



REFITTING GENDERED LAND GOVERNANCE STRATEGIES WITH NEW GLOBAL AND REGIONAL DEVELOPMENT FRAMEWORKS: OPPORTUNITIES AND CHALLENGES FOR LAND AND GENDER ADVOCATES

**M. SIRAJ SAIT¹, MINO RAMAROSON², REBECCA OCHONG³,
MELISSA PERMEZEL⁴**

1. University of East London (UEL)
2. Huairou Commission
3. Habitat for Humanity International
4. United Nations Human Settlements Programme (UN-Habitat)

Presenting: Siraj Sait <S.Sait@uel.ac.uk>

**Paper prepared for presentation at the
“2018 WORLD BANK CONFERENCE ON LAND AND POVERTY”
The World Bank - Washington DC, March 19-23, 2018**

Copyright 2018 by author(s). All rights reserved. Readers may make verbatim copies of this document for non-commercial purposes by any means, provided that this copyright notice appears on all such copies.

Land Governance in an Interconnected World

ANNUAL WORLD BANK CONFERENCE ON LAND AND POVERTY
WASHINGTON DC, MARCH 19-23, 2018



Abstract

Gender inequalities in land rights continues to be prevalent despite broad consensus that strengthening women's property rights is crucial for reducing poverty and achieving equitable growth. The global development community has recognized the importance of equitable and secure land and housing rights as a means to addressing poverty, food security and other global challenges as is reflected in the adoption of land rights related objectives in several global and regional frameworks. This paper assesses the preparation, choices and strategies adopted by the Global Land Tool Network (GLTN) towards the implementation of SDGs and other global and regional policy frameworks and reviews prospects of breakthrough. It is based on an on-going gender and land strategy development project in the land sector for GLTN and engagement with diverse land actors and collaborating partner organizations.

Key Words: Gender equality, Global Land Tool Network, New Urban Agenda, Sustainable Development, Tenure Security



1. Introduction

Strengthening women's access to land and property rights continues to be a vital part of the global agenda to foster gender equality, poverty reduction and equitable growth. Recent mandates and thinking not only reconstruct land and gender but also prompt shifts in gender strategies and methodologies in the land related sector. Through the SDGs, land emerges as a significant multi-dimensional and cross resource and a pathway to achieving the SDGs. The New Urban Agenda (NUA) (UN-Habitat, 2016) addresses land rights through gender-sensitive responses, will accelerate the process of social cohesion and the realization of equitable cities and human settlements

In order to implement the SDGs, leading land organizations and stakeholders have stepped up their collaborations and refitted their strategies to be more effective in monitoring the land-related indicators, securing land rights, promote responsible land governance and implementing gendered tools at country and local level (Gupta and Vegelin, 2016). This paper is an exploration of the experience of member partners of the Global Land Tool Network in responding to the challenges and opportunities provided by the new mandates and developments with regard to enhancing women's land rights.

The SDGs provided an expansive scale and depth on women's interconnected and multidimensional land rights. The 2030 Agenda for Sustainable Development contains land-related targets and indicators under SDGs 1, 2, 5, 11 and 15, with eight targets and twelve indicators related to land. Yet, gender equality is at the heart of these indicators, with the SDG land indicator requiring Countries to "show the proportion of total adult population with secure tenure rights to land, with legally recognized documentation and who perceive their rights to land as secure, by sex and by type of tenure." This evidence based approach, and based on confidence in land rights, invests the resources and energies of actors in the land and gender sectors into concrete measures and outcomes (Adams and Judd, 2016). Such commitments have thus created opportunities and challenges for the various stakeholders in staying relevant in the face of the new and existing sustainable development discourse demands and thus require innovative and evidence based approaches that facilitate women's land and related rights.

As the New Urban Agenda (paragraph 35) notes, "increased security of tenure for all, recognizing the plurality of tenure types, and [...] developing fit-for-purpose and age, gender- and environment- responsive solutions within the continuum of land and property rights, with particular attention to security of land tenure for women is key to their empowerment, including through effective administrative systems." (Satterthwaite, 2016) The NUA encourages a holistic and multidisciplinary approach to land rights that is linked to recognising the continuum of land rights, fit for purpose land administration and ultimately women's empowerment (Deninger et al, 2010). Other frameworks that recognise the importance of equitable and secure land and housing rights include the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests (VGGT), the Framework and Guidelines on Land Policy in Africa (F&G), and African Union (AU) Agenda 2063.



The Global Land Tool Network's (GLTN), the 77-member network, set up in 2006 has been a pioneering force on pro-poor gender responsive tools. Independent evaluations of the GLTN in 2008 and 2016 considered its gendered land tools to be among its key strengths (UN-Habitat, GLTN and IIRR, 2012). GLTN work contributes to the discourse on gender and land through its global technical tools based interventions, capacity development and despite its country level work, its localization approach. Focusing on regional/country-level interventions has helped to build political consensus/will to address aspects i.e. gender, in relation to issues such as land. However, SDGs have created social and political capital for CSOs for dialogue with governments at country-level and with regional government bodies, including statistical bodies. In this regard, GLTN strategies have evolved from generic global and regional action plans to country level and local action plans with GLTN partners collaborating with a variety of expertise and roles. GLTN has also emphasised social dimensions and the role of civil society in developing sustainable and gender responsive strategies.

As GLTN moves to Phase III (2018-23), and updates its gender strategy, its partners go beyond simply restating the core objectives of women's equality at the global and regional level, and are striving for meaningful action benefiting women particularly at the local level, using an SDG-informed methodology. This paper reviews the growing recognition of gender concerns in relation to the NUA and other global frameworks, and how its influences before the role that GLTN and its partners have played in changing land and gender strategies. This leads to a discussion and presentation of key lessons learnt since GLTN's foundation in 2006. Finally, this paper discusses the progress of Phase III and its roadmap, reflecting on the legacy and future of GLTN's endeavour to enhance women's land rights.

2. Gender equality in sustainable development frameworks

The New Urban Agenda (NUA) has multiple commitments to increase security of tenure for all particularly for women and recognizes the plurality of tenure types (UN-Women, 2016). At the same time states have been urged to anchor a normative framework for women's land rights by not only enacting strong laws, but also to ensure equal rights are realized as is evidenced in international and regional policy tools and targets, such as the Voluntary Guidelines on the Responsible Governance of Tenure (VGGTs) and the Africa Union's (AU) commitment of 30% target of new documented land rights allocated to African women by 2025. The stand-alone Sustainable Development Goal (Goal 5) on gender equality and empowerment of women and girls for example as well as the gender equality targets in other Goals has transformed expectations, advocacy and the pursuit of gendering the land agenda.

In contrast to the limited scope and promotional nature of MDG3, SDG 5 on gender equality and empowerment is far more ambitious and interconnected than other SDGs (Sachs, 2012). It incorporates women's access of land and resources within the



paradigm of economic and environmental sustainability, as well as the aspiration for rights based, peaceful and inclusive societies. Beyond the imperative of adopting a multi- lens perspectives and responses on land, the SDGs trigger an extensive project for sex disaggregation of data across many indicators while refurbishing the methodology for their collection, interpretation and use to further land rights. The SDG based approach thus fundamentally alters the nature of relations, capacity and resources between the various players central to the realisation of SDG5 and gender equality targets in other goals. The land and gender SDG constructions not only prompt conceptual reappraisal of gender and land but have reformulated strategic interventions, professionalization and localization at global, regional and country and levels.

The striking aspect of land in the SDG and indicators is not merely the number of times it surfaces but the various ways it does. The SDGs have included land rights dimensions under several goals, namely poverty eradication (1.4), food security (2.3) and gender equality (5.a). Several indicators specifically mention land while there are other indicators where land is a gateway to the achievement of other rights, such as goal 11 on sustainable cities and communities (11.1; 11.3). Thus, SDG breaks the silos within which land found itself often side-lined for the pursuit of good land governance was not merely intrinsically important for land rights, including women's rights, but derived from and contributing to broader sustainable development and holistic women's equal opportunities and empowerment.

In order for land tools to work they have to address the structural causes of poverty, discrimination and legal systems (Agarwal, 1994). The endeavour to strengthen women's control over land and other forms of property is to be addressed alongside women's improved access to basic services, natural resources, appropriate new technology and financial services. The interventions are both specific to land as well as general programmes to provide training, loans and practical skills to empower poor women economically, give them agency, opportunities and increase awareness and support of women's rights. While several land based CSOs have been multi-dimensional in their mandate, the SDGs reaffirmation of interconnectedness of land has led to rethinking, realignment and redeployment of many other now ways of addressing women's land rights in all its manifestations. The insertion of women's land rights as a specific target within SDG5 on gender equality reasserts the general consensus on the imperative of women's land ownership and control for development (Shawki, 2016).

However, the game changer has been the inclusion of targets and its land-related indicators that rely on empirical evidence to measure and secure land rights with correlate with reference to women's welfare, productivity, equality and empowerment. Target 5a provides that states "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, financial services, inheritance and natural resources, in accordance with national laws." This was never straightforward, as seen in the second indicator of target 5.a., "proportion of countries where the legal framework (including customary law) guarantees women's equal rights to land ownership and/or control". These targets seem to require extensive statistical work but also demands wide



ranging analysis on a range of issues. The SDGs have thus generated a range of new skills and capacities, not merely within professional organisations, but also within the support, feeder and general organisations which has led to its own complexities and challenges that need to be reviewed.

The SDG-led approach offers significant opportunities to empower local women and communities by letting their facts and perspectives determine the global agenda. The land and gender debate has to avoid being cast as a top down endeavour as empowerment and change mostly materialise at the local level with grassroots women's active leadership. Women's groups, who have further pushed on participative research, mapping and data collection, have however resisted the notion of officially sanctioned statistics determining planning and interventions.

This professionalization of the gender and land work has necessitated the retraining and retooling of several local and national actors and initiatives. At the same time, there have been concerns over how the statistics would be used and whether it could undermine the hard fought achievements in the arena of women's land rights. Here, the challenge is information sharing as well as building of trust that the SDGs will be localised in operation and decision-making and will support local initiatives. Thus, the SDG agenda and monitoring process "global framework-local action" will have to be fully grounded in grassroots and local initiatives and ratified through multi-stakeholder consultations and implementation that makes it relevant, inclusive and sustainable. The multi-stakeholder discussions on GLTN Gender Strategy have been far from sterile consensus as the quest for SDG and NUA implementation has brought together actors with different and sometimes competing perspectives, priorities, frames, values, and agendas for discussions that have led to norm contestation and norm change.

3. Characterising the role of GLTN in the land and gender landscape

The Global Land Tool Network (GLTN), launched in June 2006, is a dynamic alliance of more than 77 global and regional land actors and stakeholders subscribing to a core set of values and principles and a shared work programme aimed at delivering improved tenure security. GLTN includes actors from all relevant professions and disciplines, civil society and grassroots organizations, multilateral and bilateral organizations. Its partnerships include a growing number of national governments and local municipalities. Its core objective is therefore to contribute to poverty alleviation and sustainable development focusing on land tool development and implementation, coordination, capacity building and support networks.

Securing tenure for all, particularly for women, the poor and vulnerable groups, has been at the centre of the GLTN's work thus far. Since 2006, when the GLTN's gender agenda was adopted at a Roundtable convened at the World Urban Forum at Vancouver, partners identified a set of methodologies and strategies for developing land tools to promote equal tenure security for both women and men. GLTN



recognized women are not a homogenous group with regard to land, and different groups of women have different interests and face different challenges. During phase 1 operations, significant progress was made with **the GLTN Gender Mechanism** proposed as a multi-stakeholder, multi-stage, multi-scalar methodology and process promoting women's leadership, voices and priorities in tool development. Partners have identified a set of strategies and methodologies for developing land tools promoting equal tenure security for both women and men (Sait, 2006).

Since 2012, during Phase 2, GLTN further consolidated its work on the gender and land agenda by fostering partnerships for country-level implementation. This saw the development, testing and implementation of land tools at scale. During 2014 and 2015, GLTN and UN-Women in collaboration with other partners to conduct a global action research review initiative to develop the Inter-sectional and **Continuum Land Tenure Model**) (UN-Women, 2017) examining and describing the layers of vulnerabilities women experience with regard to secure tenure and identifying possible tenure options, and summarizing the state of play with respect to access to and control over land and property.

GLTN has also been part of the **Global Land Indicators Initiative (GLII)** (Nairesiae et al, 2017), aiming to monitor land tenure security through collaborative and inclusive processes focused on measuring women's access to land and tenure security. SDG indicator 1.4.2 measures "the proportion of total adult population with secure tenure rights to land, with legally recognized documentation and who perceive their rights to land as secure, by sex and by type of tenure." Alongside this, GLTN has worked with partners to develop guidelines to increase access to **Land for Women in the Muslim World** (Sait and Lim, 2006; UN-Habitat, UEL and GLTN, 2010; 2011). With over 20 percent of the world's population being Muslim, this agenda has explored how distinctive Islamic land principles and practices can be recognized in the region. Looking at these elements in the context of legal pluralism alongside international legal frameworks, national laws, customs and traditions has helped to promote women's access to land. This publication provides practical and evidence-based guidance on how to improve women's access to land as an essential element to achieve social and economic development (Ombretta, Sait and Khouri, 2018).

The challenges encountered by land and gender advocates can broadly be classified into three areas. The first is the comprehensive response to the new complex construction of land in the SDGs, turning land inside out with explicit linkages to several previously affirmed and new areas. The second is the negotiation and contribution to the exercise on devising appropriate indicators and collecting data toward monitoring targets. The third challenge is to recognise and ensure that the SDG driven process must work at the local level, generating grassroots ownership, multi-stakeholder support and avoiding negative unintended consequences. GLTN partners including the Huairou Commission, University of East London, Habitat for Humanity International, International Federation of Surveyors, Landesa and the International Islamic University of Malaysia have addressed these three challenges of data-based, locally-driven and holistic perspectives on women's empowerment through land rights.



4. GLTN's tools-based approach to gender issues

GLTN's approach to gender has involved multiple tools and practice-based agendas that reflect upon the diversity of challenges that pertain to land. GLTN's review of gendered tools and practices can be divided into four categories:

- i. GLTN Gender Crosscutting Land Tools arising out of gender as a core value and cross-cutting GLTN issue provide the framework and philosophy generally for its thematic focus, for example gender responsive Youth Responsive Criteria;
- ii. GLTN Gender Specific Land Tools, which directly address significant issues in relation to women's access to land and tenure security, for example the Gender Evaluation Criteria (GEC)
- iii. GLTN Responsive Land Tools where generic land tools serve to, inter alia, facilitate women's participation, equality and rights with respect to land, for example Social Tenure Domain Manual (STDM).
- iv. Generic Gendered Land Tools, for example gender budgeting or sex-aggregated data collection that has been developed by GLTN partners or others. Alongside a review of GLTN land tools, this reviews GLTN publications and knowledge exchange with respect to gendering land tools.

The GLTN gendered approach has several distinct characteristics. GLTN tools adopted a technical lens aimed at reforming professional practices and official systems, which was pioneering. This is derived from studies of the range of tenure rights of women, not merely individual ownership and the study of legal and land management systems that affect them.

GLTN tools recognized that women's land rights contexts are complex and require a social lens, for example engaging with cultural and faith dimensions thereby requiring appraisal of customary land rights (Varley, 2007). GLTN's renders land rights sustainable by aligning the project with broader development agenda such by for example challenging deeply rooted power structures. The gendering of land tools by GLTN is about the process, outcome and women-led partnerships agency and capacity.

Each GLTN tool is assessed as an effective and scalable product and equally for the partnerships it harvests, capacities it generates, and its ability to address both short-term objectives as well as broader contribution to land reform and women's empowerment through land rights. These characteristics make GLTN gendered framework uniquely placed to address the challenges in the land sector.

A core value of GLTN that enhances women's rights is the development, recognition and application of the 'Continuum of Land Rights'. GLTN has not only popularized the concept, marking a paradigmatic shift from individual and formal rights to pluralisms but has operationalized it.



This inclusive, pro-poor and gender-responsive approach which incorporates tenure rights that are documented as well as undocumented, formal as well as informal, is significant for women and groups, including formal, informal, collective, religious and customary land rights.

Several gender-responsive tools, such as the Social Tenure Domain Model (STDM) emerged from GLTN's promotion of the continuum of land rights to overcome the limitations of the conventional land administration (Lemmen, 2010) approach in recognizing rights of all, including secondary rights of women, and its inability to deliver security of tenure at scale. Similarly, GLII Gender Land Indicators as other monitoring mechanisms test the legal recognition of a continuum of land rights, and the extent to which women's legitimate land rights and uses are protected through customary or statutory tenure regimes.

A specific category of women identified by GLTN not merely as target group but as agents of change are grassroots communities and women. The Grassroots Mechanism provided a role for grassroots participation in the design and implementation of all GLTN tools, including 'technical tools' where grassroots had earlier been excluded. This is an example of moving from 'tokenism' to full participation as seen in GLTN activities.

An example of the intersection of Gender and Youth cross cutting issue is the GLTN Youth and Land Responsiveness Criteria (YLRC). Like the Gender Evaluation Criteria (GEC, 2008), the YLRC is both a diagnostic as well as an intervention tool. Collaborating with the UN-Habitat Youth Unit, and youth organizations, GLTN Youth-Led Action Research on Land Commencement Workshop is an example of how a youth and gendered lens creates a more complete vision. The task for GLTN partners is to further incorporate the gender and youth (perhaps age) dimension into its work.

The insertion of gender in GLTN's conflict and disaster land campaigns has been promising. GLTN's has looked at the relationship between land and natural disasters that has contributed to the increased vulnerability of poor people and has weakened the capacity of poor people to recover from disasters. A GLTN publication developed ten gender informed principles to guide post-conflict settlement planning that leads to more equitable, peaceful and sustainable communities.

A similar opportunity arises for GLTN in its land and conflict stream of work. In 2014, the Rule of Law Unit of the Executive Office of the Secretary General requested UN-Habitat to lead the drafting of a Secretary General Guidance Note on 'Land and Conflict', where GLTN has been a leading partner of a global alliance. At least since the UN Security Council Resolution 1325 (2000) on the role of women and peace and security, efforts to improve land systems in fragile as vital to prevention on conflicts, peacekeeping and peace building have been ongoing.



Together these diverse yet interlinked aspects of GLTN's work on land and gender has helped to formulate a robust agenda that has allowed for a critical and evolving approach to gender issues.

5. Lessons learned

An important aspect of the GLTN experience since 2006 has been the learning process through which understandings of policy formulation and implementation have been development. There are five main aspects of the development agenda that GLTN has recognised as essential strategically deliver on the NUA and the SDGs through the Phase III Gender Strategy.

Firstly, multi-scalar approaches, partnerships and capacity development are a prerequisite for interventions, which seek to enhance sustainability, scalability and to effectively address the complex interlinkages between land and gender issues. Without strategic action, capacity development and implementation at the global, regional and country level objectives cannot be achieved.

Secondly, multi-stakeholder approaches are important to embedding interventions. Promoting strategic partnerships with central governments and establishing national capacity building frameworks to address sub-national government gaps on gender-related aspects of land can help create cooperation agreements with incentives rather than just mandatory measures. Civil Society Organisations (CSO) and grassroots movements may play a significant role, through capacity development. Private sector organisations may also play a role in some sectors and contexts. It is important to deepen relations with local and regional actors' in-order to establish clear commitment among relevant territorial actors.

In addition, activate citizen participation mechanisms are critical. Implementing dialogues, labs, workshops among women groups, community-based organizations and sub-national governments can help to tackle gender and land related issues. GLTN partners are well equipped to support national and sub-national government levels as well as community and CSO actors with tools, methodologies, and policy frameworks to create or strengthen the land and gender related systems. For instance: LABs, School of Women Leaders, mapping and enumeration tools, Fast Track methodologies for land tenure regularization, Territorial Information Management System Platform, conflicts mapping methodologies, STDM, among many others.

Further, GLTN's localization strategies, through the creation of sub regions and country levels action plans has revealed how context-driven approaches to sustainable development are valuable to re-orientating global narratives on land and agenda. Through system-based policies that focus on land use planning, land administration and land management, a municipal and planning policy-based approach can be critical to addressing and embedding gender-responsive tools.

Other relevant partnerships such as universities and research institutions and judicial authorities may also play a vital role in capacity development initiatives and can contribute to identifying highlight gaps and challenges within the context of women



and land rights. Women's organizations and right holders must (continue to) be key partners, not only beneficiaries of this Gender Strategy, while capacity development is essential to addressing land and gender issues.

6. Introducing GLTN Phase III (2018-2030)

As GLTN programmatic focus shifts to Phase III (2018-2030), the original commitment made to mainstreaming and prioritizing its gender-informed work is no less relevant. In fact, the multiple mandates from SDGs to NUA (Caprotti et al, 2017) reinforce the global consensus that relevant, effective sustainable land tools that work for all, must address diversity particularly gender. A key feature of the new strategy is the consolidation of strategies towards institutionalized approaches and strategic interventions to scale up land tools for countrywide implementation and impact.

The challenge is that women's land rights can neither be parallel to mainstream processes nor be perceived as the dominant diversity discourse at the expense of other vulnerable categories. In this respect, one of the emerging GLTN themes on Intersectional Land Rights (Multiverse) would be highly significant as it addresses multiple categories and contexts for women's rights in a systematic manner (addressed below). The new GLTN strategy will form the basis of intensive planning and programme formulation for the third phase of GLTN operations.

Based on the GLTN Phase III draft strategy paper in order to maximize the Networks impact, the updated GLTN Gender Strategy (GGS) core vision is: "to lead the land sector to interpret the new global land commitments in country contexts, with a clear, robust and agile approach to gender equality." GLTN's mission is therefore to:

1. Encourage a vibrant and effective partner-driven network
2. Embed gender practices into existing tools and to achieve continuous, major and concerted improvements in levels of adoption and implementation at scale
3. Provide effective, focused and innovative tools that include the poor and marginalized and produce gender equitable outcomes along a continuum of land rights
4. Build and improve on our fundamental core values and principles of GLTN
5. Emphasize the inclusion of everyone to improve their access to security of tenure through the continuum
6. Tell people about our key phase III feature that we are moving from demonstrating local impact of land tools to country-wide impact as a basis for further scaling up
7. Set priorities and work out solutions that society can afford



These can be achieved by building on the diversity of GLTN partners and their track records in implementation; being open and consulting others; basing decisions around sound normative practice and research; Valuing and contributing to the development of our partners; and being efficient and effective.

The nature and scope of this initiative involves several GLTN partners taking this gender and land agenda further. Firstly by helping build both the knowledge required on the intersection between gender and land, but also developing more comprehensive strategies that responds to new and emerging opportunities and challenges for interventions of the Network in anticipation of Phase III.

This also informs GLTN's strategic response to implementation of the SDGs and the NUA in addition to re-aligning priorities and key interventions on gender and land. Specifically, this involves: reviewing the collective body of work/materials of GLTN partners since 2006 on strengthening gender equity in land governance; making an inventory of existing GLTN land tools and identifying critical gaps in engendering tool development and implementation; drawing lessons from selected countries in implementing gender-responsive and pro-poor land interventions; exploring mechanisms for GLTN partners to address gender related land issues within the global agenda; and formulating a strategic road map on gender and land towards implementation in anticipation of GLTN Phase III. Creating this vision for Phase III through the Gender Strategy involves two parts.

The first is a strategic review including research, interviews, a survey, consultations with a wide range of partners and role players in the land sector, engagement with the GLTN Steering Committee and the International Advisory Board, and a strategy drafting process. This forms the backdrop to the creation of the Gender Strategy, giving a strong evidence-based approach.

Further, the Huairou Commission and University of East London in collaboration with other GLTN partners Habitat for Humanity International, Oxfam, International Land Coalition (ILC), International Federation of Surveyors (FIG) and Landesa led an Expert group meeting on the margins of the World Urban Forum in Kuala Lumpur Malaysia in February 2018. The EGM brought together key experts, practitioners and leaders in the fields of gender and women's rights, land and development, and related fields for discussion on the design, purpose, desired impact and broad content required in delivering the GLTN Phase III Gender strategy, and to consider and plan for its practical implementation.

All GLTN partners share a common appreciation of the need to develop land tools at scale. They also support the core values of the Network, namely for any initiative to be pro-poor and gender sensitive in nature. They also agree that it must be affordable, and work towards equity, support subsidiarity, and consist of a systematic large-scale approach rather than the more common ad-hoc small-scale initiatives.

The gender architecture within UN Habitat, GLTN and partners, is highly important to achieve delivery. The depth of partner representation, ensuring the focal person understand the importance of GGS, noting the need to ensure they effectively



represent their organization, and it is broad and deep enough in order to facilitate better collaboration and maximum impact in achieving GGS goals. These aspects strengthen the shift towards Phase III.

7. Programming for GLTN's Phase III Gender Strategy

The gender embedding process of participatory capacity development within GLTN partner networks has enthused and enabled partners to facilitate the process of further empowering their respective audiences. Partners remain committed to a continuing journey to evolve Gender equality but also recognize that challenges remain ahead in order to ensure a truly global outreach at country level and at scale.

Gender equality must be at the centre of the land governance debate. Land does not only reflect distribution of power within a country, it also reflects the power distribution within households. With strong evidence base now available we need to build for advocacy and agency importantly grassroots women are calling for a focus on processes and on alternative frameworks for meaningful engagement. The GLTN Gender Strategy is an entry point for GLTN and its partners to provide a continuing process framework that initiates change.

The Gender Strategy offers the opportunity for big picture thinking, which transcends administrative boundaries and a way of building more sustainable communities that enable equal access to secure tenure titling. The prime objective of this program is to formulate ideas and plans for the next evolutionary steps for the GGS initiative in order to facilitate and contribute to implementation and scaling-up.

The Gender Strategy is set in the context of GLTN's phase III strategy that in turn is influenced by the global land agenda. The purpose of this document is for the GLTN team to consider the following inputs into a wider emerging strategy. As a basis for more structured discussion and drafting on the formulation of a gender strategy for GLTN proposes a Road Map to expand upon priorities over the short, medium and long terms. While recognising that GLTN is in a state of transition from phase II towards Phase III, the document recognises the need to marshal key strategic goals to meet the needs identified. The outcomes will then inform the choices on where to invest GLTN funds and prioritize priority actions.

In-terms of programming the Gender Strategy, the approach of GLTN is critical. Firstly, performance is critical, and as such being agile and globally aware in delivering against our objectives in different contexts in key. Further, maintaining universal standards that recognise that the core objective of the strategy is to embed gender-responsiveness. GLTN continues to take a leading role in the development of this agenda with other key instigators and partners. GLTN's reputation as a role model institution and responsible partner organisation in the eyes of all stakeholders is key to facilitating shifts ensuring that the global community makes progress towards these objectives. Ensuring innovation and efficiency is a key part of this, with the continued development and provision of world-leading training, knowledge and information for all partners.



As such, the purpose of programming the Gender Strategy is to create a more integrated approach that embeds a cross-thematic gender approach helping deliver a common plan, which will enable GLTN partners to focus on key initiatives.

8. Proposed Roadmap

The proposed roadmap focuses on the program i.e. opportunities and strategies, rather than budgets, functions and processes. Recognizing that GLTN is in a transition phase from phase II towards Phase III, it is recommended to marshal key strategic goals to meet the needs identified. To achieve this program GLTN will need to be prepared to make a series of tough choices on where to invest GLTN funds and prioritize. Also, over this plan period it is expected that further operating efficiencies will be found from the deployments of enhanced technology, contacts improvements in capability performance and through greater prioritization. GLTN is in a unique position and continuing with initiative is a challenging yet realistic long-term ambition.

Taking advantage of the unique opportunity that emerges from the New Urban Agenda requires recognition of how the global landscape in relation to gender is changing. With the recently concluded mid-term review of the GLTN Phase II program, GLTN has an opportunity to re-consider its priorities and key interventions for the upcoming phase III. This means reflecting upon GLTN's current role, strengthening global partnerships, and continuing to consider the global land and development agenda.

First, the priority of Phase III will be reflecting upon pilot schemes undertaken with partner organisations. Concentrating on the Gender Evaluation Criteria developed by GLTN and piloted or implemented in collaboration with partners in more than 40 countries will help move towards scaled-up implementation. In order to gain traction, such schemes need to have self-generating momentum where partners have significant role in developing nuanced perspectives at the national, regional and community-level.

Second, the strength of GLTN lies in its ability to develop partnership networks, which inform its working agenda. This includes leading organizations from civil society, research and capacity development institutions; land professional bodies, multi-lateral and bilateral organizations. Together these networks involving a range of individuals, organizations and governments can help operationalize the Gender Strategy. While historically GLTN programs have tended to concentrate on partners acting on a piecemeal, one-off project approach, enhancing and strengthening accountability and transparency within the network, and promote true partnership working is a critical requirement.

Third, the global land development agenda continues to influence GLTN's approach in influencing both policies and discourses on land governance at the global, regional and, increasingly, national levels. Creating gender responsiveness through fit-for-purpose land administration approaches and monitoring is important (Zevenbergen et al, 2013). GLTN supports the development of strategies, plans and policies by government authorities at various levels, and consistent with the provisions of the



international frameworks, supporting the development and/or implementation of land policies to improve tenure security, including supporting broader institutional development. This means creating meaningful participation drawing lessons from the country experiences to re-align the global agenda setting, prioritization and key interventions.

9. Putting GLTN's Gender Strategy into perspective

The Gender Strategy leverages on GLTN's strong brand identity as a source of innovation and advocacy to develop and champion the testing of innovative land tools to promote tenure security. In the context of the global land agenda, UN Habitat and the World Bank share custodianship of indicator 1.4.2. This presents GLTN and specifically the GGS strategy with an important opportunity to anchor and build on the on-going work being done through the Global Land Indicators Initiative (GLII). As facilitator, GLTN will strengthen its role and resource-base to support the monitoring and measurement of this indicator alongside SDG2, 5, 11 and 15 – where UN-Habitat is custodian of SDG11. The Gender Strategy is therefore critical to enhancing, clarifying and affirming the measurable impact, at scale of the NUA and SDGs.

Various opportunities and synergies arise from the development of GLTN's Gender Strategy. The generation of evidence-based and practical guidance, knowledge sharing, capacity development, and enhancing cooperation, corresponds well to the mandates provided by international frameworks. There is a significant opportunity for GLTN to lead in strategic capacity development and helping frame how this should take place. The GLTN secretariat's role in commissioning different organisations to undertake delivery of GGS sponsored projects agreed in the collaborative work plans. A good example in the past is the originating Pilot activity led by the Huairou Commission in 2010/11. This will allow GLTN to play an enabling role in facilitating a multi-sectoral approach where by public, private and civic sectors can fulfil their ambitions.

Through lobbying, GLTN will be able to build relationships with existing and newly identified partners particularly on infrastructure and connectivity issues, identifying common issues to both build and share best practice. Engaging with existing partners and stakeholders can help investigate opportunities and challenges in up-scaling gender equality approaches in the strategy. Working closely with public sector organisations including local authorities, government agencies and departments can help influence and challenge the status quo, informing on-going reform towards gender equality and promote governance and culture shifts within governance bodies.

Research is a critical aspect of GLTN's approach to the Gender Strategy. As an authoritative source on gender equality and outreach of land tools, promoting best practice requires reflecting on existing research and intelligence networks from its partners, and new research to help guide decision-making. Horizon scanning is part of this, helping align government land and economic policy and the Gender Evaluation Criteria at scale, as well as identifying relevant policy trends and government partnerships that may provide strategic opportunities.



Openness is also a critical feature of GLTN's strategic approach. Despite not being able to maintain a large structure of internal sub-groups, by operating in the spirit of transparency and integrity, the GLTN secretariat can and will encourage partners to talk to and stimulate conversations with groups of different sectors to find out more about key issues and opportunities. Existing champions and partners have an important role to play in facilitating this two-way communication.

10. Challenges for GLTN's Gender Strategy

Three significant challenges for GLTN implementation of its Gender strategy are resources, capacity, addressing the structural causes of landlessness and obstacles to women's land rights. GLTN partners are addressing capacity gaps collectively, bringing together the variety of expertise to meet the SDG implementation challenges. The GLII initiative is a successful example of networking and joined up efforts that has yielded results in a difficult terrain. This is equally true of the successful Gender Evaluation Criteria (GEC) and the Muslim Women's Access to Land Reference Group, however more has to be done to float the scale and to address the structural causes. This is particularly true when working in difficult contexts such as conflict or disaster, as many GLTN partners do.

As with other multi-scalar strategic programmes, the scenario of too few resources for an ever-expanding pool of initiatives is a concern. Finding ways of articulating the NUA in sustainably is therefore important with the nature of the global agenda relying on capacity development for positive outcomes. Advocacy on the contribution of responsible land governance to a broad range of key development objectives might help to mobilize the necessary funding. In addition, land based finance should be keenly looked at to generate the revenues required for other land governance tasks.

Another challenge is to maximize the opportunities for truly embedding a gender equal approach in programs and initiatives that are implemented at scale. Adding to sustainability and utilizing available knowledge, creativity and emerging communications technology to create lasting societal change is difficult. Yet, by moving into the up-scale phase of the GLN programs the development cycle provides different opportunities for collaboration between partners.

Fundamentally, the momentum for societal change needs to be from civil society (grassroots, professionals etc.) in their role as implementers, but also a role as strategic partners in influencing government actors. Importantly the GLTN secretariat can only facilitate not generate ownership of the GGS as a tool for change and the next step evolution. This course of action demands an approach that means partners have to lead, influence and steer societal change.

However, GLTN recognizes the resource-constrained environment in which it works. The annual work plan for GLTN is a collaborative one that is developed based on inputs from the partners through the range of partner categories. The GGS Road map will be finalized to align to the finalization of the GLTN work plan end of April, this enables it to be submitted to donors in time to agree the tie down the budget activities



around the GLTN priorities for the next [3 years]. Priorities therefore include ensuring monitoring and measuring, and developing new collaborative and resourcing models.

As a driver of the progressive land agenda, GLTN sees itself as helping to facilitate cooperation among its partners to deliver and achieve genuine transformations in the way gender equality is embedded the way land is regarded and managed then it needs to steer, direct and row. Ultimately the opportunities are set in the context of the GLTN Phase III draft strategy. We recognise that it must focus on key issues in order to achieve its objectives. GLTN operates as a Strategic Leader aiming to add value by connecting people and activity to make most of the talent, ideas and investment available.

To achieve sustainable pathways in the light of GLTN's resource commitments, it is necessary to develop a strategic direction for the Gender Strategy. A well organized and inspiring communications function is vital to ensure good flows of information if the goal to evolve the GGS to capably influencing and impacting at scaled-up implementation. This vital function rests with GLTN over the Roadmap period 2014-2023.

11. Driving towards gender equality: get things even, get things equal

GLTN's Phase III Gender Strategy highlights four strategic themes in moving towards the realisation of this new agenda. This involves partnership working, building institutions, strengthening communication and facilitating knowledge management, which together inform the Gender Strategy's aims and rational actions needed to drive future discussions. Leveraging GLTN's wider partner policies, programs and tools is essential to widening and coordinating partnership activities if this strategy is to become common-place and have future resilience and evolve to a new operational platform. While not easy, the road map approach and indicates the starting point for discussions and actions being drawing lessons and setting an objectives-based approach drawn from GLTN's recent agenda. These can be organised into three main categories: partnership working, communication and knowledge management, alongside leverage and leadership skills.

PARTNERSHIP WORKING

1. Widening and coordinating partnership activities. Creating momentum for change i.e. domestic, political drivers and incentives, building on GLTN's strategic networks to promote societal shifts.
2. Public sector engagement. Scaling-up initiatives and promoting radical change requires efforts need to be made with government stakeholders through which access to basic infrastructure, reach and resources is possible.
3. Fostering good land governance. Influencing good governance in nation states requires the creation of fit-for-purpose approaches. Voluntary Guidelines (VG) can help promote tenure security and gender equality principles.



4. Embedding the GLTN Gender Strategy into partner wider programs. By using the GGS as a strategic sub-component of multiple programmes will help embed gender-responsive approaches at a greater scale, helping to institutionalise gendered land tools.
5. Encouraging partnerships with NGOs. Regional Grassroots NGOs such as Slum Dwellers International, Action Aid and Oxfam all have program deliverables that includes equal access to land for men and women. GLTN can use these as an entry-point to building closer ties with the GGS.
6. Discover opportunities with the private sector: A fundamental tenet of the GLTN land tools/ GEC is its understanding of technical land tools. Opportunities in both the land profession and corporate sector exist to partner. GLTN will provide research and intelligence to facilitate engagement.
7. Cross-fertilization with other Gender initiatives in organisations operating Regional programs. Exploring collaborative approach that provide benefits for users through up-scaled joint approaches with other Gender initiatives in existing organizations can have longer-term benefits.
8. Working with UN Habitat offices. The UN Habitat administrative infrastructure at regional level provides both the strategic influence and regional structures through which to deliver the GEC at a country scale.
9. Political landscape. The success of the GGS is linked to initiating and responding to political and societal change. This means that for the GGS to make a difference creating openness and longer-term approaches is critical.
10. Traditional institutions. Social and cultural considerations are key influencers in creating gender equality in relation to land and as such influence the scaling-up localised initiatives. Commissioning global knowledge studies and further pilots will build understandings of how local dynamics affect land governance processes.
11. Government stakeholders. Institutional governance is essential to up-scaling local initiatives. This requires articulating the value of changing institutional norms and how organisations and help promote better outcomes.
12. Private stakeholders. Upscaling and embedding gender-responsiveness requires the involvement of land and property professionals, and as such GLTN's role will be to articulate the agenda as well as lobby and steer Member Associations.
13. Societal groups. Building awareness of how cultural perceptions influence gender inequality is important for change in all aspects of land governance. GLTN will continue to engage with partners to achieve clear directions on what and why equality is important in relation to land.



COMMUNICATION AND KNOWLEDGE MANAGEMENT

14. Establishing a dedicated community of Global knowledge. This is essential to up scaling and providing clear communication, where ensuring dedicated resources can be used to promote accessible information for all partners on an appropriate platform.
15. Establishing an appropriate digitally based approach. This is essential to helping build GLTN's digital presence and its approach to marketing and communications. GLTN will commission internal dedicated resource to ensure comprehensive use of digital technology is accessible to all partners, on an appropriate platform.
16. Innovative practices to encourage key gender land tools, e.g. GEC take- up needs to continue. GLTN will influence and challenge its partners to continue to develop innovative thinking and practices.
17. Partner arrangements with Technical expertise. Combining technical and process-based understandings is essential to facilitating public, professional and community partnerships, where technical expertise is lacking.

LEVERAGE AND LEADERSHIP SKILLS

18. Partners will leverage their networks to work toward understanding and developing practices to up-scale at the Community level. GLTN will engage with cluster partners to continue to develop innovative thinking and practices.
19. Monitoring and Evaluation. As a continuing process the Gender strategy provides a strategic framework for ongoing complex interventions. Monitoring and evaluation is therefore critical (for example using the GEC), enabling partners to critically assess the impacts of interventions
20. Understanding People. Managing relationships and people dynamics during interventions is critical to success. As such dealing with conflict, pre-conceptions and suspicion from other stakeholders is key.
21. Understanding the role of technology such as social media. Utilizing local and social media to disseminate information, especially in local languages is an imperative in the success of initiatives to date.
22. Managing processes of implementation over a large Geographical area is also key. Geographic up-scaling particularly creates potential difficulties for grassroots organisations unable to cover large geographical area. This results in both financial and human resources constraints.
23. Growing recognition of an equal process with Men and Women. Vitrally scaling-up approaches requires wide spread advocacy maintaining open access



to research and intelligence it achieves and support both men and women in all its training, without which gender responsiveness is hard to achieve.

24. Personal Communication and leadership Skill development. Critically, continuing to promote leadership skills and empowerment at grassroots level is essential. Personal leadership growth helps communities grow and fosters societal change with wider impacts.

NEXT STEPS

The GLTN Gender Strategy is a continuous learning process for the network, and for the partners active in women's land rights movement. Feedback from the Expert Group Meeting in Kuala Lumpur in February 2018 has been followed up with discussions among the reference group that was formed to lead the GLTN Gender Strategy, will continue consultations with partners both individually and in focus groups. At CSW 62, GLTN partners organised a side event on 'Secure Land Rights For The Achievement Of Gender Equality And The Empowerment Of Rural Women And Girls', echoing the themes of the Gender Strategy. At the World Bank conference 2018, this paper and the draft Gender Strategy will be discussed at the Women's Caucus.

A revised version of the document will then be presented to a bigger audience at the 2018 GLTN Partners' meeting scheduled for April 2018. It will be accompanied by action planning and programme development consultations. This Gender Strategy would need to be aligned with and mainstream into the GLTN Strategy for Phase III. It is envisaged that the gender strategy will be a living document, with periodic review and improvements over time and will form part of GLTN's strategic response to new and emerging issues around land and gender. It also marks a shift in the multi-stakeholder dynamics and approaches to gender and land issues in the SDGs.

References

Adams, B., and Judd, K., (2016) 2030 'Agenda and the SDGs: Indicator framework, monitoring and reporting', *Agenda*, 10(18), 1-5

Agarwal, B., (1994) *A field of one's own: Gender and land rights in South Asia*, 58, Cambridge University Press

Caprotti, F., Cowley, R., Datta, A., Broto, V.C., Gao, E., Georgeson, L., Herrick, C., Odendaal, N., and Joss, S., (2017) The New Urban Agenda: key opportunities and challenges for policy and practice, *Urban research & practice*, 10(3), 367-378.

Deininger, K., Augustinus, C., Enemark, S., and Munro-Faure, P., (Eds.) (2010) *Innovations in land rights recognition, administration, and governance*, World Bank Publications



Gupta, J., and Vegelin, C., (2016) 'Sustainable development goals and inclusive development', *International environmental agreements: Politics, Law and Economics* 16(3): 433-448

Lemmen, C., (2010) *The Social Tenure Domain Model A Pro-Poor Land Tool*, GLTN; Nairobi

Nairesiae, E., Wegerif, M., Fletschner, D., Anseeuw, W., and Ndugwa, R., (2017) '*Evidence Based Land Governance To Achieve Agenda 2030; Experiences From Global Land Indicators Initiative Global Land Indicator Initiative (GLII)*' World Bank: Washington, DC

Ombretta, T., Sait, S., and Khouri, R., (2018) *Women and Land in the Muslim World: Pathways to increase access to land for the realization of development, peace and human rights*, GLTN: Nairobi

Sachs, J.D., (2012) 'From Millennium Development Goals to Sustainable Development Goals', *The Lancet*, 379(9832), 2206-2211

Shawki, N., (2016) "Norms and normative change in world politics: an analysis of land rights and the Sustainable Development Goals", *Global Change, Peace & Security* 28(3), 249-269

Sait, S., (2006) *GLTN Gender Mechanism for Implementing Land Rights*, UN-Habitat: Vancouver

Sait, S., and Lim, H., (2006) *Land, Law and Islam: Property and human rights in the Muslim World*, Zed Books: London

Sait, S. (2010) *A Training Course on Land, Property and Housing Rights in the Muslim World*, UN-Habitat, UEL and GLTN

Sait, S., and Peters, B., (2011) *Islamic Principles and Land: Opportunities for Engagement*, UN-Habitat, UEL and GLTN

Satterthwaite, D., (2016) 'A new urban agenda?' *Environment and Urbanization*, 28(1): 3-12

UN-Habitat (2016) *The New Urban Agenda: Quito declaration on sustainable cities and human settlements for all*, UN-Habitat: Quito

UN-Habitat, GLTN and IIRR (2012) *Handling Land: Innovative Tools for Land Governance and Secure Tenure*, UN-habitat: Nairobi

UN-Women (2016) *Gender Equality and the New Urban Agenda*, UN-Women: Quito

Land Governance in an Interconnected World

ANNUAL WORLD BANK CONFERENCE ON LAND AND POVERTY
WASHINGTON DC, MARCH 19-23, 2018



UN-Women (2017) *Multiverse of women construct and identify the tenure options that work for different categories of women along the continuum of land rights*, Working Paper

Varley, A., (2007) 'Gender and property formalization: conventional and alternative approaches', *World Development*, 35(10), 1739-1753

Zevenbergen, J., Augustinus, C., Antonio, D., and Bennett, R., (2013) 'Pro-poor land administration: Principles for recording the land rights of the underrepresented', *Land use policy*, 31, 595-604.