

22 evaluation questions to tell us whether a tool is responsive to both women and men

	Evaluation question (what do we want to know about the tool?)	Why is this question relevant from a gender perspective?	Some possible indicators	Some possible information sources
CRITERIA 1: EQUAL PARTICIPATION BY WOMEN AND MEN AND GENDER-RESPONSIVE GOVERNANCE				
1.	Does the tool demand and generate political understanding and will to positively implement a gender balanced approach?	To promote inclusivity, access, and effective voices from both women and men in order that their needs, priorities and realities be correctly reflected and addressed by the tool To acknowledge that a paradigm shift is needed if access to land is to be truly equal for women and men	Timeframes met, such as [x months] to scope, [y months] to politically discuss and [z years] to implement Cross party parliamentary committee scrutiny that objectives are achieved within an agreed timeframe [by x year] A cross cutting departmental mechanism has been set up within an agreed time [year x]	Government websites (noting that these may not always reveal reality, or be accessible by all women) Government documents such changes in land legislation Land records
2.	Is the decision making process in developing the tool, and within the tool itself, transparent and inclusive for both women and men?	To provide opportunities for enhancing education and participation for both women and men toward influencing the processes from their perspective and needs	An agreed critical mass [x %] of the decision makers are women An agreed number of meetings held regularly [x timeframe] and attended by a representative group [y %] of stakeholders representing women and men, different age and ethnic groups etc. An agreed set of critical information available on the Internet Information published [every x months] in newspapers, and in libraries and community centers	Organograms Announcements and notes of meetings Names of members of decision making bodies on the Internet Attendance lists of meetings Interviews with female and male stakeholders
3.	Does the tool rely on and provide sex-disaggregated data?	To generate and evaluate over time different realities by gender—which are hidden when only single sex statistics are used for both women and men	Sex-disaggregated statistics and other information collected on an agreed set of topics and presented Sex-disaggregated statistics collected on a continual basis Sex-disaggregated statistics used in all relevant land documents and planning	Statistical publications Evaluation reports Public presentations and speeches citing data Government, donor agencies and NGO studies
4.	Does the tool demand positive results for women from public and private bodies responsible for land management?	To ensure that the tool responds to the needs of all women, recognizing that women are not a homogenous group, and that gender-responsive land management caters to women and men who may have specific, and potentially different, needs	The tool explicitly spells out that the target group is women and men and recognizes that the impact can be different Annual assessment of submitted returns to body responsible for land management, and audit on successes and failures The policy is run through to the judiciary and implementing departments	Court records Evaluation reports Training manuals for land management staff
CRITERIA 2: CAPACITY BUILDING, ORGANIZATION AND EMPOWERMENT OF WOMEN AND MEN TO USE, ACCESS AND BENEFIT FROM THE TOOL				
5.	Are financial resources explicitly allocated for capacity building of both women and men to benefit from the tool?	To provide awareness and training to promote awareness of the tool as well as constructive engagement with tool development, focusing on change agents as well as all stakeholders, particularly poorer and illiterate women	Comprehensive time frame from inception to completion and subsequent monitoring and evaluation A proportion [x %] of communities each year under go education program, with target of [y %] women to attend	Central, regional and local government budgets Land administration and management office budgets
6.	Is the information clear to, and does it empower, both women and men to utilize the tool and know their rights related to this tool?	To ensure availability and transparency of the tool, and clarify any misconceptions that prevents maximum utilization by both women and men	Information is available in at least [x] different forms (such as written, radio etc) and in local languages for different stakeholders Community group funding for education put in place by an agreed timeframe [by end of year x of implementation] The number of awareness raising initiatives related to the tool conducted	Survey reports Press releases Reports on training activities Evaluation reports Feedback from female and male community members as to whether they gained the information needed Feedback reports provided by female and male trainees Impact assessments and post-training evaluations
7.	Does the tool provide mechanisms for assessment and evaluation (at numerous levels) by female and male stakeholders?	To promote positive gender equal perspectives during evaluation and make sure the impact on both women and men is recognized and included	Monitoring and evaluation reports include stakeholder views	Annual reports by the government department concerned
CRITERIA 3: THE TOOL INCLUDES LEGAL AND INSTITUTIONAL CONSIDERATIONS OF WOMEN AND MEN				
8.	Is the tool based on the principle of gender equality and does it protect women's land/ tenure rights?	To recognize that women form a disproportionate % of the poor without access to land which require land tenure/rights based on gender equality	Clauses (or provisions) specific to women's roles in management, control, disposal and use of land embedded in law Periodic [every x years] reviews indicating gender equality approaches are used by all stakeholders and across government departments Enforcement mechanisms in place	Documented sex-disaggregated data on informal settlements and state of landlessness in the specific legislations and land registries

This table shows the progress by GLTN so far and will be further refined during further piloting of the evaluation questions in 2009-2010.

The Global Land Tool Network (GLTN) is focused on establishing a continuum of land rights and the creation of innovative, pro-poor, scalable and gender-sensitive land management and land tenure tools. It achieves this by a range of activities including organizing workshops and e-forums to facilitate a wide range of stakeholder inputs. The goals, values and priorities of the GLTN underscore the need for all land tools to be gender-sensitive, as does the process of tool development itself. Gender is a central aspect of the Network through a gender mechanism, of which this work on gender evaluation criteria is a part (see www.glttn.net).

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9.	Does the tool acknowledge conflict of interests and the different gender impacts this may have?	To develop appropriate responses recognizing that access to land is political, and that the paradigm has often been dominated by male interests	Cultural interests and user interests are documented in an agreed number of publications	Interviews with female and male stakeholders
10.	Does the tool provide gender-sensitive dispute resolution?	To facilitate access to justice as well as alternate land dispute resolution mechanisms which are gender-sensitive (recognizing that disputes often are disproportionately expensive and time consuming for the poor, and particularly for poor women) and specific to the socio-cultural context	Transparent and well informed institutions for resolving dispute are established at all levels Land administration and management systems have dispute resolution mechanisms built in that are available to both women and men Traditional dispute resolution mechanisms are used in an agreed set of instances Legal aid is available to the local communities	Interviews with female and male stakeholders Interviews with traditional and local authorities
11.	Does the tool promote the principle of a bundle of rights?	To promote gendered access to land by taking into consideration the different and diverse rights/ needs which women and men may have in land, for example these may include user or secondary rights	Rights provided by the tool specified in relevant laws Government adopts equitable processes and practices to resolve disputes between rights based and rights to use	Implementation manuals
12.	Does the tool provide different tenure options, recognizing a continuum of rights?	To recognize and facilitate a variety of tenure types which may serve women better for example, collective rights	The tools focuses or adapts to a number of tenure types	Implementation manuals
CRITERIA 4: THE TOOL INCLUDES SOCIAL AND CULTURAL CONSIDERATIONS IN REGARD TO WOMEN AND MEN'S ACCESS TO LAND				
13.	Does the tool take into consideration statutory and customary laws and practices affecting women's land rights?	To constructively engage with customary laws and practices (such as inheritance) and assess the social and cultural change that may be required to create benefits and resist negative impact on women's property rights	Consultations to provide [x %] attendance from agreed (representative) groups Government plan of action to roll out educational campaign disseminating the results, and identifying programs for change where necessary for cultural dimensions	Government information services NGO/ Donors monitoring and making budgets available to assist under good governance programs
14.	Does the tool demand positive results for women particularly in the context of traditional land structures?	To ensure that traditional governance/land structures treat women and men fairly and equally	Proactive collaborative (mutual learning) mechanisms identified which lead to better land governance processes Work with traditional leaders to adjust as necessary new customary practices Professional national member associations engage with traditional land structures Stakeholders interface with women and men in traditional land structures	Interviews with female and male stakeholders Interviews with traditional and local authorities
CRITERIA 5: THE TOOL INCLUDES ECONOMIC CONSIDERATIONS IN REGARD TO WOMEN AND MEN'S ACCESS TO LAND				
15.	Does the tool promote innovation in economic models to favor women's benefit of land?	As economic innovations are needed, including protection from evictions, foreclosures, access to credit, and compensation for government land acquisition. All of these are related to security of tenure questions for women	Rates of illegal evictions reduced by x % each year over a [y] year period Registry/cadastre accommodates rights based and use rights tenure	Government and NGO statistics
16.	Does the tool integrate other sectors such as agriculture, water and sanitation and does this impact positively for women and men?	To ensure linkages as access to water and sanitation are primary, and often more fundamental than land access for many women	An agreed number of key ministries involved and regularly informed.	Reports by the concerned government departments
17.	Does the tool encourage a market that is accessible to women and provides equity for women and men?	To encourage, to the extent relevant or possible land markets that are fair and affordable to both women and men	Urban and rural register recognizes increasing uptake of gender balanced occupants	Land records
18.	Does the tool promote economic opportunities for both women and men?	To enable, to the extent relevant or possible, both men and women to access and enjoy land for livelihood, as an asset, and for other benefits, including collateral to access credit	Registry/cadastre accommodates rights based and use rights tenure	Sex-disaggregated economic data Interviews with female and male stakeholders
CRITERIA 6: THE TOOL AIMS AT SCALE, COORDINATION AND SUSTAINABILITY TO REACH MORE WOMEN AND MEN				
19.	Can the tool be implemented at city or national level?	To operationalise generic gender-sensitive principles and tools at scale, or their adaptation at the local scale level to suit local circumstances	An agreed number of instruments executed and registered in registries within a specified time	Implementation manuals
20.	Can the tool be implemented consistently (rather than ad-hoc)?	To develop tools that systematically address women's empowerment and land rights, rather than partial sighted short-term projects	Existence of an implementation framework Existence of manuals for implementation	Implementation manuals
21.	Is the tool linked with other tools required to protect women and men's security of tenure?	To create toolkits which contain a range of interconnected gendered tools required to protect women's secure land tenure	Existence of linkages with other tools in implementation manual	Implementation manuals Reviews/reports of other tools in existence
22.	Is there formal engagement between communities and local/national governments?	To ensure effectiveness of a gender-responsive tool at scale government change agents must be in touch with civic society, and dialogue held between, for example, grassroots representatives and land professionals	An agreed number of meetings and dialogues with communities and local authorities	Annual reports by the concerned government department Interviews with male and female community members and local authorities



Our process so far

GLTN has completed an e-forum to generate questions we need to ask to judge whether a land tool is responsive to both women and men’s needs. Further information is available on www.gltn.net.

The e-forum built on knowledge gained from the two workshops organized by GLTN during 2007-08. The e-forum was supported by various GLTN partners, representing multiple stakeholders, including the Huairou Commission, the International Federation of Surveyors (FIG) and the University of East London (UEL).

The gender evaluation matrix shows the steps that have been taken to:

- Develop the evaluation questions;
- Ensure that they deal with gender rather than being general questions;
- Identify the kind of information to answer the evaluation questions, including possible indicators; and
- Identify possible sources of information to answer these questions.

The table in this brochure is only a start, and the gender evaluation criteria framework will be piloted and further enhanced by GLTN partners and others interested in this process. Questions, indicators and information sources will also need to be adapted depending on the specific local context and tool being assessed.



Context for evaluations

Understanding	The evaluation questions and related indicators must be understood by all stakeholders, especially local communities; though not all questions will be relevant for application by every stakeholder group.
Inclusion	The evaluation questions need to capture both formal and informal systems, and gender in legal and “on the ground” situations.
Participation	Local communities representing both women and men, and civil society, should not merely be beneficiaries but participate in the design and implementation of an evaluation.
Local context	The evaluation framework must be flexible enough to be applicable in a large number of contexts and environments, which can then be adapted, bearing in mind the local context.
Recognition	Women and men are not homogenous groups and the evaluation framework needs to consider variables such as age, ethnicity, race, religion, marital status, income level, education, rural/urban residence and health status.
Emphasis	Women, who have for long been discriminated against and disadvantaged in land, should be the focus of the gender-responsive changes required.
Localization	Though all evaluation questions should be considered when designing or evaluating a tool some may not be applicable to every tool and different priority questions may be selected.
Measurement	<p>The final indicators used for a question need to be SMART:</p> <ul style="list-style-type: none">• Specific and sensitive to changes as a result of actions taken• Measure progress/change that can be shown and is not easily manipulated• Attainable and applicable to the policy and action envisaged• Relevant to the area under investigation (gender)• Time bound and tractable showing changes over time
Collection	<p>In addition to the possible sources of information to show success or failure of a land tool regarding gender, one also needs to think about what method to use.</p> <p>The method will depend on the capacity and resources available, but gender considerations are vital at this stage too, to make sure that both women and men provide feedback (for example in stakeholder interviews or trainee feedback forms).</p>

2

Women, men and land

Women often face discrimination under formal, informal and customary systems of land tenure. In many parts of the world women face large barriers in obtaining land because social customs or patriarchal tenure systems prevent them from holding rights to land. As women often gain access to land through male relatives, their rights are vulnerable to breakdowns in relationships, divorce or to the changing priorities of male land owners. The adverse impacts of commoditization of land and globalization also disproportionately affect women. Many women experience low status and economic dependence because of their general inability to access property rights.

Land tools (defined as practical ways of achieving objectives set by laws and policies) have often been designed to serve male interests and priorities. To be effective, these tools need to be developed to also incorporate women’s experiences, needs and participation. This means recognizing that tools may impact differently on men and women. It also requires that women and men are actively involved in the design of the tool, implementation and evaluation processes. In addition, the diversity of women has to be recognized, with special attention given to, for example, female heads of households, widows and refugees.

Creating a gender evaluation framework

While many of us know these facts, we may differ on what we think are the best ways to tackle these gender inequalities in access to land. We need to objectively try to assess which land tools have been, more or less, gender-responsive. Then we must review (or consider, if at the design phase) the impact a tool has/could have for both women and men, and areas that may need to be improved. To acquire this information requires a set of gender evaluation criteria.

Once we have devised the criteria, they can be used to evaluate existing land tools, and to identify steps that should be included in the design of new land tools to meet the needs of both men and women.

The process of designing the evaluation criteria itself also needs to be gender-responsive—taking into account different voices from grassroots to land professionals, to make sure we find out what we need to know

about land tools, such as land titling, land taxation, enumeration or city-wide slum upgrading.

What should the framework include?

Land tools are evaluated from many angles. The assessment of a land tool from specifically a gender perspective is likely to complement, or be part of other, wider, evaluations. As such, it needs to be designed to specifically capture what is important in terms of gender, and be user-friendly enough to be used both by gender experts and non-specialists.

When discussing gender relations, one quickly comes to realize that it is about power, society and culture. The evaluation criteria recognize these deeper issues, but focus specifically on how a land tool can influence gender inequalities. Deeper, systemic changes have to take place in parallel, and cannot be evaluated by an examination of a land tool by itself. A tool is only one piece of the much larger puzzle. To see if a land tool meets the criteria, evaluation questions have to be asked and answers found through indicators, or specific sub-questions. Some responses will be qualitative, and others quantitative. Some strive to deliver gender equality, while for others, equity is the starting point.



The way forward

Initial testing of the evaluation questions have already been done during the e-forum by looking generally at whether information can be found to answer the questions, and relate them to indicators, for different land tools. Similarly, a number of case studies were examined.

The next step is to run pilots to test the gender evaluation criteria in different countries, to refine the evaluation questions, design local indicators, find appropriate information sources and collection methods and see if the method works.

The piloting exercise will need to decide:

- Which questions and indicators are appropriate for the particular situation, country and tool being assessed;
- How new tools being developed could be more responsive to gender;
- Which stakeholders are driving the gender agenda, as this will change which questions and indicators are prioritized; and
- What scale is being used, as different questions and indicators will be more appropriate for different scales (for example, at city or national level).



GLTN strives to be at a stage where we can assess whether a large-scale land tool has acceptable gender-responsiveness (so we can share good practices), basic gender-responsiveness, or weak gender responsiveness (where tools need to be refined to better reach both women and men), and explore what factors make a tool particularly gender-responsive or not.

If you want to be part of this process or have suggestions, please contact us:

GLTN Secretariat facilitated by UN-HABITAT
PO Box 30030, Nairobi 00100, Kenya
Tel: +254 20 762 31 16
Fax: +254 20 762 42 65
Email: gltn@unhabitat.org
Web: www.gltn.net

This brochure was prepared based on two GLTN workshops in Lukenya, Kenya and Bagamoyo, Tanzania during 2007/2008 and an e-forum organized in 2008.

The gender evaluation criteria table was compiled by Diane Dumashie, Åsa Jonsson, Silvia Mantilla, Siraj Sait, Birte Scholz and Jude Wallace based on contributions by participants from the above e-forum.



Gender evaluation criteria for large-scale land tools

How can we judge if a land tool is responsive to both women and men’s needs?

Despite progress on women’s rights, rights to land and security of tenure are not enjoyed equally by women and men in many parts of the world. This goes against international human rights, and also impacts negatively on households and the economy.

Gender issues related to land are complicated. They involve sensitive social and cultural territories and challenge deeply rooted power structures. At the same time, we know that for a land tool to be effective, it needs to go beyond a technical lens and also consider social dimensions such as gender.

The Global Land Tool Network’s work to date on criteria for designing new, or evaluating existing, land tools from a gender perspective is presented in this brochure. The gender evaluation criteria framework explores how to judge whether a large-scale land tool is sufficiently gender-responsive, to identify where more work needs to be done, and possible entry-points to make a tool equally beneficial to women and men.



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