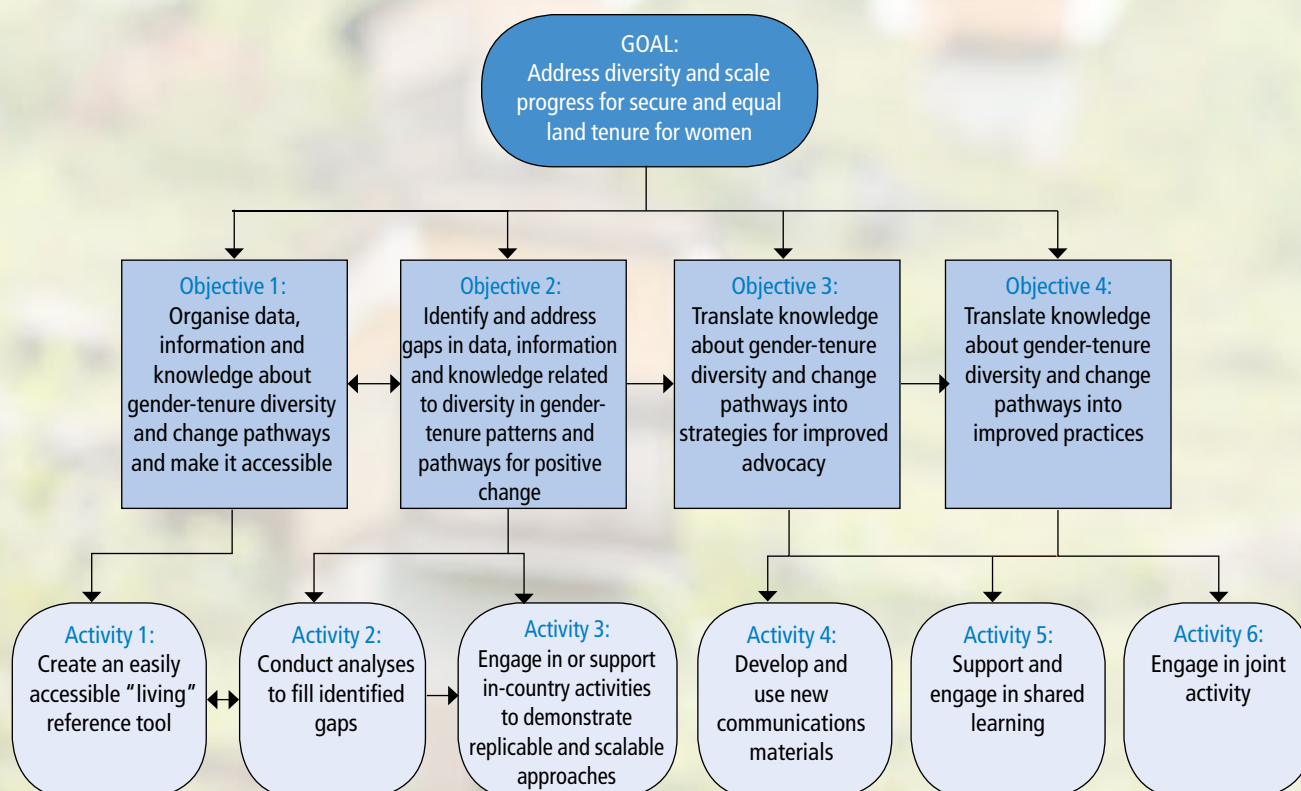


Figure 2: Draft Log Frame for the Initiative¹²

¹² In the initial phase of work planning, this log frame can be revised to include the outputs, outcome and impact listed in Expected Results in Section IV.



Beekeeper and entrepreneur
Oralía Ruano Lima, Guatemala.
Photo © UN Women/Joe Saad

PART IV

SUGGESTED NEXT STEPS

SUGGESTED NEXT STEPS

In this section, next steps for the first six months to a year after the framework is finalized are recommended.

1. Establish a roadmap for launching the initiative

- a. Define needs for consultative and administrative processes within each organization and with others as might be needed or advantageous for the initiative and particularly for early actions
- b. For joint activities, identify organizational roles and capacities
 - i. Establish a lead organization and responsible person
 - ii. Identify clear early actions that can be taken and the associated costs and funding gaps
 - iii. Define a process and timeline for future work planning
- c. For independent associated activities of the partners, identify and summarize current or already planned activities that can be attributed to this initiative, define a preliminary agenda of additional work that will be considered over the next five years
- d. Identify roles and responsibilities of other organizations and people
- e. Project costs and funding sources for activities beyond early actions

- f. Identify a process for an annual progress review and update of the roadmap

2. Discuss how the relevant but separate activities of the GLTN Secretariat and the participating partners will inform and be shaped by joint activities

- a. Define processes and junctures for feed-in and feedback
- b. Define processes and junctures for referring to such activities in the overall work plan of the initiative
- c. Define ways to motivate sustained participation

3. Begin Activity 1 (create a new reference tool) with priority

- a. Agree on which organization will lead this activity and how others will participate, including external consultants or services providers
- b. Prepare a budget
- c. Identify resources (e.g. money, time, information) that GLTN and its partners will provide
- d. Raise funds from sponsors and/or identify additional partners to cover gaps

In tandem with the above four steps and using internal experts or a consultant, continue to develop the taxonomic framework and define a first set of five to ten gender-tenure patterns to develop profile charts.

ANNEX 1: KEY TERMS AND THEIR USAGE IN THIS FRAMEWORK

Even within a community of practice, terms may have different meanings. Given that this initiative seeks to connect different efforts both within the land sector and between the land sector and other sectors, attention to the definitions of key terms is helpful. The following terms represent an initial list of key terms:

Land: In this framework, “land” may be interpreted very broadly to include the surface, sub-surface and above-ground natural resources or built durable property, such as houses, as relevant in context. It is not important for the overall proposal to draw these distinctions in more detail. However, the work under the proposed initiative will need to do so when relevant.

Land tenure: Land tenure refers to the rules and relationships that define how an individual or a group gains access to land (e.g. mode and type of access), the quality of rights over land (e.g. secure or insecure, formal or informal) and the control or decision-making roles regarding a piece of land (e.g. uses, benefits and transfer rights). While security of existing rights is paramount to land tenure, the other aspects are equally important in regard to day to day dynamics.

Secure land rights for women: Secure land rights for women has been defined by Hannay and Scalise (2014) as socially and legally legitimate, not vulnerable to change in her social (family or community) status, durable for an extended period and enforceable. Secure land rights for women are also those that can be exercised by women without requiring supplementary

approvals beyond what is required by their male counterparts. This definition suits the purpose of this framework.

Formal land rights: Formal land rights are those that are recognized in the prevailing legal system(s) and documented by the prevailing government(s).

Continuum of tenure/continuum of land rights: This continuum is an inclusive concept that recognizes the existence and validity of a range of types of rights (e.g. land use and occupancy, customary systems, leases, freehold ownership), qualities of rights (e.g. formal or informal, short or long duration, partial or full benefit/compensation rights) and rights holders (e.g. individuals, groups, communities). Box 2 provides more detail on the continuum of land rights and shows that a wide range of options can exist between the extremes of informal and formal. In reality, land rights do not lie on a single line and often overlap with one another.

As Doss et al. (2013) point out, it is important to be clear about definitions of specific tenure options (i.e. types of rights, modes of access) across settings, realizing that the same word could have different interpretations in different places. A good reference with extensive definitions of tenure terms is the FAO Multilingual Thesaurus¹³.

Continuum of land rights approach: This is based on recognition of the validity of a plurality of land rights lying on a continuum between formal and informal. This approach exists when a land administration and management system includes policies, information and practices that cater to the whole spectrum of formal, informal and customary tenure systems.

¹³ <http://www.fao.org/3/a-x2038e.pdf>

BOX 2: THE CONTINUUM OF LAND RIGHTS

Land tenure is frequently understood in binary terms: formal/informal, legal/extra-legal, secure/insecure, de facto/de jure. However in practice, a wide and complex spectrum of appropriate, legitimate tenure arrangements exists between these extremities. Recognition of this important reality has been part of a global paradigm shift on tenure that has taken place over the past decade, in large part through work done by GLTN and its partners, as formulated in the continuum of land rights.

The continuum of land rights is a concept or metaphor for understanding and administering the rich complexity of land rights on the ground. The rights along the continuum can be documented as well as undocumented, formal as well as informal, for individuals as well as groups, including pastoralists, and residents of slums and other settlements, which may be legal or extra-legal. The rights do not lie on a single line, and they may overlap. Registered freehold is not seen as the preferred or ultimate form, but rather as one of a number of appropriate and legitimate forms (e.g. customary, leasehold, group tenure). The most appropriate form/s depends on context. Tenure types that best suit both the social, cultural and economic needs of local communities and the needs of responsible land administration authorities at a particular time are advocated. The continuum provides for recognition and increase of security across the spectrum, with opportunity for movement between numerous tenure forms. This offers land actors and governments an innovative approach for the realisation of tenure security, through recognising, recording and administering a variety of appropriate and legitimate land tenure forms.

Global Land Tool Network (2012). *Handling Land: innovative tools for land governance and secure tenure* (p.12).
<https://gltn.net/access-to-land-and-tenure-security/#>

Land governance: Deininger et al. (2012) refers to the World Bank definition of governance, which defines it as “the manner in which public officials and institutions acquire and exercise the authority to shape public policy and provide public goods and services” (World Bank 2007, p.67). As far as **land governance** is concerned, this definition includes the way property rights to land (for groups or individuals) are defined and can be exchanged and transformed; the way in which public oversight over land use, land management and taxation is exercised; management or determination of the type of land that is state owned; the way such land is managed, acquired and disposed of; the nature and quality of land ownership information available to the public and the ease with which it can be accessed or modified; and the way in which disputes are resolved and conflict is managed” (World Bank, 2007, p.12).

Obaikol et al. (2013) point out that gender gaps apply not just to the types of rights but also to how they are administered and enforced over time. That means that attention to gender is required in all aspects of land governance, as recognized in the Land Governance Assessment Framework (LGAF) and the VGGT. These authors cite another, simpler definition from an earlier FAO and UN-Habitat publication: land governance is operationally defined as concerning the rules, processes and structures through which the decisions are implemented and enforced, the way that competing interests are managed” (Obaikol et al., 2013, p. 1). Both definitions are useful in this framework.

Approach: An approach is a way of dealing with, thinking about or doing something (e.g. a risk, a problem, an opportunity). Approaches can be solutions,

strategies, tactics, tools or some combination. In the context of gender and tenure, approaches can be social, technical, political, legal, economic or a combination of these.

Solution:¹⁴ Something that is done or used to resolve a problem.

Strategy:¹⁴ A careful plan or method for achieving a goal over time.

Tactic:¹⁵ An action or method that is planned and used to achieve a particular goal. This could include identifying entry points for applying a solution or tool. An entry point refers to an opening (e.g. moment in time, person or other intervention with which to link).

Tools:¹⁶ GLTN and its partners have produced a series of tools that can be used to advance pro-poor approaches to land governance reform. A GLTN tool is typically a new construct or instrument and a guidance document on its application, e.g. the continuum of tenure, gender evaluation criteria and COFLAS (Costing and Financing of Land Administration Systems).

Scalable and replicable: Scalable means the degree to which a tool or tactic can accommodate increased demands and deliver expected results when applied to a significantly larger context and be adapted to a wider array of settings. A tool or tactic is replicable if it can be spread to a large number of applications in one place or across many places at reasonable cost and with consistent positive impact. A tool or tactic that is only relevant in a highly specific setting is not scalable; still, it is critical to keep messaging that these specific settings are important in some places and should not be subsumed into a broader category or profile that emerges from a typology, nor subject to a tool or tactic that is not sufficiently tailored. At the other extreme, being scalable does not necessarily mean that the tool can become universally used by all reform initiatives or development programmes globally, locally or in a region. Further discussion is available in Carpano (2013).

Actors: Actors refer to the individuals, groups or organizations that take actions that affect, for better or worse, the situation that is the subject of attention. For this work, important actors are found in the public, private and civic spheres, and operate in local, national, regional and global contexts. Even when a group of actors is instrumental in helping to achieve the purpose of the initiative, they are neither a category for the conceptual framework nor a tool or tactic. For example, “grassroots women” does not refer to a profile of women but to women as local actors.¹⁷

¹⁴ <https://www.merriam-webster.com/dictionary/dictionary>

¹⁵ <https://en.oxforddictionaries.com>

¹⁶ Reflecting on a recent meeting among GLTN partners, Carpano offers that “a possible definition of tools was proposed as ‘anything that enables us to meet the immediate and future needs’” (Carpano, 2013, p. 5). This is very broad and different from prior GLTN use of the term. It is synonymous with “approach” as defined here and commonly used.

¹⁷ Grassroots women’s organizations are local women-led community groups that serve as agents of change for local women.

ANNEX 2: AN ORGANIZING FRAMEWORK FOR THE NEW REFERENCE TOOL

The tool envisioned is comprised of a structured set of readily accessible data and knowledge about women's land rights, the contextual factors that define risks and opportunities, information about approaches that correspond and resources to enable these to be used. Constructing this tool involves a) defining an approach to create an organizing framework that reflects knowledge about the diversity of gender-tenure patterns across settings; b) fully developing and populating the framework with existing and new information; and c) developing a technology-enabled means of making the populated framework easily available to actors locally, nationally and globally.

Main Considerations for an Organizing Framework

The initial draft framework included an annex that proposed a reference tool comprised of a set of two-dimensional matrices that would group women into categories and sub-categories, and each category would identify the vulnerabilities and tenure options that correspond to it. This is similar to Adoko et al. (2011) and draws from Radoki (2012). The consultant and the RG raised concerns about what information needs to be included in the reference tool, how to create a multidimensional typology that is manageable and how to also focus on positive opportunities that might exist for women in various settings.

An organizing framework needs to capture differences in women in terms of their conditions, needs and interests in relation to access, use and control of land and the benefits from its use. It should categorize women into groups that are meaningful in terms of variations in gender-tenure patterns (i.e. options, risks and opportunities facing women). Categories need to be clearly defined with minimal overlap. A typology

such as the proposed would either be too complicated and unwieldy, having many elements and each element having many categories within its taxonomy, or too simple, such that important settings and dimensions are left out. Also, having a typology as a main tool that will brand the initiative will not capture the interest of the target land stakeholders in holistic and context-specific perspectives. Deininger, Selod and Burns (2012) and Kes et al. (2011) found a way to present data that begins to unbundle the complexity through a series of binary descriptive statistics such as gender and decision-making power over land and housing, or gender and ownership of assets in different settings (i.e. defined by country and site of survey research). This is suitable for relaying research results, but that is only a piece of what is needed for the proposed initiative.

Therefore, we recommend that the new reference framework be comprised of four parts:

- 1) **an executive version of the framework:** a brief explanatory and motivating document that summarizes the main justifications, principles and premises for addressing diversity;
- 2) **a primer: a booklet on gender-tenure patterns** that explains the taxonomy for the database and has a set of profile briefs; short narratives on selected profiles and where each applies, accompanied by the set of profile charts (with hyperlinks to more detailed information and resources);
- 3) **a web-enabled, searchable database;** and
- 4) **a mobile app (and/or other, similar tactical means)** that will make the database and related briefs available easily and in real time to public officials in local and central governments (e.g. land administrators, policymakers).

Proposed Organizing Framework: Tenure-Gender Taxonomy and Profiles

The organizing framework proposed has two parts: a) a taxonomic scheme that shows how the multiplicity of gender-tenure patterns are derived (called “the Worlds of Women and Tenure”); and b) a layered set of matrices that describe the basic characteristics of tenure-related risks and opportunities, and the constraints, enablers and elements of approaches to positive change that correspond to each pattern (called Tenure-Gender Profile Charts). In the reference tool, metadata tags will be used to associate the content of these charts with reference material in a database, including links to tools, studies and other resource documents, organizations and expert contact information, data, examples of good practice laws, policies and activity designs. The proposed approach is consistent with the direction GLTN is moving in relation to change models (GLTN, 2015): “It [a gender-responsive change model] argues that the relationship between change conditions is non-linear, dynamic and iterative” (GLTN, 2015).

Identifying and Communicating about Gender-Tenure Patterns through a Taxonomic Scheme

Without providing too much detail, the taxonomy below (Table 1) illustrates the multiple, co-existing worlds of women and their tenure situations. It offers a structured approach to define and convey the array of factors that influence the nature and extent of gender-tenure gaps in different locations and allows for summary information that is not too generalized nor too simplified. There are too many factors and combinations of factors that define the relevant categories to be captured in a one-page table. Instead, the multi-dimensional nature of the gender-tenure information that the reference tool will house can be

explained and explored using a simplified portrayal of the taxonomy, coloured to show illustrative patterns or profiles. The database will rely on a complete taxonomy developed with input from the research partners using tables like the one in Table 2, so that the information about the many gender-tenure patterns will be manageable in a searchable database.

The rows in the taxonomic scheme (Table 1) list factors drawn from a literature review on what influences tenure-gender gaps. Many authors provide evidence that marital and family status almost universally influence how strong or weak women’s land rights are relative to men, but the specifics vary across settings, e.g. across religious and statutory rules systems. Referencing a range of examples, Doss et al. (2014) highlight how economic statuses interact with women’s tenure statuses. In general, the literature suggests that there are important interactions among factors. For example, the nature of land rights affects and is affected by bargaining power and bargaining power is affected by and affects economic status, partly via access to land rights and via the impacts of land access on education. It is clear that geography, landscapes and particular land uses are also significant factors which can have their own intersectional implications.

Given the way the rows are defined in Table 1, the columns do not have headings (the cell content does not have any vertical relationship). In the complete version of the reference tool, the elements of the typology for each factor will be complete with definitions provided. To keep the chart simple, using it only to illustrate patterns, two colours are used to show two women whose situations differ in ways that are meaningful to their tenure realities. The approach shown in the schematic diagram sets the stage for a robust tool that can also display information in relatively simple charts.

TABLE 1: THE WORLDS OF WOMEN AND LAND TENURE: TAXONOMY FOR ORGANIZING DATA AND KNOWLEDGE

Factors (that influence the nature of gender inequality in land tenure and the security of women's land rights). ¹⁸	Gender-Tenure Profile: A distinct pattern of factor categories that imply distinct risks and opportunities in relation to inequality and insecurity of women's land tenure, e.g. as illustrated by the blue and rose-coloured cells. Blue is one illustrative profile and rose is another. These are not real and the category options are not complete.					
Region	E. Africa	W. Africa	S. Africa	Latin Am	Central Asia	Others
	E. Africa	W. Africa				
Landscape/Spatial Categories	Rural	Forest	Coastal	Urban	Other	Other
Demographics ¹⁹ Social Structure Family Structure ²⁰ Marital Status Age Migration Status						
Modes of Access	Locally Assigned Use Rights	Rent/Lease	Inherit	Purchase	Informal possession/ Squatting on public land	Other
Types of Rights Available Locally	Family Land	Customary proprietor	Communal	Leasehold	Freehold	Possession
Legal/Rule System	Civil Law-based Statutory Legal System	Common Law-based Statutory Legal System	Tribal Governance Rules	Religious Law	Other	Other

17 Shocks, events or trends in variables that cause temporary or permanent shifts in women's needs, interests and opportunities regarding land tenure will need to be considered. These include area-wide events like natural disasters or war as well as person or family-specific events like illness (HIV) and death. Trends like climate change, land-price inflation and/or deflation also interact with gender-tenure patterns. These essentially move women from one category to another, such as from married to widowed, and affects the risks, barriers, opportunities and approaches to change that accompany the relevant profiles.

19 Some learned or inherent aspects of a woman's personality could also interact with tenure outcomes, e.g., by affecting how she exercises options available to her. Shyness and fearfulness, for example, affect both the practice and perception of a woman's position in the household, family and community beyond what the rules prescribe. This is true across all gender-tenure patterns but needs to be understood when defining approaches.

20 This refers to several features and includes whether the nuclear or extended family is relevant to land tenure (e.g. whether the family includes family members from more than one wife, the number and gender of children).

TABLE 1: THE WORLDS OF WOMEN AND LAND TENURE: TAXONOMY FOR ORGANIZING DATA AND KNOWLEDGE ... CONTINUED

Factors (that influence the nature of gender inequality in land tenure and the security of women's land rights).	Gender-Tenure Profile: A distinct pattern of factor categories that imply distinct risks and opportunities in relation to inequality and insecurity of women's land tenure, e.g. as illustrated by the blue and rose-coloured cells. Blue is one illustrative profile and rose is another. These are not real and the category options are not complete.					
Ethnicity						
Religion						
Special Circumstances	Post-conflict	Post-Natural Disaster	Pre-Conflict			
Education						
Land Use	Agriculture	Livestock	Housing	Business	Forestry	Extraction
Socio-economic status (income bracket, caste)						
Type of employment/ Role in value chains or economic sector ²¹						

A master taxonomy derived from completely populating the Worlds of Women and Tenure Chart (Table 1) in a modified format is necessary both to inform the structure of a searchable database and for use in more detailed communications about the diversity of women and their tenure situations. Table 2 offers a potential format for the master taxonomy. Like Table 1, it uses colour to show how partners with relevant knowledge can define profiles. This format will also provide a visual tool for identifying trends and common elements across profiles so that users of the tool can see beyond their own sphere of knowledge and learn from other profiles. For example, it might be useful for someone focused on communal forestry in an Asian context to learn from a Latin American country.

²¹ See discussion in The Business Case for Women's Economic Empowerment.

TABLE 2: THE WORLDS OF WOMEN AND TENURE TAXONOMY SPREADSHEET VERSION

Factors that can affect the nature of gender inequality in land tenure or the security of women's land rights.	Profile 1	Profile 2	Profile 3			
Region						
East Africa						
West Africa						
South Africa						
Latin America						
Caribbean						
Central Asia						
Landscape/Spatial Category						
Rural						
Forest						
Coastal						
Urban						
Type of Rights Available Locally						
Family Land						
Customary Proprietor						
Communal						
Leasehold						
Freehold						
Possession						
Special Circumstances						
Post-conflict						
Post-natural disaster						
Pre-conflict						
Land Use						
Agriculture						
Livestock						
Housing						
Forestry						

MOVING FROM DEFINING GENDER TENURE PATTERNS TO COMPLETE PROFILES THAT ENABLE ACTION RESEARCH AND ADVOCACY: GENDER-TENURE PROFILE CHART SERIES

Once the profiles are defined, the next steps are to synthesize the knowledge and know-how about gender and tenure risks and opportunities and pathways for positive change, and then relate those to each profile, which can be done using a four-step information mapping process. The structure of the charts laid out below in each step will become part of the taxonomy

used to create the database. Afterwards, profile and informational charts for particular gender-tenure patterns and classifications can be actively created from the database for research and advocacy. In sum, the reference tool will have a database that organizes and tags content so that it can be searched by any specific factor and/or category combination desired (e.g. by menu and keyword-based search features). It will feature a user interface that can create custom or pre-designed information displays or reports (e.g. gender-tenure profile charts).

STEP 1: “DIAGNOSE” PROFILES AND IDENTIFY OPPORTUNITIES AND BARRIERS

Profile Chart 1	
Problems/Risks	
Factors/Categories that make it worse	
Factors that can help/Categories that are better off	
Opportunities	
Barriers to Positive Change	

Profile Chart 2	
Problems/Risks	
Factors/Categories that make it worse	
Factors that can help/Categories that are better off	
Opportunities	
Barriers to Positive Change	

Profile Chart 3

Profile Chart 3	
Typical Problems/Risks	
Factors/Categories that make it worse	
Factors that can help/Categories that are better off	
Potential Opportunities	
Potential Barriers to Positive Change	

STEP 2: MAP BARRIERS TO APPROACHES

This chart is an intermediate tool in the profiling exercise. It lists all the barriers found across the profiles and connects them with solutions that are generically effective for this type of barrier. As such, the solutions may be found in work from other sectors beyond land. For example, progress made in changing social norms in the health sector may carry transferable lessons

for changing norms within land rights. This table will therefore encourage partners to think outside the box. Lastly, it is important to note that the chart will reflect intersections between barriers and approaches; one barrier can have more than one relevant approach and one approach might be effective for more than one barrier.

Barriers-Approach Map Chart

Barriers-Approach Map Chart	
Barrier	Approaches to Consider
Women are unable to claim an inheritance right	Paralegal support
	Legal or policy reform (e.g. requires a three-month wait)
	Information awareness
Potential Barriers to Positive Change	

STEP 3: IDENTIFY WHICH INTERVENTIONS/APPROACHES MAY BE APPROPRIATE IN RELATION TO THE FACTORS THAT DEFINE GENDER-TENURE PATTERNS

The table below will also be an input for the creation of profile charts. It was derived from and expands on the information in Annex 2's Table 1 on emerging good practices. The format below serves as an example of an inventory of approaches and tools and is not intended to be comprehensive.

Inventory of approaches/tools				
	Description of Intervention/ Approach	Description of Success	References and Resources	Type of Actor Using
Paralegal	Generic	Generic	Generic	
In West Africa				
For post-conflict				
Tool 2				
In Latin America				
For communal land				
For the youth				
Tool 3				
In South Africa				
For widows				

STEP 4: PULLING TOGETHER THE PIECES INTO GENDER-TENURE PROFILE CHARTS

Similar gender-tenure patterns can be grouped into profiles according to overarching contextual features such as spatial setting (e.g. rural), marital status, predominance of customary or religious rule, and type of land use (e.g. sedentary agriculture). Afterwards, information about the factors that influence women's tenure and the associated risks, opportunities,

constraints and interventions can be summarized in a set of charts with three columns available for each profile. The three layers will cover 1) the defining features of the profile; 2) the profile's respective risks, opportunities and barriers to change; and 3) the ways identified to achieve positive change. An example of the chart described is provided below.

Profile Chart 1		
Profile 1: Married women in a rural area with strong customary norms and sedentary agriculture	Negative Influence	Generic
1a. Sub-region x	Polygamy	Children
1b. Sub-region y		

Profile Chart 2: Risks, Opportunities and Barriers to Change		
Profile 1a: Rural area with strong customary norm and sedentary agriculture in East Africa		
Women's Tenure Problem/Risk	Women's Tenure Options/Opportunity	Barriers to Positive Change
Profile 1b: Rural Post-Conflict Settings Overlay ²²		
Women's Tenure Problem/Risk	Women's Tenure Options/Opportunity	Barriers to Positive Change

²² This profile represents one way of including special circumstances.



Profile Chart 3: How to Achieve Positive Change

This chart follows Profile Chart 2 and maps specific approaches for barriers to positive change for the profile shown. The chart provides information that allows for replication and/or further analysis.

Profile 1a: Rural area with strong customary norm and sedentary agriculture in East Africa

Barrier to Positive Change	Generic Approach	Adaptations to Context/ Features to Adapt	Describe Success (where, level of validation)	Reference Links (documents, websites, contacts, data)



Rural women's cooperative generates income and improves community life in Guinea. Photo © UN Women/Joe Saad.

ANNEX 3: RAPID EXPLORATION OF EXISTING APPROACHES AND GAPS IN VIEW OF DIVERSITY

The activities under this initiative are meant to support progress toward secure and equal land tenure for women by enabling actors to find data, information and approaches that recognize women's diversity. While a literature review identified important knowledge gaps, it also affirmed that there are good emerging practices that should be further validated, shared and used. Ultimately, these approaches will be mapped according to the patterns identified in the reference framework and included in the profile charts illustrated in Annex 2.

Table A below presents potentially scalable and replicable approaches that can be used as the activities of the initiative. The approaches are grouped into three categories: a) ways to affect systemic change in land administration and management; b) ways to enable women to take steps locally to improve their tenure (as highlighted in Radoki (2013) and emphasized in the work of several partners); and c) ways to bring about a better understanding of the needs and options available to improve land rights for women. The specific approaches listed in Table A were found in a range of the documents cited in the bibliography and identified in dialogue with the RG members. The VGGT technical guide on gender covers a similar list of actions and provides an array of additional examples of their successful use. Finally, Annex 4 provides links to additional websites and documents that warrant review.

Despite the verified need to create a clearer understanding of the multiple worlds of women and tenure, the approaches identified for improving women's lands rights exhibit significant similarities. Indeed, "there have been remarkable similarities in

diagnoses and policy prescriptions regarding women's land tenure interests across Africa in spite of agreements about the need for policies to take differences among women into account" (Tsikata, 2010 as quoted in Budlender and Alma, 2011, p. 12). In this statement, these authors capture the tendency to oversimplify women's tenure and over prioritize certain tenure options and their corresponding reform programmes (e.g. favouring formal ownership and advocating for universal joint titling).

This perspective, which is a justification for the framework's initiative, requires two clarifications. First, the continuum of land rights, the Social Tenure Domain Model (STDM) and other recently introduced constructs are relevant, but they are already moving into broad use and are not gender specific. Table A below assumes that the approaches listed apply to the spectrum of rights/tenure options that are relevant for a given setting. The profile chart templates therefore include space to document the relevant tenures, related issues and gender considerations. Second, the examples of activities and from literature listed in Tables A and B below suggest a list of important tactics to support the improvement of women's rights. Many of these examples are applicable across profiles and just require customization. For example, community sensitization through communication channels like radio, skits, written media, expert presentations and town criers are successfully being used in multiple sectors, including land, to target both men and women. Nevertheless, it is vital to understand distinctive gender-tenure patterns in project sites in order to more effectively shape the content of these measures and to be able to add in context-specific, complementary measures as needed to ensure effective reach to women. These approaches will thus allow women to better navigate and even influence land processes, policies and laws (e.g. land registration procedures).

Table A: Preliminary List of Emerging Good Practice Approaches

Approach ²³	Good Practice Examples & References ²⁴	Notes
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Across all these approaches, female and male champions are needed from the grassroots to the national and international leadership levels. When these champions connect, bottom-up approaches are integrated with top-down approaches. Purposeful effort is needed to ensure these connections happen.

1. Land Administration Systems Reforms

1.1 Law and policy, guided by principles of non-discrimination and respect for universal human rights. Where relevant, law and policy seeking to harmonize customary and statutory rules and practices. Note: Gender-responsive law and policy reform are not, per se, scalable or replicable and are already on the action research agenda. It remains an unfinished task area and a task area where the reference tool will be helpful.	VGGT and associated Technical Guides, Africa Land Policy Framework and Guidelines, World Bank LGAF, World Bank Women, Law and Business database; Giovarelli (2005).	Defines modes of access, types of rights, responsibilities and restrictions; affects cost and access to services; includes provisions within a variety of laws. FAO (2013, p. 33) reiterates that “good land laws often remain unapplied because of a lack of secondary legislation and regulations and procedures for their implementation.” For example, in the Millennium Challenge Account (MCA) Madagascar’s land project, it was discovered early in implementation that while by law the gender gap was not significant, in practice the legal form of land certificates had space for only one owner to be named.
* 1.1.i Legal and procedural bases for approaches like paralegals, fit-for-purpose and participatory mapping, STD, para-surveyors, joint titling (e.g. ensuring adequate space and format of legal documents for more than one person).	Nepal joint titling.	Ensure that the laws and procedures allow for these types of gender-favourable tools to be used and their outcomes legally legitimate.
1.2 Women in the land governance workforce: gender equality in the LAS agency staff, women in the decision-making arena; gender focal point established within agencies and implementing units.	Bastiana (2013).	In the Philippines, focal points are required by law and GEC showed positive impact.
1.3 STD compliant land information systems (LIS).		Inherently leads LIS design to have context-relevance.
1.4 Gender-sensitive community mapping.		

²³ Those approaches marked with a * are not specifically mentioned in the VGGT Technical Guide or are partially covered; the rest are covered therein.

²⁴ The examples are illustrative and not comprehensive. The work of creating the database for the reference tool will use additional references listed in Annex 4 and inputs from partners to ensure a robust set of good practice information is available and will link to other portals and sites as much as possible.

Table A: Preliminary List of Emerging Good Practice Approaches continued

Approach	Good Practice Examples & References	Notes
1.5 Special measures to ensure accessibility of services to women (remove barriers related to cost, distance, cultural norms about who and where women can be engaged/engage.)	FAO (2013) Box 4.6 Nepal example of fee waiver (see hyperlink in row 1.1.i above).	Good practice calls for reducing cost and increasing access generally. Fee waivers, special rates or subsidies in formalization programmes for certain groups might be needed given the interaction between improved livelihoods and tenure reforms and gender gaps.
1.6 Gender assessment of LAS processes and institutions and gender integration milestones in programme and project designs.	GLTN GEC MCC's Initial Social and Gender Analysis ²⁵ and Gender Integration Milestones FAO VGGT technical guide checklists.	In the Philippines, even with good gender policies, officials did not see it as their particular job to take steps to implement gendered land initiatives (Bastianna 2014). MCC gender-related process milestones were put in place to address similar phenomenon of passive resistance.
1.7 Mobile courts and civil registry (marriage, birth, death).		This tool seems underused or less known.
1.8 Database of court cases and legal precedent that uphold and support gender equality.	FAO (2013, p. 45) Checklist 2.5.	This tool seems underused or less known
*1.7 Create and apply profile specific continuum of tenures that identify gender differences.	Untested idea based on thinking through the gender-tenure profile.	Use to inform design of reforms to law, implementing regulations, databases and formalization methods processes.
1.8 Participatory and inclusive land readjustment tool.	FAO (2013) Checklist 4.7.	Participatory and inclusive land readjustment (PILaR) approaches and land sharing models: PILaR is a mechanism in which land plots or parcels with different owners and claimants are combined into a single area, for more efficient use, subdivision, development and infrastructure provision. This involves processes, mechanisms and institutions through which local authorities, citizens and groups articulate their interests, exercise their legitimate legal and social rights, meet their obligations, and mediate their differences using participatory approaches and achieving inclusive outcomes. A pilot in Medellin, Colombia, is explicitly looking at how to have a gender-sensitive approach.
1.9 Link formal and informal justice practices.	USAID/Landesa Kenya Mau Forest.	This can expand access, reduce cost, increase the social legitimacy of gender-favourable changes in formal law, enhance the enforceability of judicial outcomes and open entry points to negotiate better situations for women.

25 MCC requires all projects to undertake an ISGA which is done at outset of programme design and used to finalize activity design, policy reform agenda and shape a gender-integration strategy. This tool, with some adaptation, would better illuminate the understanding of the worlds of women in the programme area.

Table A: Preliminary List of Emerging Good Practice Approaches continued

Approach	Good Practice Examples & References	Notes
2. Gaining Access and Defending Rights: Women-Targeted Enablers.	Uganda Land Alliance pilot (FAO 2013 Box 2.9).	
*2.1 Identify women as negotiators and support their engagement in negotiating improvements and enforcements; legal education (know your rights).	ILC supported action research in Malawi: http://www.landcoalition.org/en/resources/womens-access-land-and-household-bargaining-power-comparative-action-research-project .	<p>Examples include the following: negotiations with family, community or tribal leaders, and public authorities for access and security (e.g. to retain access when widowed; campaigns to empower women to know their rights; dialogue with municipality to get agreement not to evict and instead allocate funds to upgrade and support tenure formalization).</p> <p>In Nepal, Lumanti Support Group for Shelter did a parcel survey, collected applications and submitted them to government, leading to on-demand batch processing.</p> <p>In Ethiopia, in an area where the gender-tenure gap is smaller, Quisumbing and Kumar (2014) found a glaring gap in men's and women's knowledge of land rights and that educating women had significant impact on soil conservation.</p>
*2.2 Land-funding mechanisms that are accessible or targeted to women.	<p>Tanzania Settlements Trust (Rabenhorst and Bean 2011).</p> <p>Nepal Lumanti Support Group for Shelter.</p> <p>Habitat for Humanity - Microbuild Fund.</p>	<p>The Tanzania Settlements Trust forms groups of women that advocate together and provide support for tenure and housing access.</p> <p>In Nepal, Lumanti Support Group for Shelter formalized the women's borrowing group, enabling them to borrow for any purpose, including land and house purchases. The cooperative became a means for upgrading housing or acquiring land (50 per cent of loans are now for land or houses).</p> <p>Microbuild partners with Women's World Banking in Colombia.</p> <p>Note: There is a lot of room for innovations in this bucket.</p>
2.3 Paralegals, community watchdogs/ justice volunteers, legal clinics.	Uganda Land Alliance; Groots Kenya (see FAO (2013) Box 2.15); GLTN Training Guide; Massey (2015); FAO (2013) Box 2.12: Good practice in legal support based on project supported by ILC in Pakistan, Box 2.13 ref. to ILC supported project carried out by SARRA in India.	

Table A: Preliminary List of Emerging Good Practice Approaches continued

Approach	Good Practice Examples & References	Notes
2.4* Formation of women's groups as way to protect access/tenure.	MCC Mali.	
2.5* Gendered local land information banks to prevent 'naïve' taking/ encroachment and to facilitate women's participation in economic opportunities.	Ghana CAP Madagascar example, Carpano (2013).	The idea is to create a local information base, using participatory methods, on the tenure landscape locally (how land allocation and transfers work – not a registry, but could be coupled with STD and community map tools) and make this available to parties who want to access land (e.g. outside investors, development projects).
2.6 Use profile specific continuums to identify opportunities for negotiation or for behaviour change communications.	Untested idea.	
2.7 Give women preference points to adjust for historical bias in land allocation processes.	MCC Mali.	FAO (2013) p. 16 discusses affirmative action and quotas to ensure women are engaged in policy-making.
3. Advocacy, outreach, education and consultation.	http://www.landcoalition.org/en/bestpractice/community-listeners-group-finds-solution-secure-womens-access-land .	The profile charts can be used to inform the design or terms of reference. FAO (2013) includes a fascinating section on getting the message right, from the top-down.
3.1 Spread awareness of reforms to law and practices to local offices, field personnel, and traditional or customary leaders.		The lack of doing this was observed as a constraint in the Philippines (Bastainna, 2014); Kenya Mau Forest Justice Project did this.
3.2 Community sensitization and training.	ILC member project referenced in FAO 2013 Box 5.2 FAO 2013 and http://www.landcoalition.org/en/resources/womens-legal-empowerment-lessons-learned-community-based-activities . Emerging case of SWADHINA http://www.landcoalition.org/en/bestpractice/group-women-unites-and-claims-rights-and-services-state .	Sensitization and training at the local level can take ignorance out of the equation, e.g. so that officials are more likely to demand evidence of spousal consent before recording a transfer.

Table A: Preliminary List of Emerging Good Practice Approaches continued

Approach	Good Practice Examples & References	Notes
3.3* Local-local dialogue	Gender Justice HC report.	
3.4* Provide local women with data and evidence about themselves, their rights and about similar women in other places	From Gender Justice HC report.	Equip women to engage better in negotiations and reform processes.
3.5* Local hearings on outcomes of interventions.		Accountability tool; Oxfam's Women's Land Assessment and hearings piloted in Tanzania and Kenya (Rolfes and Seitz, 2013).
3.6 Understand the agenda of different advocates.	UN-Habitat (2012, p. 44) FAO (2013) Checklist 1.2.	Even within gender advocates, interests are not always compatible. Interests might be different at the national level versus the local level.



New equipment improves village life. Photo © UN Women/David Snyder.

Table B: Gaps in Knowledge about Patterns and Approaches

Gap	Key Sources/On-going Initiatives	Notes
1. Lack of robust gender-related data (i.e. disaggregated by more than just men/ women; this includes administrative and survey data).	Gender and Asset Gap Project: Expand the number of activities that are evaluated (using rigorous quantitative and qualitative methods and application of tools like the GEC) and ensure the evaluation design considers the appropriate gender-tenure profile for the locations.	Rabenhorst and Bean (2011) suggest data gaps are especially pronounced in urban areas. Kieran et al (2015) review data on gender-asset gaps in Asia. Doss et al (2013) review data on gender-asset gaps in Africa.
2. A need for broad and shared learning about the method and process for quality data collection that captures gender differentiated data along the continuum of rights.		
3. Limited study of land markets and gender differences.		The literature that exists finds both positive and negative impacts of land markets for women. More research is needed on 1) women's participation in markets and implications for women's access to secure land rights, and 2) the impact of land markets (particular kinds of transactions, price changes) on security of tenure for women.
4. Limited research attention to certain gender-tenure profiles.		Examples of the gender-tenure profiles needing more research include poor women in urban areas, urban women-owned business, pastoralist settings, and diverse Muslim communities.
5. Lack of attention to legal definitions and how to address problems that these definitions pose		Spousal consent requirement and definitions of 'spouse'; definition of Head of Household in Islamic law e.g., issue identified in MCC Indonesia's social and gender assessment.
6. Limited study of how women fare when land recordation is done only at the community level.		
7. Limited study of "women's collective agency".		Discussed in Budlender and Alma (2011).

Table B: Gaps in Knowledge about Patterns and Approaches ... continued

Gap	Key Sources/On-going Initiatives	Notes
8. Lack of a common set of detailed questions, varied by major profile if/as appropriate, to ask at the local level in designing implementation programs	GAAP 2012 (GAAP, A Toolkit for Collecting Gender and Asset Data in Qualitative and Quantitative Programme Evaluation).	Regular use of questions from rigorous gendered impact evaluation work, e.g. from the GAGP and CGAP (or similar urban survey research) in the project design phase. This could be a way to create a tailored MCC-style ISGA per the recommendation in Table 1. This complements the GEC by using rigorously designed questions to gather data that would inform a GEC where possible and would be done earlier on in the project lifecycle.
9. Continue to grapple with defining and driving the use of appropriate gendered land metrics globally, nationally and locally.	Gender and Land Rights Database; GLTN's Global Land Indicators Initiative (GLII).	This will help create wider understanding and increase sensitivity in programming.
9.1 Expand use of perception indicators to capture the gender-gap in the practice of law.		Brazil scores well on gender within LGAF yet questions are raised about effectiveness in implementation.
10. Generate more clarity and shared understanding of the interface between human rights commitments and tools and land tenure commitments and tools.		
11. Not enough evaluation of and guidance from tactics like support negotiations or paralegals programmes and their effectiveness.		
12. Lack of evidence on good practice for scaling and replicating results.		Validation by third parties (qualitative process reviews and rigorous quantitative evaluations).
13. Limited depth of understanding of the interlinkage of women's land rights and climate change, disaster risk reduction and conflict.		There is recognition that women are more marginalized in these contexts and that land governance is a relevant factor. Together with the evidence on the impacts of women's land rights improvement, one can make a case for its relevance. More should be learned about how the three elements come together and whether these issue arenas are, therefore, entry points for advancing women's rights.



Joint programme for rural women farmers in Nepal. Photo © UN Women/Narendra Shrestha.

Table B: Gaps in Knowledge about Patterns and Approaches ... continued

Gap	Key Sources/On-going Initiatives	Notes
14. Limited study of effective enforcement mechanisms (remedy, safeguards) specific to women.		
15. Understanding of LSLBI and gender gaps.		Giovarelli et al. (2015).
16. Understanding diversity and nuance in results on the impacts of improving women's land rights on other development agendas, e.g. food security nutrition.		When linkages are made between women's land rights and other outcomes, there is rarely a detailed analysis of the gender-tenure patterns within that study's particular setting. The studies then revert to generic terms like ownership to describe women's land rights. It could be useful to understand if the outcomes vary significantly across the profiles.

ANNEX 4: ADDITIONAL REFERENCE MATERIAL

Authors and publications²⁶

The following is a brief list of authors and works that are potentially useful to read as the next phase of work begins. The authors are also good candidates for the Expert Group Meeting (EGM):

1. *Archambault, C. & Zoomers, A. (eds.) (2015). *Global Trends in Land Tenure Reform: Gender impacts*. New York, NY: Routledge. The work presents 14 case studies from communities around the world and looks at how women fare in tenure transitions driven by phenomena like LSLBI, formalization projects and post-conflict resettlement.
2. *Kevane, M. (2015). "Changing Access to Land for Women in Sub-Saharan Africa". In Coles, A., Gray, L. & Momsen, J. (eds.), *The Routledge Handbook of Gender and Development*. Oxford: Routledge.
3. Geoffrey Payne
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2. Land Portal Synthesis of an Online Discussion.
3. The Gender and Assets Gap Project. This project demonstrates the feasibility of collecting individual-level data on women's and men's access to and ownership of property. The project's pilot countries are Ecuador, Ghana, and India pilot countries.
4. Women, Business and the Law. This project has a useful table that looks at marital and family law as related to assets including land and moveable assets.
5. USAID's Land Tenure and Property Rights Portal has a brief that illuminates the diversity of contexts and a list of interesting and diverse projects, e.g., <http://usaidlandtenure.net/project/enhancing-customary-justice-systems-mau-forest-kenya>.
6. International Centre for Research on Women's database. This database has information on women's perceptions of land rights and responsibilities as compared to men's.
7. Focus on Land in Africa. This website contains information on land in Africa, e.g., content on gender, land and Islam: <http://www.focusonland.com/countries/women-inheritance-and-islam-in-mali>.
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²⁶ The items marked with a * are not available for free and time did not permit follow-up with authors; some points from these were cited by authors in papers read for this work. Where feasible, earlier versions of the body of work were included, e.g. the working paper prior to the journal article.



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UN WOMEN

UN Women is dedicated to gender equality and the empowerment of women. A global champion for women and girls, UN Women was established to accelerate progress on meeting their needs worldwide. UN Women supports UN Member States as they set global standards for achieving gender equality, and works with governments and civil society to design laws, policies, programmes and services needed to ensure that the standards are effectively implemented and truly benefit women and girls worldwide. UN Women also coordinates and promotes the UN system's work in advancing gender equality, and in all deliberations and agreements linked to the 2030 Agenda. The entity works to position gender equality as fundamental to the Sustainable Development Goals and a more inclusive world. For more information, visit the UN Women Website at www.unwomen.org.

UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME (UN-Habitat)

UN-Habitat helps the urban poor by transforming cities into safer, healthier, greener places with better opportunities where everyone can live in dignity. UN-Habitat works with organizations at every level, including all spheres of government, civil society and the private sector to help build, manage, plan and finance sustainable urban development. Our mission is to promote socially and environmentally sustainable human settlements development and the achievement of adequate shelter for all. For more information, visit the UN-Habitat web site at www.unhabitat.org.

THE GLOBAL LAND TOOL NETWORK (GLTN)

The Global Land Tool Network (GLTN) is an alliance of more than 75 international partners contributing to poverty alleviation and the Sustainable Development Goals through increased access to land and tenure security for all. The Network's partnership of organizations is drawn from the rural and urban civil society, international research and training institutions, bilateral and multilateral organizations, and international professional bodies. GLTN takes a more holistic approach land issues and improves on global land coordination through development, dissemination and implementation of pro-poor and gender responsive land tools. These tools and approaches contribute to land reform, good land governance, inclusive land administration, sustainable land management, and functional land sector coordination. For further information, visit the GLTN web site at www.gltn.net.



ABOUT THIS PUBLICATION

Achieving equitable and secure land tenure for all people, especially for women and girls, requires a change in mind-set to deliver accessible, affordable and adaptable land governance methods and tenure options. Moreover, it requires a new level of engagement and understanding that within the group of women and girls, there is significant diversity of background, experience, challenges and opportunity.

Despite prevailing economic and political views, it is now understood that, depending on context, land tenure options other than individual ownership can be stronger, easier to administer and more appropriate, with community or group rights among the range of appropriate and legitimate options. The potential for positive change is expanding. It is now time to drive results to scale, achieving gender equality in land tenure and securing land rights for women across the globe.

This framework note provides firstly, an overview for understanding the diversity of women in relation to the idea of women's multiple identities and how it provides pathways for secure and equal land rights for women. Secondly, a preview of the tool to be developed for its application. Suggestions on next steps for activity planning, fundraising and implementation of the concept of women's multiverse are offered, with illustrations of how the initiative builds on current GLTN tools such as the Continuum of Land Rights and the Gender Evaluation Criteria to understand women's access to land and tenure security.

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