

How to do

Securing Women's Tenure Rights

Land tenure toolkit



How To Do Notes are prepared jointly by IFAD's **Sustainable Production, Markets and Institutions Division and the Environment, Climate, Gender and Social Inclusion Division** and aim to provide practical suggestions and guidelines to country programme managers, project design teams and implementing partners to help them design and implement programmes and projects.

They present technical and practical aspects of specific approaches, methodologies, models or project components that have been tested and can be recommended for implementation and scaling up, including best practices and case studies that work and can be used as a model in a particular field.

How To Do Notes may also illustrate "Tools" for good practice design based on best practices collected at field level and they may guide teams on how to implement specific recommendations of IFAD's Operational Policies, standard project requirements or financing tools.

The **How To Do Notes** are "living" documents and will be updated periodically based on new experiences and on feedback. If you have any comments and suggestions please contact the originators:

Originators

Harold Liversage

Lead Technical Specialist, Land Tenure
Sustainable Production, Markets and Institutions Division
Email: h.liversage@ifad.org

Steven Jonckheere

Senior Technical Specialist, Gender and Social Inclusion
Environment, Climate, Gender and Social Inclusion Division
Email: s.jonckheere@ifad.org

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This How To Do Note (HTDN) was prepared by Marie-Lara Hubert Chartier, gender and tenure specialist and Harold Liversage with contributions from Steven Jonckheere, Giulia Barbanente, Mir Md Shahrir Islam, Francesco Ajena and Oliver Mundy. Thanks are due to the peer reviewers: Philippe Remy, Caroline Bidault, Ivonald Da Cruz, Fiona Flintan, Nerina Muzurovic, and Maria Elena Mangiafico.

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Contents

INTRODUCTION	1
UNDERSTANDING WOMEN'S TENURE RIGHTS IN DIFFERENT CONTEXTS.....	2
INTERNATIONAL LEGAL AND POLICY INSTRUMENTS	2
NAVIGATING LEGAL PLURALISM	3
UNPACKING THE HETEROGENEITY OF THE "WOMEN" CONCEPT	4
<i>Indigenous and Tribal Women</i>	5
<i>Afro-Descendant Women</i>	6
<i>Pastoral Women</i>	6
MEASURES FOR IMPROVING WOMEN'S TENURE SECURITY.....	7
OVERALL MESSAGES AND LESSONS LEARNED	7
KEY MEASURES FOR STRENGTHENING WOMEN'S TENURE SECURITY.....	7
WAY FORWARD: TOWARD GENDER TRANSFORMATIVE TENURE SECURITY MEASURES FOR WOMEN.	10
GUIDELINES FOR INTEGRATING MEASURES TO STRENGTHEN WOMEN'S TENURE IN IFAD SUPPORTED PROGRAMMING	11
<i>IFAD POLICIES AND GUIDELINES.</i>	11
<i>COUNTRY, REGIONAL AND INTERNATIONAL POLICY ENGAGEMENT.</i>	11
<i>COUNTRY STRATEGIC OPPORTUNITY PROGRAMME (COSOP).</i>	12
<i>PROJECT DESIGN.</i>	13
<i>MONITORING AND EVALUATION.</i>	14
<i>PROJECT SUPERVISION, IMPLEMENTATION SUPPORT AND COMPLETION.</i>	16
ANNEX 1: REFERENCES	18
ANNEX 2: KEY CONCEPTS & DEFINITIONS	20
ANNEX 3: IFAD'S CORE OUTCOMES TENURE INDICATOR	21
ANNEX 4: CASE STUDIES	23
BURKINA FASO, MALAWI, MOZAMBIQUE, SIERRA LEONE AND UGANDA.....	23
BURKINA FASO	23
BURUNDI.....	23
EL SALVADOR	24
ETHIOPIA, GUATEMALA, KYRGYZSTAN, LIBERIA, NEPAL, NIGER AND RWANDA	24
ETHIOPIA	24
ETHIOPIA	24
MADAGASCAR	25
KENYA, MALAWI, MOZAMBIQUE AND UGANDA.....	25
MOZAMBIQUE.....	25
NEPAL.....	26
NIGER.....	26
RWANDA	26
TANZANIA.....	27
UGANDA	27
ANNEX 5: GENDERED TOOLS FOR IMPROVING WOMEN'S TENURE SECURITY	28
THE HOUSEHOLD MENTORING APPROACH.....	28
TOOLS FOR ANALYSIZING AND RECOGNIZING RIGHTS.....	28
<i>Continuum of land rights (GLTN)</i>	28
<i>Gender evaluation criteria (GEC) (GLTN)</i>	29
<i>Gender action learning system (GALS) (Oxfam Novib, IFAD)</i>	29
<i>Gender and Land Rights Database (FAO)</i>	29
<i>Governing land for women and men – A technical guide to support the achievement of responsible gender-equitable governance of land tenure (FAO)</i>	29
<i>International Land Coalition's National Engagement Strategies (NES)</i>	29

<i>Land and conflict: a toolkit for interventions (USAID)</i>	30
<i>Land Portal Foundation</i>	30
<i>Learning Route (IFAD, ILC, Procasur)</i>	30
<i>Land tenure and property rights assessment tools (USAID)</i>	30
<i>Land tenure and property rights framework tool (USAID)</i>	30
<i>Land tenure and property rights: Situation assessment and intervention planning tool (USAID)</i>	31
<i>Land Tenure and Property Rights Matrix (USAID)</i>	31
<i>Policy makers guide to women's land, property and housing rights across the world (UN-Habitat)</i>	31
<i>Regional land use planning (GLTN)</i>	31
<i>The land governance assessment framework – Identifying and monitoring good practice in the land sector (World Bank)</i>	32
<i>Voluntary Guidelines on Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (CFS)</i>	32
<i>Women, Business and the Law Database (World Bank)</i>	32
<i>Women's Land Tenure Framework (Landesa)</i>	32
RECORDING RIGHTS	33
<i>Social tenure domain model (GLTN)</i>	33
<i>CaVaTeCo (Terra Firma)</i>	33
<i>Cadasta</i>	33
<i>SOLA & Open Tenure (FAO)</i>	33
<i>Mobile Applications to Secure Tenure (USAID)</i>	33
DEFENDING RIGHTS	33
<i>Advocacy Toolbox (ILC)</i>	33
DESIGNING	34
<i>A practical guide for addressing gender concerns in land titling projects (World Bank)</i>	34
<i>Gender in agriculture – Toolkit for integrating gender-related issues in land policy and administration projects (World Bank, FAO, IFAD)</i>	34
MONITORING AND EVALUATING.....	34
<i>Gender issues in monitoring and evaluation in rural development: a tool kit (World Bank)</i>	34
<i>IFAD's Results Management Framework Tenure Indicator</i>	34
<i>IFAD / GLTN Impact Evaluation Guidelines</i>	34
<i>IFAD Tenure Monitoring and Evaluation "Quick Guide"</i>	34
ANNEX 6: EXAMPLES OF ACTIVITIES TO BE CONSIDERED IN DESIGN/IMPLEMENTATION	35
<i>Public awareness</i>	35
<i>Dispute resolution</i>	35
<i>Institutional development</i>	35
<i>Specific services for women during land titling and registration activities</i>	35
<i>Property registration and distribution of titles</i>	36
<i>Investigating ownership and other rights</i>	36
<i>Registration of transactions</i>	36
<i>Gender-responsive staffing and training</i>	36

Introduction

This How To Do Note (HTDN), prepared jointly by IFAD's Land Tenure and Gender teams, aims to describe how rural women are affected by insecurity of land tenure¹ and how such issues can be addressed in the formulation and implementation of IFAD's results-based country strategic opportunities programmes (COSOPs) and investment projects. Part 1 provides an analysis of women's tenure rights in different contexts; Part 2 presents the main lessons learnt and key messages; and Part 3 presents guidelines for integrating tenure and gender-related measures in IFAD supported projects. Further information is provided in the Annexes on references, key concepts and definitions, case studies, tools and examples of activities to be considered in the design and implementation of projects. The Note will also be posted online as a "living" document. We encourage the readers and users of the Note to continue sharing lessons learnt from experience and any other suggestions with IFAD's Land Tenure and Youth Desks through the contacts provided on the cover page.

Women represent 43 per cent of the agricultural workforce and produce more than half of the world's food.²

While women are often the primary users of land for residential and agricultural purposes, they are particularly vulnerable and disadvantaged under most tenure systems (see Box 1 below). They are frequently denied primary ownership or user rights to land and other natural resources, or they are assigned weaker rights – inducing vulnerability³. Evidence shows that women are more likely to be disenfranchised of their tenure rights if they are not protected.⁴ The COVID-19 pandemic has further exacerbated the situation, disproportionately affecting rural women's rights.

Box 1 Key Messages

- Regardless of the type of indicator used, evidence shows that **women are significantly disadvantaged relative to men with regard to their tenure rights**. This is true for all dimensions of land rights associated with agricultural land: ownership, management, transfer and economic rights.
- **Globally, less than 15 percent of all landholders are women**. The distribution of women landholders ranges from 5 percent in the Middle East and North Africa to 18 percent in Latin America and the Caribbean.
- **Women constitute a significantly smaller share of all landowners**. The proportion of women out of all landowners ranges from less than 20 percent in Honduras to slightly over 50 percent in Malawi.
- **Women reported owners are less likely than men to have a legal document proving ownership** of their plots or to have their names on the land ownership document.

FAO/CGIAR. 2018. The Gender Gap in Land Rights

IFAD's experience shows that improving women's economic status is essential for the overall improvement of their social status and well-being. Yet, for their economic status to improve, in general, they need secure land tenure rights. Tenure security is a key factor for IFAD's agenda for mainstreaming environment and climate change, gender, youth and nutrition and to address its strategic priorities for achieving inclusive and

¹ In this report, "land" refers to both land and the associated natural resources, such as water, wetlands, pastures and forests but also fish and coastal marine resources. "Land tenure" refers to the rules and norms and the institutions that govern how, when and where people access land and associated natural resources or are excluded from such access. "Land tenure security" refers to enforceable claims on land and natural resources and people's recognized ability to control and manage land and its natural resources. (Adapted from IFAD, 2008.) Policy on Improving Access to Land and Tenure Security).

² FAO. 2011. SOFA Women in Agriculture: Closing the gender gap in development. The publication explains that the figure refers to agricultural labour force, on average, in developing countries. The range across regions goes from 20 per cent in Latin America to 50 percent in parts of Africa and Asia. Only a few countries go above 60 per cent of female agricultural labour force.

³ World Bank, FAO, IFAD. 2009. Gender in Agriculture Sourcebook, Toolkit for Integrating Gender-Related Issues in Land Policy and Administration Projects, Washington and Rome.

⁴ Victoria Stanley and Paul Prettitore. 2020. How COVID-19 puts women's housing, land, and property rights at risk. World Bank Blog

sustainable rural transformation⁵. One of IFAD's principles of engagement in supporting land tenure is the focus on the gender dimensions of land rights⁶. IFAD's Policy on Improving Access to Land and Tenure Security (2008) provides overall guidance and sets out the principles of engagement in supporting land tenure, including the identification of women's access to land as a key area for IFAD's tenure-related interventions and the specific challenges faced. Moreover, IFAD's Policy on Gender Equality and Women's Empowerment (2012) recognizes that more secure land tenure rights within both statutory and customary systems are key to achieving the strategic objective of women's economic empowerment.

IFAD's current Strategic Framework (2016-2025) commits the Fund to promoting secure tenure and equitable rights to, and governance of, land, territories and natural resources by designing programmes that directly address issues of access and tenure and promoting policies at the national and international levels that establish secure access to resources as a central tenet of rural transformation. Moreover, gender equality is one of the main guiding principles. IFAD's Gender Action Plan 2019-2025 "Mainstreaming Gender-transformative Approaches at IFAD"⁷ provides further guidance on the bold and transformative steps needed to achieve the 2030 Agenda⁸ and highlights the importance of securing women's tenure rights.

Understanding women's tenure rights in different contexts.

International legal and policy instruments

International legal and policy instruments lay out a clear foundation for women's rights to land and other productive resources⁹. Through its General Recommendation No. 34, the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) was the first international instrument specifically addressing the right of rural women. The Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (Tenure Guidelines) reiterate the principle of gender equality, calling upon States to "ensure that women and girls have equal tenure rights and access to land, fisheries and forests independent of their civil and marital status"¹⁰. The Tenure Guidelines, negotiated by States worldwide, offers the first international guidance on land governance. It specifically asks for policies and laws that ensure tenure rights to be non-discriminatory and gender-sensitive. Adopted in 2018, the UN Declaration on the Rights of Peasants and Other People Working in Rural Areas (UNDROP) reiterates that States must ensure that peasant women and other women working in rural areas enjoy the "equal access to, use of and management of land and natural resources, and to equal or priority treatment in land and agrarian reform and inland resettlement schemes"¹¹.

Following the 1995 Beijing Global Conference on Women, many government institutions showed considerable interest in reviewing the progress of gender equality. Many have reformed their constitutions and national laws to guarantee women's equal property and inheritance rights, and in 2013, 115 countries

⁵ IFAD. 2020b. The Land Tenure Security Advantage: A catalytic asset for sustainable and inclusive rural transformation.

⁶ IFAD. 2008. Policy on Improving Access to Land and Tenure Security.

⁷ IFAD's Gender Action Plan 2019-2025 "[Mainstreaming Gender-transformative Approaches at IFAD](#)"

⁸ Gender transformative approaches (GTAs) refer to interventions and programmes that identify and challenge the structural roots of inequality and power differences between women and men. They depart from gender mainstreaming approaches, in which gender issues have been all too often approached as an add-on to core programmatic objectives and reduced to enhancing women's tokenistic participation in program activities. Integrating GTAs in rural development programs and interventions can offer innovative pathways to redress inequalities embedded in rural women's and men's access to land, rural services and markets; and an enhance women's livelihood outcomes through the recognition, protection and enjoyment of their rights as well as their ability to enjoy and benefit from those rights over time. Such an integration will require understanding gender dynamics surrounding land rights, but also engaging intimately with broader programmatic design and implementation strategies to identify entry-points for effectively transforming policies and processes that (re)reproduce discriminatory gender relations.

⁹ An exhaustive assessment of the international and regional legal and policy framework can be found in the OHCHR's 2013 publication: [Realizing Women's Rights to Land and Other Productive Resources](#). OHCHR. 2013. Realizing Women's Rights to Land and Other Productive Resources, HR/PUB/13/04. New York and Geneva. See pages 5-13.

¹⁰ Principle 3B.4, Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security, CFS, Rome, 2012. Women often access land through male relatives: husbands, fathers or brothers. Even in countries where the legal framework gives women equal rights to access, use and control land, the policies and legislation frequently prescribe additional requirements for women in order for them to achieve the same level of tenure security as men.

¹¹ Article 4.2(h), United Nations Declaration on the Rights of Peasants and Other People Working in Rural Areas, A/HRC/RES/39/12, 2018. Article 17.1 refers specifically to the "right to land".

had specifically recognized women's property rights on equal terms to those of men¹². Over the past decade, 131 countries enacted 274 legal and regulatory reforms in support of gender equality¹³. National law provides the foundations for achieving responsible gender-equitable governance of land tenure¹⁴. Gender-equitable laws and rules provide an enabling environment¹⁵ in which women and men are more likely to be able to exercise and realize their rights to land equitably¹⁶.

Policy-related gaps still remain, but a lot of progress has been made and a major part of the remaining challenge revolves around the implementation of policy and enforcement of laws¹⁷. Even in countries where good laws exist, women frequently do not enjoy their rights to access and control productive resources. Implementation is too often hindered by sociocultural norms and women's lack of knowledge of their entitlements¹⁸. Gender issues related to land are intricate and involve politically sensitive areas and deeply-rooted, unequal power structures. Addressing women's lands rights goes beyond the technical aspects of legal and institutional frameworks at the country level.

Navigating legal pluralism

In numerous national legal contexts, customary and informal land rights overlap with statutory (formal) land rights. This is often characterized by a lack of clarity on the jurisdictional boundaries of the different tenure systems, which is fundamentally challenging in ensuring the rights of marginalized groups. Legal pluralism is common throughout the world; this complex legal framework of overlapping rights, competing authorities and often contradictory rules can have potentially negative implications for gender-equitable governance of land tenure when laws and customary norms and practices conflict.¹⁹

Focussing on conducive implementation strategies. Even in contexts where strong and coherent laws may exist, they may not be applied because regulations, procedural manuals and implementation strategies are lacking – or simply because implementation proves to be difficult contextually. It is therefore essential to improve land law enforcement and develop gender-equitable regulations, procedures and strategies for implementation.²⁰

Building capacities for all. Women's access, control and use of land can be hindered by insufficient capacity either at the level of the target population or at the level of local and national institutions. Target populations may not be fully aware of women's land rights and of the ways in which women can benefit from and contribute to land policy processes. Building the capacity of these groups, as well as that of local and national institutions, thus becomes of paramount importance and requires an assessment of the available financial and technical resources for this purpose.

To achieve long-lasting positive impacts, legal literacy for gender-equitable land tenure governance is crucial. It requires both women and men to be aware of what is legally possible. They must receive adequate information on how to record land rights, engage in land transactions, and participate in the processes and institutions of land tenure governance. They must also understand the complexity of land issues, the limitations of the law and of the implementation capacity of land administration and management institutions, and the various formal and informal options, mechanisms and legal spheres that may be available for

¹² UN Human Right and UN Women. 2013. *Realizing Women's Rights to Land and Other Productive Resources*.

¹³ UN Women. 2020. *Gender Equality: Women's Rights in Review 25 Years After Beijing*.

¹⁴ Gender-equitable governance of land tenure ensures that women and men can participate equally in their relationships to land, through both formal institutions and informal arrangements for land administration and management. Gender and gender roles shape the opportunities and constraints that women and men face in securing their livelihoods, including their access to land, decision-making about land, and the institutions that administer land and other productive resources. See: FAO. 2003. *SEAGA Socio-Economic and Gender Analysis Programme macro level handbook*. Rome.

¹⁵ Englert, B. & Daley, E. 2008. Introduction. In E. Daley and B. Englert. *Women's land rights and privatization in Eastern Africa*. Woodbridge, UK, Boydell and Brewer.

¹⁶ Tenure security can be safeguarded under various forms that make clear the rights of land users and owners: formal titles; clear, long-term rental contracts; reliable lease agreements; or formal recognition of customary and legitimate informal rights, with accessible and effective dispute mechanisms.

¹⁷ OHCHR. 2013. *Realizing Women's Rights to Land and Other Productive Resources*, HR/PUB/13/04. New York and Geneva.

¹⁸ United Nations. 2009 *World Survey on the Role of Women in Development: Women's Control over Economic Resources and Access to Financial Resources*, including Microfinance (No.E.09.IV.7).

¹⁹ FAO. 2011. [Governing land for women and men](#) – gender and voluntary guidelines on responsible governance of tenure of land and other natural resources, E. Daley and C.M. Park. Land Tenure Working Paper No. 19. Rome.

²⁰ FAO. 2008. [Compulsory acquisition of land and compensation](#). Land Tenure Studies No. 10. Rome.

pursuing their land claims. Efforts to improve legal literacy should address the customary discrimination that pushes some women to let go of their statutory land rights, even when they are aware of their rights.²¹ Local leaders, judicial authorities and land sector administrators and technicians – all actors charged with implementing land laws and running the institutions of land tenure governance must understand the law and its implications.²²

Uphold highest standards for women's participation. Women are greatly underrepresented in land governance decision-making and management processes. Land administration and management structures tend to be dominated by men at national and sub-national levels. Equal participation is also an essential component of the human rights-based approach. For participation to be active, meaningful and effective, it must first and foremost be free and informed, and decision-making bodies must be accessible to women.

Too often, women's participation is non-transformative and suffers from elite capture. Meaningful participation of women is about more than numerical presence; the selection of women should be done democratically, in particular to ensure that the voices of the most disadvantaged women are heard (pastoralists, migrants, older women, etc.). Moreover, women should be educated about their roles and responsibilities in the system. Otherwise, it becomes difficult for women to participate meaningfully. Gender-equitable participation in land policy-making processes is a first step towards responsible gender-equitable governance of land tenure. All implementation activities should therefore be rooted in the core principles of human dignity, non-discrimination, equity, justice and gender equality.²³

A quota approach has been applied with the objective of ensuring a minimum participation threshold. In some contexts, it has been observed that this approach has resulted in the creation of a ceiling, rather than an opportunity to aim for equality. While quotas do not represent a sufficient solution to women's participation, they remain a valid approach in many contexts and are often used in the pursuit of women's representation.

Secure sustainable economic opportunities. Access, use and control of land are directly related to economic development; they are central to women's economic empowerment. Gaining access and control over a piece of land can lead to improved security of tenure, social status as well as income-earning opportunities. Sustainable Development Goal (SDG) 5.a calls for closing the gender gap by promoting equal rights to economic resources, ownership and control of land and ensuring women's access to resources. The reforms referred to in SDG 5.a should include any programming on women's economic empowerment, including capacity development for duty bearers and rights holders.²⁴ Secure land rights for female farmers and businesswomen can improve investment, access to sources of credit and better land use and productivity, with women frequently regarded as being a lower risk for defaulting on loans than men. Cultural barriers, however, can influence policy development and implementation in ways that do not capitalize on women's role in land development programmes. Outdated registries and other challenges in collecting and monitoring data also limit the availability and quality of the available information on women's access to land.

Unpacking the heterogeneity of the “Women” concept

Policies and programmes that treat women as a homogenous group often conceal multiple types of discrimination. Depending on the cultural context, socially constructed categories of vulnerability influence the extent to which women can enjoy their rights to access, control and use land. In most societies, a woman's marital status is a key factor in determining her relationship to land. Perspectives of exclusion are plentiful: marital status, economic status, legal status, health status (HIV/AIDS), disabilities, age, urban and rural settings, ethnicity, social class, caste, etc. Victims of domestic violence are frequently trapped in violent relationships with partners on whom their access to land and other productive resources is contingent.

²¹ FAO. 2013. Governance of Tenure Technical Guide. Governing Land for Women and Men: A technical guide to support the achievement of responsible gender-equitable governance of land tenure. Rome.

²² World Bank, FAO, IFAD. 2009. Gender in agriculture sourcebook, Module 4: Gender issues in land policy and administration. Washington, DC and Rome. 144.

²³ FAO. 2013. Governance of Tenure Technical Guide. Governing Land for Women and Men: A technical guide to support the achievement of responsible gender-equitable governance of land tenure. Rome.

²⁴ UN-SWAP 2.0. 2019. Accountability Framework for Mainstreaming Gender Equality and the Empowerment of Women in United Nations Entities, Framework & Technical Guidance, Version 2, UN Women.

Diverse challenges also need to be identified and taken into consideration to ensure that land tenure interventions are tailored to the different realities of young men and young women.

Power dynamics at the community level can also permit elite capture, enabling the use and abuse of power by some women through local arrangements and institutions at the expense of others. Aggravating those discriminatory schemes are issues of land scarcity, states' weak capacity to enforce their legal structure, commercial pressures on land, land restructuring programmes, and urbanization.

Box 2 Youth and land tenure

Young people cannot be considered as a homogeneous group: a clear distinction needs to be made between young men and young women. Generally, as young people grow older, the autonomy of boys and men increases while that of girls and women declines. Young women remain trapped within the domestic sphere. An example of the different levels of autonomy is reflected in the differences in access to and control over land for young women and men.

IFAD. 2021. Access to land for rural youth employment and entrepreneurship, Land Tenure Toolkit.

While girls and older women share obstacles in accessing and owning land, as imposed by cultural barriers, social norms and customary rights, girls might not have the same concerns, ambitions and struggles as older women. Strategies should be targeting them specifically. Access to land and natural resources is a priority area in IFAD's Rural Youth Action Plan (2018).

Indigenous and Tribal Women²⁵

Indigenous Peoples and local communities' land cover over more than half the world's global landmass. Out of those, women make up more than half of the 2.5 billion people who customarily own and use these lands.²⁶ Yet, indigenous and rural women's rights to these vital lands and resources – together with their voices in the governance of these lands – have not earned significant attention in development circles. Securing women's right to community lands is argued to offer the most promising path toward peace, prosperity, and sustainability in forested and rural lands.²⁷

Projects affecting the use of land and natural resources have wide implications for Indigenous Peoples and tribal communities who depend primarily on these resources for their livelihoods, welfare and cultural identity. As one of the marginalized social groups, Indigenous Peoples are particularly at risk. Indigenous women have a close relationship with their land, and play a key role in families, communities, and nations as the primary food providers.^{28 29} In economic terms, indigenous women are highly dependent on land, as cash income is often derived directly from natural resources found on their community lands (e.g. non-timber forest products). When land is lost or degraded, indigenous women's daily life is seriously affected, as the burden of providing for the family's subsistence becomes heavier. Psychologically as well as socially, these women are under huge pressure, and their dignity and status in society are threatened.³⁰ The solution to securing their land rights is not necessarily the promotion of individual land rights.³¹ Individualization of common property may often result in a majority of men title-holders, thereby undermining the minimal rights that women enjoyed under customary arrangements. This is not only relevant for women in indigenous or tribal communities. Rather it is an issue that is relevant for many local communities in the developing world.

IFAD's Policy on Environment and Natural Resource Management (2012) includes improved governance of natural assets for poor rural people by strengthening land tenure and community-led empowerment as a core principle for achieving productive and resilient livelihoods and ecosystems. Its Policy on Engagement with Indigenous Peoples (2009) commits IFAD to promoting equitable access to land and territories for Indigenous

²⁵ Link to International Indigenous Women's Forum: <http://www.fimi-iiwf.org>

²⁶ RRI. 2017. Power and Potential: A comparative analysis of national laws and regulations concerning women's rights to community forests.

²⁷ RRI. 2017. Power and Potential: A comparative analysis of national laws and regulations concerning women's rights to community forests.

²⁸ CEPES. 2009. Revista Agraria, Centro Peruano de Estudios Sociales, Peru.

²⁹ ILC. 2009. Kathmandu Declaration of the 4th ILC Global Assembly, 21-23 Kathmandu, April 2009, Nepal.

³⁰ AIPP. 2013. Indigenous Women in Southeast Asia – Challenges in their access to justice, Asia Indigenous Peoples Pact, Chiang Mai; Tebtebba. 2011. Indigenous Women, Climate Change and Forests, Philippines..

³¹ Birgitte Feiring 2013. "Indigenous peoples' rights to lands, territories and resources". ILC, Rome

Peoples and to enhancing their tenure security by strengthening their own capacity to manage their territories and resources in a sustainable way. The policy also recognizes that IFAD must have an adequate understanding of the complex customary laws and systems that often regulate Indigenous Peoples' access to ancestral territories and resources.

Afro-Descendant Women

Extensively marginalized, Afro-descendants' reality and needs remained mostly unknown or ignored until recently. For every one in four Latin Americans identifying themselves as Afro-descendants, a long history of displacement and exclusion is shared. "The past two decades, however, have marked the beginning of a remarkable shift from this past. After decades of invisibility, Afro-descendants have been gaining greater recognition and voice, owing to the persistent work of their leaders and representative organizations".³² However, even with incremental adoption of ethno-racial reforms in many countries, Afro-descendants continue to be disproportionately represented among the poor and are vastly underrepresented in decision-making positions.

For many groups, and especially for women, non-timber forest products from communal forests and farmland are key sources of their livelihood^{33 34}. However, informal and formal tenure rights are threatened, including by the increasing number of conflicts leading to human rights crises in Latin American countries. Overcoming those crises requires addressing existing gaps in the bundle of tenure rights, including the gender gap.³⁵

Pastoral Women

As reported from all regions, recent changes in the economic and socio-political conditions affecting pastoral livelihood patterns, trends of migration and food and physical insecurity are reshaping the pastoral societies from within, impacting gender and generational relationships. Rangelands are under numerous threats and onslaughts. In this context, while women benefit from more decision-making power, socio-political and economic responsibilities, they are becoming increasingly excluded from access to productive assets due to the intensified competition for resources. This has provoked a worrisome erosion of women's rights.³⁶ In this context, legal and policy reforms designed to secure land rights should be ingrained in a highly sensitive approach. There is always a risk that while interventions are meant to secure pastoralists' rights, their impact worsens women's conditions and ignores their land rights.

Although pastoral societies significantly differ from one another, women's rights over resources are often channelled through their male relatives, limiting their actions and decision-making power. In some cases, women enjoy an equal position and are well integrated in the decision-making process. For example, in the Langtang community of Nepal, women make decisions over pasture land practices, as men are away most of the year. The same is true for the Plurinational State of Bolivia, where women shepherds in the Andes have a leading role in pasture management.

However, decision-making power does not necessarily mean access to and/or control over resources. Moreover, the weak position of women hampers their capacity to manage in a sustainable way the resources that are nominally under their control. Please refer to the IFAD publication on Lessons Learned – Pastoralism Land Rights and Tenure³⁷ for more information.

³² World Bank. 2018. Afro-descendants in Latin America: Toward a Framework of Inclusion, Washington DC.

³³ R.P. Neumann, E. Hirsch. 2000. Commercialisation of non-timber forest products: Review and analysis of research. Center for International Forestry and Research, Bogor, Indonesia.

³⁴ L.J. Shillington. 2002. Non-timber forest products, gender, and households in Nicaragua: A commodity chain analysis (M.Sc. thesis). Virginia Polytechnic Institute and State University, Virginia.

³⁵ Purabi Bose and al. 2017. [Women's rights to land and communal forest tenure: A way forward for research and policy agenda in Latin America](#).

³⁶ ILC. 2007. Mobile Livelihoods, Patchy Resources and Shifting Rights: Approaching pastoral territories, ILC, Rome. 16.

³⁷ IFAD. 2014. Lessons Learned: Pastoralism Land Rights and Tenure, Land Tenure Toolkit, Rome.

Measures for improving women's tenure security.

Overall messages and lessons learned

Investing in women's access to land and the associated natural resources is not only morally right; it is fundamental for social inclusion, rural transformation and poverty eradication. In general, efforts to secure women's rights to land will be more effective if:

1. They are linked to other measures aimed at women's economic and social empowerment.
2. They incorporate affirmative action measures, since non-discriminatory principles are not sufficient for change to occur;
3. They are done consultatively, built around customary norms and accompanied by awareness-raising campaigns;
4. They involve men and elders in the process;
5. They challenge the concept of "head of household" and allow joint ownership and registration of land and other assets;
6. Law reforms and changes in customary practices incorporate effective practical enforcement mechanisms;
7. Fair representation of women in government and decision-making bodies is assured.

Key measures for strengthening women's tenure security

Policy and legislative reforms are a critical starting point for promoting women's tenure rights. First and foremost is ensuring equality in the law in terms of ownership and inheritance of land. Building on this should be affirmative action measures both at the policy level and in terms of legislating the representation of women in land and natural resource management or administration bodies, especially at local government and community levels. Women should be actively involved in the formulation of policy and legislative reforms at every level of the process, from grass-roots consultations to facilitation of consultative processes to the actual drafting of policies legislations and regulations. At the community level in particular, separate meetings for and by women should be supported to enable them to identify and express their needs and demands. However, while there may be a strong recognition of the need for equality in women's rights to land in policy and legislation in many countries, this in itself may not be sufficient for ensuring this in fact occurs. Moreover, the recognition of gender parity in land and natural resource rights in policy and legislative frameworks may be lagging in certain countries. In these instances there is a need for continued advocacy support for changes in policy and legislation, based on sound research regarding the benefits for development targets and strategies.

Improving women's access to land and natural resources can be done in several ways, including inter alia: identifying and recognizing women's existing use of land and natural resources (including conservation areas, wetlands, forests, rangelands, riverine and coastal resources) that are either governed under communal tenure or managed as public land; identifying public or community lands that can be allocated to women's groups or individuals; recognizing women's role in farming familial lands – often as the primary producers – and as such, promoting the strengthening of their role in joint decision making over land use, production and enjoyment of benefits; ensuring that land is made available for production for household food consumption, which is typically done by women; promoting preferential treatment and affirmative action in land allocation / distribution in development projects, for example in the development or rehabilitation of irrigation schemes; provide women with financial, technical and legal support in the purchase or renting of land. One of the main ways in which women gain access to land owned in their own right is through purchase, often through increased income from income-generating activities supported by development projects. While improved access to credit and financial services can also enable women to purchase land, this comes with some risks and should be accompanied by business development services that enable women to develop sound business plans. This is also valid in all the different ways in which women can access land. Technical support in assessing the production potential is also required. Legal support will be required in negotiating

equitable agreements. Where possible land and natural resource rights that have been recognized or granted should be documented and registered (see below).

Documentation of women's tenure rights can take many forms and should not only focus on land titling or other forms of formal land registration. It could involve, for example, capturing women's land and natural resource use rights as part of local land and natural resource management plans; documentation of informal or customary land use agreements for women's groups in access community lands; guidelines and formats for the drafting of rental contracts for women (as individuals or in groups) or support in the drafting of wills for property inheritance. Nonetheless, there is a strong body of evidence from several projects and government interventions that the granting of formal land rights in the form of titling or certification – either as group, familial or individual rights – can have a positive impact on women's empowerment. The recognition of women's use rights as part of local land and natural resource management plans should be included in the associated by-laws. In the case of familial land, co-spousal registration of ownership rights should be actively encouraged. If possible, it should be made a condition of titling. Titling for women-headed households and collective titling for women's groups should also be promoted.³⁸ During the process of land registration, special attention should be paid to unregistered marriages, "illegal" wives and illegitimate children. Community bodies, including women's groups, should verify the various situations to avoid the exclusions of women, boys and girls from the registration. Documentation of land and natural resource rights is not in itself sufficient to improve the economic situation of the household. The documentation / recordation process needs therefore to be supported by other project's interventions that create positive synergies and allow the members of the family to be productive and increase their income. Hence it is important to provide the beneficiaries with packages of interventions which, in addition to land recordation, offer them other support measures that allow them to take full advantage of the benefits of a secure land rights.

Women's representation in local government and community land and natural resource management services can be a key factor in not only ensuring that women's land and natural resource rights are adequately understood and addressed; it can also be a key factor in the overall empowerment of women in public and community decision making. Targeted measures will be needed to support women's participation in land administration, especially in countries where severe gender disparities are deeply entrenched in cultural beliefs. Legislated mandatory representation of women in land and natural resource governance institutions is an important starting point, but it is insufficient for ensuring women's active and effective participation alongside their male colleagues and additional sensitization and capacity building support for both men and women and for local government and community bodies is most likely needed. Where legislative frameworks do not have a minimum requirement for women's representation and participation, it may still be possible to advocate and provide for this in projects, especially at the community level. Where possible gender parity should be strived for. However, while quotas can ensure a minimum participation, they can also sometimes evolve into a ceiling for women's participation. During implementation, data should be collected on women's representation and if this is inadequate, further measures should be suggested for strengthening their representation and participation.

Legal support and advice can be key in raising awareness of women's land rights (both statutory and customary), helping women to defend their rights and for resolving disputes or conflicts. Legal advice can be provided by lawyers, however, community based para-legal advice services have often proved to be more effective. Ideally there should be strong representation of women as para-legal workers. Services can be free of charge and often more accessible for women and communities in general. They can also reinforce existing local conflict resolution mechanisms, thereby avoiding long and costly procedures of the courts and other negative aspects, such as corruption. However, equipping and staffing of legal advice offices can raise questions of long term sustainability. Projects can support para legal centres for the duration of the project but long term sustainability may require local government support and / or payment for services.

³⁸ In rangeland contexts there can be both a collective and an individual tenure system, which coexist: collective tenure across the rangeland landscape and then, individual title of plots of land which are part of that rangeland landscape. A recent IFAD How to Do Note explores the topic of [Gender and Pastoralism](#)

Awareness raising has an important role in helping to remove barriers to women's access to land information within land sector projects and reforms and throughout all the processes and institutions of land tenure governance. Awareness raising and sensitization activities on women's land rights and associated tenure legislation and customary practices (including legislation and practices associated with property inheritance and ownership of assets) should always be carried out at the outset and should be continued throughout project implementation. Commitments should be sought in the wider community regarding women's involvement and participation in project activities and women's participation and representation should be actively encouraged, especially in the analysis of their access to land and other natural resources.

People need to be aware of issues and rights so they can exercise both voice and choice effectively. Project interventions that may impact on women's land and natural resource rights and livelihoods more generally should only be implemented with the agreement of those women that may be impacted upon, following the principles of "free, prior and informed consent" and "do no harm". Any negative impact should be properly compensated, ensuring that women are ideally left better off than before the intervention.

Information must be accessible in local language (written and spoken) and tailored to audiences at all levels, from national policy-makers to local communities at the grassroots, who may have different opinions, perspectives, experiences and languages. It is most effective when many different stakeholders – including those from government and civil society – collaborate and when entire communities are involved in awareness-raising activities.

Men should also be targeted and actively involved in awareness raising activities. Ideally male champions should be identified who can advocate for women's land rights especially at a leadership level. This requires a carefully thought-out strategy for reaching both women and men and working with diverse stakeholders at different levels. Important factors for success include using carefully targeted interventions, in collaboration with civil society organizations, facilitating women's clear leadership of awareness raising meetings, and adopting participatory approaches that works with local beneficiary communities.³⁹

Communication is crucial to changing values and attitudes, including those about gender and land and natural resource governance, tenure security and equitable access to land. Communication can mobilize people for development actions, such as claiming their land rights, while helping to build consensus on problems and their possible solutions through the participation of all stakeholders.⁴⁰ Gender-equitable communication methods need to be adopted. Rural women often have very limited access to print media and printed information, so oral and visual communication tools should be particularly stressed. Messages and information may also need to be translated into local languages, and should avoid technical or legal jargon. Community theatre and radios, comic books, songs, posters and videos are additional tools.

Training and capacity building on women's land rights and gender issues should be carried out at various levels (from community to local to national levels), including for community women's groups, project staff, local government land and community development officers, NGOs and national project / programme staff. This should include training in participatory methods for analyzing and securing tenure, relevant tenure related legislation, dispute resolution, good land and natural resource management practices and financial literacy. In addition to training all social groupings in these areas, targeted training should be provided to women, especially at the community level but also for a cadre of women as trainers.

Gender sensitization is an essential tool to drive behaviour and systematic change and to build a successful communication strategy for achieving sustained support for responsible gender-equitable governance of land tenure. Effective gender sensitization should target both women and men, across ages, castes, religions, ethnicities, social status, etc. Gender sensitization empowers women through information and assertiveness skills, but it is also important that men ensure the space for women to negotiate their needs. Achieving this may require tackling issues related to what it means to be a man or a woman in the culture concerned.⁴¹

³⁹ FAO. 2013. Governance of Tenure Technical Guide, Governing Land for Women and Men.

⁴⁰ FAO/GTZ. 2006. [Framework on effective rural communication for development](#). Rome and Eschborn, Germany.

⁴¹ WOLREC. 2011. [Women's access to land and household bargaining power](#): a comparative action research project in patrilineal and matrilineal societies in Malawi. Research Report No. 9. Rome, ILC, Women's Legal Resource Centre.

Gender sensitization on land tenure can take various forms: programmes for raising public and community consciousness about women's tenure rights; basic educational measures for informing women and men of their rights; actions that support legal literacy and protect land rights; and programmes that encourage the active participation of women and women's groups in the governance and management of resources.⁴²

Key elements for successful gender sensitization are:

- Sensitize both women and men, to change deeply held values and attitudes;
- Sensitize national, district and local leaders on gender and land issues;
- Promote women's participation in land sector projects and reforms by providing appropriate gender sensitization and training to all project staff, and to members of the local communities involved;
- Foster discussion of gender and land issues in a neutral forum, and ensure that effective and culturally appropriate mechanisms are in place for identification of, and discussion, negotiation and conflict resolution on the issues;
- Provide equal opportunities for women and men in gender sensitization, education and training (including study tours) in all land sector projects and reforms;
- Facilitate the appointment of qualified women to leadership and decision-making roles in land issues.
- Provide special training on gender issues to women, to foster new skills and resources for challenging their traditional roles and participating fully in the processes and institutions of land tenure governance.
- Provide special training on gender issues to men, to encourage them to ensure space for women to participate in land tenure governance, by tackling issues related to what it means to be a man or a woman in the culture concerned.
- Sensitize the media, to facilitate sustainable change at the community, local government and national levels.

Way Forward: Toward Gender Transformative tenure security measures for women.

Aligning with IFAD's goal and strategies, a new IFAD grant was awarded in 2020 to the Center for International Forestry Research (CIFOR) for the "Stepping up IFAD's Gender-transformative Approaches for Women's Land Rights Initiative"⁴³. This grant aims to contribute to the development and integration of gender-transformative approaches (GTAs), mentioned in the introduction, to promote and strengthen women's tenure rights in development programmes, policies and strategies in selected countries. Innovative approaches are needed to achieve the United Nations' Agenda 2030, including its goals of reducing gender and other social inequalities. Land rights – understood broadly as bundles of rights to access and make decisions over the use of land – is one of the areas where inequalities are prevalent.

The project aims to (i) develop and test transformative approaches and tools for strengthening women's land rights; and (ii) improve knowledge and awareness of how to integrate such approaches to promoting women's tenure rights in rural development interventions. The expected results include: (a) 7,000 rural women's ownership/user rights over natural resources being registered in national cadasters and/or geographic information management systems⁴⁴; and (b) improved legal and administrative systems for land governance. Lessons learnt from the grant will be used to inform transformative approaches and tools for strengthening women's land rights in other countries and IFAD supported projects as well as for updating this How To Do Note and informing IFAD's programming more generally.

A related initiative is the online peer to peer training programme being developed by IFAD and FAO under the "GeoTech for Tenure" project. The project aims to strengthen the capacities of project implementers on measures for securing tenure, with particular attention being given to securing women's land rights. It is foreseen that a specific module on women's land rights will be provided under the programme.⁴⁵

⁴² FAO. 2000. Integrating gender in land and natural resource tenure programmes: Policy guidelines, S. Lastarria-Cornhiel. Rome. (unpublished) 10.

⁴³ See: <https://forestsnews.cifor.org/73913/new-global-initiative-transforming-gender-norms-in-land-and-resource-rights>; https://www.ifad.org/en/web/guest/gender_transformative_approaches

⁴⁴ IFAD Core Indicator 1.1.1

⁴⁵ See <https://www.ifad.org/en/geospatial-technology-and-participatory-methods-for-securing-tenure-rights> for further details.

Guidelines for integrating measures to strengthen women's tenure in IFAD supported programming

This Section provides a guide to better integrating measures for strengthening women's tenure in IFAD's operations.

IFAD Policies and Guidelines.

In general IFAD's support for tenure security is integrated into broader agricultural and rural development investments, rather than in "stand-alone" projects, which maximizes the impact of tenure security measures on eradicating poverty at project and higher levels and on inclusive development outcomes. It also creates opportunities to engage with other government agencies that have an interest in improved governance of land and natural resources but are not directly responsible for land policy implementation. The IFAD approach focuses on helping people in rural areas to gain legal rights to their land and natural resources, including support for recording and registering land rights, decentralized land administration, and more secure water, forest and rangeland rights. IFAD also encourages good governance through participatory land-use planning and conflict resolution, as well as inclusive and responsible investment and multi-stakeholder dialogue.⁴⁶

Each of these points of engagement and types of interventions requires a gendered approach that specifically targets women. As IFAD strives to pay greater attention to strengthening women's tenure rights in its operations, it works towards achieving more gender-equitable participation in the processes and institutions that underlie all decision-making about land and the associated natural resources. In particular IFAD's targeting strategy, and the associated targeting strategies of the projects it supports, is a key tool for addressing women's tenure rights. Moreover, IFAD's policy on "Improving access to land and tenure security" (2008) provides further guidance on addressing tenure issues, especially for women in the Fund's operations. One of the key principles underpinning the policy is the principle of free, prior and informed consent (FPIC). With regard to tenure issues the of FPIC principle applies in two scenarios: (i) investment projects that may have an impact on the tenure rights and livelihoods of rural communities; and (ii) projects targeting indigenous peoples or rural areas that are home to indigenous and tribal peoples and ethnic minorities. The "How To Do Note on Seeking Free, Prior and Informed Consent in IFAD Investment Projects"⁴⁷ provides further guidance, including on ensuring participation of women in decision-making. Finally IFAD's Social, Environmental, and Climate Change Assessment Procedures (SECAP) provide various mitigation and safeguards guidelines, including for addressing tenure security.

Country, Regional and International Policy Engagement.

IFAD supports policy engagement from local to national to regional and international levels, including promoting women's tenure rights. The main focus is on country level policy engagement, drawing on lessons learnt from IFAD supported projects. IFAD has found that peer to peer sharing of lessons is extremely effective in changing attitudes and mobilizing support for policy change. Hence IFAD has collaborated with other partners in organizing "learning routes" exchange visits on women's tenure rights and in initiatives and, as mentioned above, the *Gender-transformative Approaches for Women's Land Rights Initiative*⁴⁸. aims to support use five or six focus projects as "learning sites" for a much wider pool of IFAD supported projects as a basis for strengthening policy engagement capacity on women's tenure security. Similarly IFAD and its partners support the documentation and sharing of good practices through videos and the preparation of papers for presentation at regional and international conferences⁴⁹ with an emphasis on supporting women

⁴⁶ IFAD. 2020. The Land Tenure Security Advantage: A catalytic asset for sustainable and inclusive rural transformation.

⁴⁷ IFAD. 2015. How to do: Seeking free, prior and informed consent in IFAD investment projects.

⁴⁸ See: <https://forestsnews.cifor.org/73913/new-global-initiative-transforming-gender-norms-in-land-and-resource-rights>; https://www.ifad.org/en/web/quest/gender_transformative_approaches

⁴⁹ See inter alia: [The Learning Route methodology: An example on women's land rights from East Africa](#); Jonckheere, S., Liversage, H. and Musirimu E. (2013). Legal Empowerment to Secure Women's Land Rights in Burundi. Annual World Bank Conference on Land and Property; Jonckheere, S., Liversage, H. and Masaba C. (2014) Agricultural Investment, Gender and Land: Lessons From an IFAD-supported project in Uganda. Annual World Bank Conference on Land

to present good practices. Furthermore, IFAD has collaborated with others in supporting regional and international campaigns promoting women's tenure rights such as the *Africa Kiliminjaro Initiative*⁵⁰ and the global "Stand for her Land" campaign⁵¹. Peer to peer learning and regional and international campaigns in turn can have a significant impact on country level policy engagement supporting women's tenure security.

Country Strategic Opportunity Programme (COSOP).

The country strategic opportunities programme (COSOP) or a briefer Country Strategy Note (CSN) provides a framework for making strategic choices about IFAD operations in a country. The COSOP/CSN is jointly developed by IFAD and its government partners, in consultation with other partners. Typically a COSOP has a six year time frame, covering two IFAD funding cycles. The COSOP / CSN framework identifies priority areas for focus, including support for gender mainstreaming and often includes the preliminary identification of potential projects that could be financed in the first funding cycle. At COSOP stage, it is important to identify mainstreaming opportunities, especially in relation to gender. Specifically this includes: analyzing the poverty context and identify vulnerable groups; analyzing challenges and opportunities of IFAD's mainstreaming themes; reviewing the policy and institutional environment, including the country's commitments towards climate change adaptation and mitigation; providing recommendations to improve rural livelihoods and integrate these into the COSOP; mapping potential stakeholders/partners for enhanced collaboration; and mapping ongoing programmes working on gender and tenure issues, and explore potential collaborations. The assessment should look into gender-based constraints and opportunities, including analyzing the gendered division of labor; gendered access and control over assets; and gendered decision-making roles in rural households. More specifically the assessment should:

- Describe national gender policies, strategies and actors.
- Conduct a socio-economic assessment of gender disparities and analyses of the underlying cause of gender inequalities to identify challenges, opportunities, and solutions.
- Identify differentiated needs and opportunities between women and men for equality, effectiveness and impact. This may also mean considering the specific needs and challenges of diverse age, ethnic and socio-economic minority groups – i.e. account for intersectionality.
- Develop an outline gender strategy, identifying opportunities for promoting gender equality and women's empowerment through project activities and services as well as policy engagement within the community, the regional or at national level within the scope of the project.

With regard to tenure issues, the COSOP analysis should include a systematic and gender-sensitive analysis of policies and institutions affecting poor people's land access and tenure security. It should determine the following:

- What are the mainland tenure and land access issues affecting poor rural people in general and women in particular in the country, especially in the areas likely to be targeted by IFAD's country programme?
- Do the land policy and land laws address the land tenure and land access issues of the poor rural people and vulnerable groups? If not, why not? What needs to happen for these issues to be addressed?
- Are land policies and laws and, in particular, the pro-poor and gendered dimensions of them, being implemented and enforced?
- What are the major challenges for the implementation of policies and laws?

This exercise should be performed under the auspices of the Social, Environmental, and Climate Change Assessment Procedures (SECAP) Background Paper with key points include in relevant sections of the COSOP / CSN⁵².

and Property; Video on: securing women's land rights in Burundi: <https://www.youtube.com/watch?v=OWA8huETxoA>; women's empowerment in the Gambia: <https://www.youtube.com/watch?v=l3ooEWa7og8>.

⁵⁰ <https://glt.net/2018/09/24/the-kilimanjaro-initiative-community-awareness-raising-tool/>; <https://www.triennial.landcoalition.org/commitment-4>

⁵¹ <https://stand4herland.org/about-the-campaign/>

⁵² The updated SECAP, Volume 1. (2021). Volume 1 is the main SECAP document. It sets out IFAD's aspirations regarding environmental, social and climate adaptation/mitigation sustainability and provides information necessary to formalize IFAD's approach to addressing environmental, social and climate risks and impacts throughout the project cycle. Volume 1 highlights mainstreaming requirements and themes (youth, gender, climate change, Indigenous Peoples and nutrition). The updated SECAP Volume 2: Guidance Notes. (2021). Volume 2 contains ten (10) Guidance Notes. Guidance Note 1-9 correspond to the respective Standards in Volume 1, and Guidance Note 10 presents mainstreaming priority areas entry points at COSOP stage and throughout the project cycle.

Project Design.

Government commitment towards addressing women's access to land and tenure issues more generally should be sought during the early identification and conceptualization for all new projects that aim to improve land and natural resource management and agricultural production. Project design should be based on a thorough understanding of the land and natural resource tenure systems. Land should not only be seen as an economic asset, but also as part of the cultural, political and social context of rural communities, defining social inclusion and in particular women's status in communities. In this regard, tenure issues are complex as they include not only economic factors, but also socio-cultural aspects deeply embedded into people's lives and beliefs. Such complexity includes the many different possibilities of women's status, the willingness of governments to implement existing legislation, the type of legislation and customary norms, etc.

Project design teams should ensure that women are involved in the identification of problems and solutions during design, including women from communities that could potentially benefit from the project, government agencies and other potential implementing partners, other organizations focusing on women's empowerment and within the project design team. They should also ensure that women's access to land and natural resources is captured in the project's M&E system and that the right indicators are identified for monitoring and evaluating this. All data should be disaggregated by sex. Knowledge exchange on best practices for securing women's land and natural resource rights should be included in the overall project KM strategy.

At a minimum, in terms of strengthening women's empowerment, IFAD supported projects should aim at:

- Expanding women's economic empowerment through access to and control of productive assets and benefits;
- Strengthening women's decision-making roles in the household and community and their representation in the membership and leadership of local organizations; and
- Achieving a reduced workload and an equitable workload balance among women, men, girls and boys

The **Project Concept Note (PCN)** and, building on this, the subsequent **Project Design Report (PDR)** and the **Project Implementation Manual (PIM)** should mainstream gender considerations throughout, including paragraphs or a section on key tenure issues in the main body of the respective reports and also in the safeguards and mitigation sections of the SECAP and related project documentation. This should include relevant references to the principles of "free, prior and informed consent" and "do no harm" in the event that project interventions could impact negatively on women's land and natural resource rights and livelihoods more generally. In all cases where there is a risk of a potential negative impact, project interventions the PDR and PIM should indicate that such interventions will only be implemented with the agreement of those women that may be impacted upon and any negative impact will be properly compensated, ensuring that women are ideally left better off than before the intervention.

Moreover, the PCN, PDR and PIM could include an annex or reference a technical note / working paper as part of the project documentation, with a relevant literature review and offering for a comprehensive analysis of tenure issues. Legal, socioeconomic and cultural information should be collected from a gendered viewpoint on, inter alia: statutory and customary tenure rights (collective and familial / individual), land and natural resource tenure related policies and legislation and institutions, and land market transactions in the project area. The above points are unpacked in more detail below:

Context analysis. Proper context analysis at the outset of a process will ensure the adoption of the most effective approach and combination of strategies for that context. However, design teams should keep in mind that what works in one country may not work equally well in another, even though lessons can be learned and shared. With regard to women's tenure issues the context analysis should include an analysis of: statutory and customary property rights; land policies and legislation; land administration institutions; and land market transactions in the project area. The political commitment of donor and government agencies should be assessed. It is also important to gather an understanding of the level of gender awareness in land administration and related institutions, the overall position of women in the community and the economy, as well as the position of the government and the land registry agency with regard to gender equity. Much of this information can be accessed from land administration institutions and other governmental agencies, university based and other research institutions that study land and gender issues, and NGOs that work on gender and/or land tenure issues.

Specific questions to address could include: How are different groups of women and men usually included in political debate and discussion within local communities and at the national level? Do cultural and social norms require that participatory processes be separate from women and men, and for other groups? For example, do women or youth feel constrained about speaking openly in meetings where adult men are present? Is it locally acceptable for women and men to mix openly in public meetings? Do women and men belong to separate social institutions and fora, which can be harnessed for consultations on land policies? Do cultural and social norms mean that women and men have different types and subjects of knowledge about land?

Socio-economic issues. The project design should look at the broader social settings – family structures, representation of women in local affairs, women's decision-making power, women's roles in families and society, inheritance, marital and divorce patterns; Determine what is restricting and enabling the use of land ownership as collateral for future investments; Examine the economic activities; Understand how land is allocated/distributed in the community and how land is transferred within the family and the community.

Legal and policy reforms. Examine the legislation affecting women's land tenure rights (family and inheritance laws, marriage laws, civil and rural codes, as well as customary and religious laws and rules, and the ways in which they interact and/or overlap); Examine the types of rights that exist and how those rights are held, including whether women can hold property in their own names; Examine the nature of the formal land market – how land is allocated and transferred, either from the government or the open land market; Determine whether and how women are disadvantaged as property owners, tenants, or renters and how these disadvantages can be ameliorated.

Institutional issues. Assess whether principles of gender equity are broadly embraced, accepted, and promoted at the institutional level (such as land registries, courts, conflict resolution institutions, and local administration agencies); Assess the gender balance within land administration agencies; Examine the rules, institutions, and players involved in customary, religious, and informal frameworks – particularly those regarding inheritance and divorce. Assess gender-sensitive budgeting within relevant institutions.

Land ownership surveys. Analyse existing ownership records and the legal status of parcels, focusing on women's rights (registered and unregistered); Identify what the community needs and wants in terms of tenure security, consulting women and youth separately from men and older adults; Promote women's participation in land tenure surveying activities; Note the number and percentage of women who participate in this process to use as an indicator.

Monitoring and Evaluation.

In general, a gender-sensitive monitoring system should be developed at design, including, where relevant, gender-sensitive tenure indicators. The “empowerment” indicator for the IFAD Core Outcome Indicators Measurement Guidelines (COI)⁵³ builds on the Women's Empowerment in Agriculture Index (WEAI)⁵⁴ and the SDG indicators. Both address women's tenure rights.

Similarly IFAD's tenure indicator, which is also a Core Outcomes Indicator, draws heavily on the SDG indicators 1.4.2, 5.a.1 and 5.a.2. The first indicator relates to Goal 1: Poverty Eradication and the latter two contribute to measuring Goal 5: Gender Equality. Specifically, 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”; and 5.a.1 and 5.a.2 respectively measure “proportion of total agricultural population with ownership or secure rights over agricultural land, by sex; and share of women among owners or rights-bearers of agricultural land, by type of tenure” and “proportion of countries

⁵³ IFAD. 2020. Core Outcome Indicators Measurement Guidelines (COI).

⁵⁴ IFAD. 2017. Measuring Women's Empowerment in Agriculture: A streamlined approach. WEAI is a useful tool to measure the empowerment, agency and inclusion of women in the agriculture sector. It is an aggregate measure based on several dimensions ranging from decisions about and control over resources to gender parity within the household.

where the legal framework (including customary law) guarantees women's equal rights to land ownership and/or control".⁵⁵

Drawing on the SDG tenure indicators, IFAD's tenure indicator for IFAD 12 is:

"Number of beneficiaries gaining increased secure access to land (disagg. by sex, youth, IP)"

Together with its partners, IFAD has supported the development of a broad framework and set of guidelines for doing impact evaluations of tenure security measures⁵⁶. The Land Tenure Desk in the Sustainable Production, Markets and Institutions Division (PMI) is in the process of finalizing a shorter practical guide and a training module for IFAD, IFAD supported projects and its partners. The guide will provide advice on identifying during design appropriate indicators and will present a simple set of methods for data collection during implementation. A few key elements are provided below.

Identifying indicators. As a starting point, output and outcome indicators should draw on the Theory of Change and the project's Logical Framework. Possible indicators could include:

Output indicators.

- Number of tenure sensitization and awareness raising meetings at various levels (e.g. national, sub-national, local and community / village levels) and number of participants – both government officers as well as potential beneficiaries, disaggregated by sex;
- Number of trainings provided on tenure issues, policies and legislation to community representatives and to government officials at various levels and number of participants disaggregated by sex and by position;
- Number and types of disputes and conflicts related to land and natural resources, including those involving women, especially at village/community level – indicating who is involved;
- Number of land certificates – out of the total number – entitled to women, including co-spousal and for women headed households;
- Composition of village/community and local government organizations / institutions dealing with land and natural resource management / administration, disaggregated by sex;
- Number of submissions made for changes in policies and legislation pertaining to the recognition of women's tenure rights.

Outcome indicators.

- Awareness of women's rights increased and principles of gender equity in tenure are broadly embraced and promoted by project implementers and beneficiaries;
- Disputes and conflicts over women's access to land and natural resources reduced, resulting to a reduction in threats of a loss of tenure rights and a greater perception by women of their tenure security.
- Women's ability to invest in their land and associated natural resource use and to benefit from this is increased.
- Women's inheritance rights are better respected and more women inherit land.
- Women's ability to access finance increased due to their improved tenure security;
- Women's income and living standards (including housing, health, education) improved during to their improved tenure security;
- Women's decision making over resource use and over the enjoyment of benefits is increased due to improvements in their tenure security.
- Women's participation in decision making over land and natural resource use increased at the community and higher level of governance, both as representative of tenure management and administration and as citizens.

⁵⁵ For more information on process, see: FAO. 2020. [Tracking progress on food and agriculture-related SDG indicators 2020: A report on the indicators under FAO custodianship.](#)

⁵⁶ See : https://www.ifad.org/documents/38714170/41206887/guidelines_ie_land.pdf/4435be07-829e-6d3d-444e-8f01403605d9 and <https://qltn.net/download/the-how-to-guide-for-integration-of-impact-evaluation-into-programming/>

- Greater recognition of women's tenure rights in policies and legislations, including in the enforcement of these rights.

Data collection for monitoring and evaluation.

Data collection will be done as part of the normal project M&E systems including requirements for collecting gender-disaggregated data. A model questionnaire for a baseline survey is available in the publication entitled [Gender Issues and Best Practices in Land Administration Projects](#), Appendix 5. Where appropriate a "scorecard" methodology drawing on the Resilience Design and Monitoring Tool will be incorporated to mainly support the measurement of outcomes. Further details of this will be provided in the short practical guide mentioned above. In addition to this, women's participation in the development of questionnaires and surveys should be encouraged. When collecting data, women should be involved in data collection and women should be interviewed separately from men, to get their side of the story. Similarly separate focus group discussions should be considered, although at times it is also useful to have joint discussions to better share and sensitize men on women's perceptions.

Special attention should be paid to the following considerations for data collection:

- What tenure rights do women and men have?
- How do they acquire these rights?
- What documentation do they have to back up their rights?
- How secure are these rights?

Impact assessments.

Interventions aimed at improving women's access to land and natural resources can typically have short, medium and long term impacts. For example, there could be an immediate reduction in disputes over land and associated natural resources and in improving women's access to finance, better enabling them to invest in their land and production in the short to medium term; but it may take longer for them to improve their incomes as a result of improved tenure security with longer term benefits in terms of improvements in household food security, nutrition, education and health. Similarly, while there may be some immediate changes in attitudes to women's participation in public decision making pertaining to land and natural resource access and use, more fundamental changes in cultural and social norms and even in government policies, legislation, programmes and investments may take longer. Moreover, attributing the impacts that tenure security can have on higher level development outcomes can be challenging. While this may be more so than other factors, this is a general challenge for impact assessments but there are various tools for addressing this, such as randomized control trials for example. Nevertheless, assessing impacts of tenure security measures should be considered at the outset during the design of a project M&E system so as to ensure adequate data is available for doing longer term impact assessment studies which may even occur after the project is completed. This consideration is key to the selection of appropriate indicators and methods mentioned above.

Project supervision, implementation support and completion.

Supervision and implementation support missions provide an opportunity to assess the extent to which measures for improving women's tenure security that were identified during design are being implemented and whether they are in fact adequate to address the actual situation on the ground. From the outset it is usually important that there is a strong emphasis on gender sensitization and awareness raising regarding women's tenure security and its importance for project outcomes, starting with awareness raising and sensitization in project implementation teams and from there, with targeted communities. Additional expertise in gender sensitization and in tenure issues may need to be brought in to strengthen these activities.

Where the measures that were identified during design are not adequately being implemented, or are not adequate, or where no specific measures were included, supervision and implementation support missions present an opportunity for strengthening or identifying and including measures. For the latter, this depends on the extent to which new activities could be included within parameters and budgets of existing activities. Where such opportunities are limited it may require a more format review and adjustment at a mid-term

review but usually there is some flexibility for the inclusion or strengthening of activities to improve women's tenure security within the existing activities and budgets.

Good practice examples of efforts aimed at improving women's tenure security that are either being supported by other targeted communities or by other partners should be identified and shared, including through exchange visits and case study documentation. If necessary, additional resources could be mobilized to support the piloting of new approaches which can then be incorporated more systematically into the project.

Progress on strengthening women's tenure security should be consistently monitored throughout the project and impacts should be finally assessed during project completion. Ideally the person responsible for providing technical support on targeting and gender mainstreaming during supervision and the project completion review should also review the progress made on tenure security. Moreover, women staff of implementing agencies and women project beneficiaries should be involved during data collection and monitoring.

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Annex 2: Key concepts & definitions

Land tenure and property rights. Land tenure and property rights refer to rights that individuals, communities, families, firms, and other corporate or community structures hold in land, water, forestry, wildlife, and, in some cases, mineral resources.

Land tenure. Land tenure is the institutional (political, economic, social, and legal) structure that determines:

- How individuals and groups secure access to land and associated resources, including trees, minerals, pasture, and water.
- Who can hold and use these resources – for how long and under what conditions. Land tenure may also have both spatial and temporal dimensions and are typically defined through statutory or customary law.

Landholder. A landholder is defined as the person who makes major decisions regarding resource use, and exercises management control over the operation of an agricultural holding (which includes all plots and livestock). The holding often overlaps with the family farm and therefore the holder is often the household head. This is a measure of management, not land ownership, and the data on landholders are typically collected through agricultural censuses. (FAO/CGIAR. 2018. The Gender Gap in Land Rights)

Landownership. Landownership includes the rights to alienate or transfer, manage or make improvements, exclude others and control the proceeds from the land. The rights to alienate or transfer are the strongest rights, and are often used to define ownership. Particularly when these rights are not available to individuals, the strongest bundle of rights possible in that context is often treated as ownership rights. Landownership may be documented through land title, deed, use rights certificate, will or a sale receipt. However, in many developing countries, reported ownership (based on survey questions about who owns the land) is often used as the indicator of land ownership. (FAO/CGIAR. 2018. The Gender Gap in Land Rights)

Property rights. Property rights refer to a bundle of rights on the use, control, and transfer of assets, including land. Property rights may range from private (or semi-private) to leasehold, community, group, shareholder, or other types of corporate rights. Property rights systems include mechanisms to resolve disputes, defend rights, and administer or manage land resources.

Providing secure tenure and property rights has become a major tool in the arena of economic growth, social development, poverty alleviation, and natural resource management (NRM). Tenure security has become an essential part of a large programmatic push aimed at investment in land, agriculture production, the sustainable management of natural resources, and in the move toward market economies.

Right to manage land. The right to manage land is the right to decide how to use it. This includes decisions on whether to plant crops or to leave the land fallow; which crops to plant; what inputs to apply; and when to harvest. These decisions affect the productivity of the holding. Knowing the sex of land managers is important for understanding gender differences in farming and how these differences affect agricultural productivity and rural livelihoods. The information about the sex of land managers is often collected through household and agricultural surveys. Some surveys also include information on all male and female decision-makers in the household, unlike agricultural censuses that only collect information for the main manager of the holding. (FAO/CGIAR. 2018. The Gender Gap in Land Rights)

Right to transfer land. The right to transfer land includes the right to sell, bequeath and rent the plot. In many countries, women and men may have the right to bequeath their plot, but not to sell or rent it out. (FAO/CGIAR. 2018. The Gender Gap in Land Rights)

Economic rights over land. Economic rights over land are the rights to derive economic benefits through accessing agricultural production or selling the plots. Control over the use of these outputs captures whether women or men (or both) have the right to derive economic benefits from land. (FAO/CGIAR. 2018. The Gender Gap in Land Rights) Land policy. Land policy is the tool employed to outline a set of goals and measures for meeting objectives related to land: tenure, use, management, property rights and administration, and administrative structures. It is linked to agricultural policy and production as well as sustainable NRM and resource extraction. More recently, conflict management and mitigation programming is recognizing that land policy and security of tenure and property rights are central to efforts to minimize conflict.

ANNEX 3: IFAD'S CORE OUTCOMES TENURE INDICATOR

IFAD's Core Outcome Indicator for IFAD 12's Results Management Framework (RMF) for use in both the Programme of Loans and Grants (PoLG) and for the Rural Resilient Programme (RRP) is:

Number of beneficiaries gaining increased secure access to land (disagg. by sex, youth, IP).

Definitions and factors to consider in measuring the proposed tenure security indicator.

The indicator is further defined as follows:

"Number of beneficiaries" refers to the number of beneficiaries who have been supported, either during the past 12 months (annual reporting) or since project start-up (cumulative reporting), in gaining increased tenure security over land (forests, farmland, pasture), water (for livestock, crop, domestic and drinking use) or over water bodies (for capture fisheries or fish farming).

As per IFAD's 2008 "Improving access to land and tenure security" Policy:

- "Land" refers to both land and the natural resources on it, such as water, wetlands, pastures and forests.
- "Land tenure" refers to the rules and norms and the institutions that govern how, when and where people access land or are excluded from such access.
- "Land tenure security" refers to enforceable claims on land and people's recognized ability to control and manage land and its natural resources.

Tenure security refers to an individual, family, group or community's recognized ability to control land and its natural resources. Hence it encompasses both individual and collective ownership and user rights, including overlapping "bundles" of rights and secondary rights.

Land ownership (or property) rights refer to the inalienable ability of individuals, households or communities to freely obtain, utilize and possess land at their discretion, provided their activities on the land do not impinge on other individuals' rights.

Use rights refer to the rights of individuals, households or communities to access and exploit the land (or forest, or water body) which is the property of a third party or the community, sometimes for a limited period of time.

Use rights can be defined across a broad spectrum and they may be strong and encompassing (e.g. usufruct rights), or else rather weak or specific (e.g. the right to hunt). They may or may not be legally recognized but are typically recognized under customary or community governance systems.

Formal ownership or use rights are those that are explicitly recognized by the State (even though they may be customary) and may be protected using legal means. Such legal recognition does not necessarily require a registration of the right (for example in Mozambique communities are not required to delimit their lands and to register this in the cadaster in order for such rights to be recognized by law).

Informal ownership or use rights may not be explicitly recognized by the State but they are recognized by legitimate traditional or customary or local tenure systems (for example in Myanmar).

Land tenure ownership or use rights can be verbally recognized, including through oral evidence by local or customary institutions, or they can be documented. Verbal recognition may or may not be enforceable in a court of law.

Documentation of rights can be done without formal legal recognition. For example, they can be recorded in community participatory mapping exercises with the map kept as a record by community group or institutions, or they can be recorded as part of a parcel register managed by a farmers' association (for example the oil palm producers parcel certificates in VODP in Uganda) or a Water User Association but where such associations do not have a formal legal status.

Formal legal documented recognition of an ownership and user right can range from the registration of a right in a national land cadaster and granting of a title as a state guaranteed right, to the issuing of a customary ownership certificate by a local government institution (with or without any registration in a national cadaster), to the registering of rights in land use plan, to registering rights in a water user association parcel register

(with associated water rights), to registering grazing rights to communal grazing lands, to recording rights in a will or a grant of land or a sales transaction, etc.

In addition to recordation, rights need to be protected and enforced. This typically happens through the courts of law but may also be done through traditional courts or community-based para-legal advice or alternative dispute resolution systems – the latter being the most prevalent and successful in protecting the rights of rural communities that IFAD typically supports. Rights can also be effectively protected through civic education and advocacy, participatory community methodologies such as the household mentoring methodology and associated community level dialogue, which often are the most cost-efficient ways of protecting rights.

Where rights are not adequately recognized or enforced, support for country level policy engagement based on evidence on both the need for and good practice experience in securing rights through the above mentioned can lead to a significant and lasting improvement in tenure security.

Implications for data collection by IFAD supported projects and country programmes

IFAD supported projects and country programmes have provided support in all of the above-mentioned measures plus probably at least a few others not mentioned. Most of this support tends to focus more on community empowerment and supporting local level capacity development for recognizing rights regardless of whether this has a formal recognition in the law. Much less support has gone into the formal recognition or registration of rights in national cadasters or land information management systems.

As mentioned above, IFAD's support for tenure security measures is typically integrated into broader agriculture and rural development projects often "only" as activities of a particular sub-component. To date, there has been no "stand-alone" support for land reform provided in a loan financed project, although there has been some relatively modest grant financed support for specific land reform initiatives and there have been some projects with components or sub-components that have provided substantial support, including in the systematic registration of land (for example in Madagascar and Rwanda).

The integration of tenure security measures into larger agricultural or rural development projects presents opportunities for better demonstrating the impact that tenure security has on project outcomes and on the higher level SDGs. In this regard IFAD and its partners can make a critical contribution to promoting a recognition of the importance of tenure security for development outcomes. However, this integration can also present challenges in attributing the impact tenure security has on project outcomes and beyond, especially recognizing that tenure security may be a necessary but on its own, not a sufficient factor for a successful outcome.

Measuring tenure security and its impact may be challenging but is entirely possible in IFAD supported projects. Drawing on the growing body of work associated with the SDG land tenure indicator, three broad data sources are required for measuring tenure security in IFAD supported projects: (i) quantitative data on the outputs of the tenure security measures planned under the project; (ii) qualitative feedback from project beneficiaries as to whether they feel more secure as a result of project interventions; and (iii) objectively verifiable quantitative and qualitative data that project beneficiaries are in fact more secure.

Depending on the specific interventions, quantitative data on the outputs of the tenure security measures planned under the project could include, inter-alia: # of certificates issues, # of beneficiaries registered in an irrigation scheme pasture register, # of beneficiaries receiving civic education on their land tenure rights (matched with duration and quality of training), etc. Qualitative feedback from project beneficiaries as to whether they feel more secure as a result of project interventions could be collected through sample household surveys and focus group discussions. Objectively verifiable quantitative and qualitative data that project beneficiaries are in fact more secure could include data on changes in the # of land disputes or physical loss of access to land. For the latter, data can usually be obtained from local government administrations, courts and other key external informants as well as through sample surveys and focus group discussions.

ANNEX 4: CASE STUDIES

Burkina Faso, Malawi, Mozambique, Sierra Leone and Uganda

– Methodology for improving property rights and livelihoods – Involvement of men –

Gender Action Learning System (GALS), Case Study (October 2014)

GALS' development was spearheaded by Oxfam Novib's Women's Empowerment Mainstreaming and Networking (WEMAN) Programme since 2008. This community-led methodology for value chain development proved to be effective for – inter alia – bringing about significant changes in property rights and improving livelihoods. GALS is based on inclusive and participatory principles and visual tools used for individual life and livelihood planning; raising and changing power relationships within the household; and collective action and gender advocacy for change.

The GALS process, combined with other interlinked strategies from the implementing organisations, resulted in significant increases in women's land ownership in the area. It is also encouraging to see that these changes have received increasing support from men. Male elders and members of the local land boards are now promoting joint registration on land agreements.

Burkina Faso

– Legal systems – Challenge of implementation –

Participatory Natural Resource Management and Rural Development Project in the North, Centre-North and East Regions (NEER TAMBA) (2012-2022)

In Burkina Faso, the 2009 Law on Rural Land Tenure and the 2012 Law on Agrarian and Land Reorganization form the two pillars for the management of rural land. This legal framework provides for the establishment of "Rural Land Services" at the municipal level (implementation structure). However, their set-up remains excessively limited across the country. When identifying the land for the project's infrastructure investments, this absence of implementing structure became a real obstacle, as it became impossible to formally legalise the relationship between the owner of the land and the farmer exploiting the land (IFAD beneficiary).

The problem was reflected in the lack of guarantee of the sustainable positive effects of the project's impacts on the exploitation of land that had been developed through the infrastructure investments (irrigation, storage units, processing area, etc.). There was no assurance of the sustainability of access and use rights that the farmer would benefit from through the investment, because there was no legal structure allowing to sign a contract. In this context, the project, together with the General Direction of the Ministry of Agriculture in charge of rural land, created a guide to formalize land agreements. The process offered for a concrete solution, allowing for the negotiation of legitimate agreements. The latter is not officially legally recognized and there are no redress mechanisms in place. However, the guide outlines negotiations tips for land agreements, and provides with forms to proceed to land agreements between owners and farmers. Women's participation in project's structures was assessed as satisfactory.

Burundi

– Legal systems – Building capacities – Legal empowerment to secure women's land rights –

Transitional Programme of Post-Conflict Reconstruction (TPPCR) (2004-2013)

Even though TPPCR didn't have a "women and land component" as such, legal clinics were set up to inform women of their rights and to enforce them both in customary and legal systems, including their land rights. In offering listening, orientation and mediation services, the legal clinic allowed women to be well equipped in facing inequitable and discriminatory practices. Trainings include sessions on laws and customary norms, sensitization on land tenure issues and legal assistance. This innovation is being mainstreamed in government policies and programmes.

EI Salvador

– Building capacities – Information sharing – Legal assistance for decision-making –
Reconstruction and Rural Modernization Programme (PREMODER) (2001-2011)

Interestingly, land access was not a central theme to the initial design of the programme. It naturally became one, with impressive results for women's access to land, when the project needed to adjust its focus. Indeed, one of the requirements for being a PREMODER beneficiary was to have access to a plot of land where a business could be developed. However, the large majority of the programme's target population was unable to fulfil this requirement, which jeopardized its overall implementation and success. Attention and resources therefore shifted to respond to the needs of the population that didn't have access to land or didn't have the financial means to it, including women.

PREMODER therefore provided technical support through information sharing and legal assistance, contributing directly to negotiations and decision-making processes leading to land access agreements.

Ethiopia, Guatemala, Kyrgyzstan, Liberia, Nepal, Niger and Rwanda

– Legal systems – Building capacities – Business development –

Accelerating Progress toward the Economic Empowerment of Rural Women (RWEE)

This global initiative was implemented by IFAD, FAO, WFP and UN Women. The overarching goal of this 5-year joint global programme was to secure rural women's livelihoods and rights in the context of sustainable development and the post MDGs, based on four outcome areas: improved food and nutrition security; increased income to secure their livelihoods; enhanced leadership and participation in rural institutions and in shaping laws, policies and programmes; and gender responsive policy environments for the economic empowerment of rural women.

Through this initiative, 30,400 women were empowered in 7 countries with a multi sectoral, multidimensional approach. Key results include the participation of women in sensitization campaigns on women's rights, business development support for income generation and access to financial services.

Ethiopia

– Women's empowerment – Land certificates –

Community-based Integrated Natural Resources Management Programme (CBINReMP) (2009-2018)

Activities targeted men and women, both together and separately. It worked with a range of institutions, including grassroots' level, elders' and land administration committees, and groups of women. Through these activities, the project sensitized communities with regard to women's rights and land, fundamental for economic empowerment. It has raised awareness about land laws (land proclamation, regulation and procedures), land transactions (including inheritance, donation or gift and rent), and long-term land investments. In married households, family land was registered and certificates were issued with husband and wife as co-owners. Moreover, certificates were issued to all women heads of households in the target area.

"As a result of receiving the land certificate, women are empowered economically, socially and at the household level. They can make decisions together with their husbands. They sit down together and make decisions about how to use their land and how to manage their incomes. They get respect in the community".

– Tenagne Kebede, CBINReMP Focal point at the Bureau of Environmental Protection, Land Administration and Use, Ethiopia.

Ethiopia

– Economic considerations – Training – Income generative activities – Youth –

Participatory Small-scale Irrigation Development Programme (PASIDP) (2007-2015)

The project has strengthened equitable access to irrigated land for project beneficiaries, supported Water Users Associations (WUAs) and intensified the implication for women. PASID clearly showcases how, by securing women's access to land, their economic status can drastically improve. The programme improved access to land through intensification of use, and prioritized better access to women headed households, and near landless/landless households. The introduction of key legal provisions strengthening women's rights, including co-registration of spousal rights to land and women's inheritance rights over land, directly impacted their social and economic empowerment.

In a context of land scarcity, facing the challenges of land redistribution, land-related activities are paramount – and must be sustained by adequate training on income generating activities, such as: livestock, access to credit, and cooperative management. Not only do women proved to become economically active, but young couples – identified as the main landless group, could explore alternative income opportunities.

Madagascar

– Legal systems – Building capacities – Involving men – Information on secure access to land –

Programme de promotion des revenus ruraux (PPRR) (2003-2013)

The general objective of this programme was to professionalize women in their activities. Specific focus was put on: (i) informing women on their rights (economic, social, etc.), and men on their responsibilities towards women; (ii) foster equality in opportunities and rights between women and men; (iii) promote and support entrepreneurial activities for women; (iv) exchange experiences and share the information; and (v) reinforce the cohesion of women to defend their interests.

The support provided to the project included information and communication on women's secure access to land; group discussions on the advantages of land certificates; and identification and grouping of women's needs for support with regards to land tenure. The literacy activities have been developed for sensitization and mobilization of women to assist literacy training; information and communication on women's rights related to education; and grouping of literate women for the development of socio-economic activities.

Kenya, Malawi, Mozambique and Uganda

– Legal systems – Building capacities –

Land and Natural Resources Learning Initiative for East and Southern Africa (TSLI-ESA) – Phase 2

IFAD and UN-Habitat, through the Global Land Tool Network (GLTN), have entered into a partnership to implement TSLI-ESA. The project aims at improving knowledge management strategies, approaches and capacity development of IFAD staff and partners to strengthen the security of tenure using low-cost, gender-sensitive technologies.

Mozambique

– Legal systems – Building capacities – Literacy – Communication – Awareness raising –

Forum Mulher, a women's rights network, promotes women's autonomy and solidarity, and advocates for women's economic, social, reproductive, and political rights through coalitions at the local, regional and national levels.

The Forum implements various activities. It carries out research and studies on the status of women and their access to land in various communities; promotes awareness raising on women's right over land; capacity building activities for women on mechanism to access financial services for agriculture; strengthening of grassroots organizations through the training of paralegals; provides judicial and financial assistance to women for the control of their land; dissemination of information on the ways to access and have control over land; dialogue with the government for the redesign of the DUAT form, so that the names of both the man and woman are introduced (co-title); change of gender biased cultural practices; Campaign 2011 "1 Woman , 1 DUAT: Know your rights".

Nepal

– Training – Awareness – Women empowerment –

Hills Leasehold Forestry and Forage Development Project (1989-2003)

This project is unprecedented in its commitment to transferring assets directly to the poor. Its combined objectives are to raise living standards among the poor and to regenerate degraded forest land. The project leases user rights over forest land to groups of five to ten poor households. To ensure that it responds to the needs and interests of rural women, the project hired a three-woman gender team to develop an innovative gender sensitization strategy. Activities included recruiting and training a cadre of women's group promoters to sensitize women and men beneficiaries of the project; identifying, training and coaching gender focal persons in the project's implementing agencies, which are staffed mainly by men; and producing and distributing two magazines: one for gender focal persons at the district level and the other for group promoters at the grassroots level.

Successful outputs of the project include greater participation and leadership roles for women; 25 percent of the participants in leasehold forestry group meetings were women. Moreover, 74 all-women groups were identified, as well as 112 women group leaders. The project eased the increased self-confidence for the young women involved in the project and expanded land titling to women, with reports of men becoming more accepting of their women's right to hold agricultural land in their own names. Women who had been part of these groups for at least five years reported that 90 percent of all household decisions were now taken jointly.

Niger

– Flexible acquisition of land titles methodology – Participation in decision-making bodies –

Project for the Promotion of Local Initiative for Development in Aguié (PPILDA) (2002-2013)

A project component was dedicated to strengthening the capacities of rural organisations and individuals, including in land tenure. The project worked with rural communities and land development commissions at departmental, communal and local levels with the aim to support the implementation of the rural code, to facilitate land titling procedures and to secure pastoral corridors. The project targeted women representation and their active role in village level decision-making bodies, leading to increased social and financial independence and confidence. The project has successfully induced change in their status – which is considered remarkable.

Rwanda

– Awareness raising – Participation in decision-making bodies – Involvement of men –

Umutara Community Resource and Infrastructure Development Project (PDRCIU) (2000-2011)

The project aimed to strengthen the capacity of selected districts to manage land and other natural resource effectively and sustainably.

Kirehe Community-based Watershed Management Project (KWAMP) (2008-2016)

This project promoted the shift from subsistence to intensified market-based agriculture. It supported the creation of sound local institutions for the sustainable management of local land and water resources. It upgraded the land registration process in collaboration with the National Land Center.

Both projects have been successful in terms of protecting, fostering and guaranteeing women's land rights. They have shown how awareness raising and sensitization activities on land law legislation and women's land rights are effective and even more so if they involve men.

Such sensitization and awareness are fully reflected in the fact that women and men are highly aware of the rights entitled to women. Although still persisting, the customary norms which are biased against women are losing their importance and relevance over women's lives. At the same time, government officers at all levels

are themselves aware of the situation faced by women at the local level and are fully supportive of improving their social and economic status.

The positive dynamics were translated (i) into full and effective participation of women in the registration process, both as beneficiaries as well as leading actors in the various decision-making organs involved in the process; and (ii) in the reduction of the number of conflicts over land.

Tanzania

– Village Land Use Planning Process – Participation in decision-making processes –

Sustainable Rangeland Management Project (SRMP) (2010-2020)

The project has supported district and community authorities to carry out joint-Village Land Use Planning (VLUP) as a way to secure rangelands and contribute to land conflict resolution between farmers and pastoralists. The process led to the protection and certification of a shared grazing area. SMRP intended to proactively consider women's land rights in protecting them when already existing, while fostering them when neglected. The project aimed to improve the participation of the users, including in opening up spaces for women to contribute to decision-making processes in VLUP.

Uganda

– Financial education – Sensitization – Integration of titling processes with other project activities –

District Livelihoods Support Programme (DLSP) (2006-2014)

It is crucial for the household mentor to be properly trained and gender sensitized, allowing him/her to transmit complete and useful information to family members. Even though women's (especially wives') rights to land are not officially formalized (i.e. their name is not in the title document), they feel secure about the fact that the land belongs to the family and therefore also to them. Yet, many marriages in the area are not official and this necessarily leaves married women in potentially insecure situations in case the husband dies, leaves them or has more than one wife.

While land title acts as collateral for beneficiaries in requesting loans from banks or local savings cooperatives, financial education is critical. There might be concrete risks of using land as collateral for unproductive investments, potentially leading to losing the land. Moreover, the integration of titling processes in other productive activities proved to be effective. This complementarity with other project support interventions, such as food security or enterprise grants, and household mentoring, improved the lives of households and their members.

ANNEX 5: GENDERED TOOLS FOR IMPROVING WOMEN'S TENURE SECURITY

Tools could be integrated into ongoing IFAD programmes and projects as they offer a vehicle for their further implementation on the ground. At the same time, there is potential to attract support from networks and donors as well as to create collaboration and partnerships for developing and testing new tools and for replicating and scaling up those already existing.

Several tools enable self-assessment by the community on the issues and obstacles they face, therefore fostering sustainable changes within such communities.

Tool categories:

- a. Recognizing rights: policies and laws, awareness raising/civic education;
- b. Recording rights: registration, certification, titling, land use/watershed management planning, user group by-laws, WUAs registers;
- c. Defending rights: legal aid;
- d. Designing projects and programmes: land tenure essential design criteria: a checklist;
- e. Monitoring and evaluation

The Household Mentoring Approach

Based on existing experiences in some African countries (e.g. Zambia and Uganda) the household approach appears to be a very effective and demonstrably a non-confrontational way to address gender issues. The main elements of the household approach – formed by the combination of a variety of tools – include regular, consistent and semi-intensive individual household visits undertaken by community facilitators or change agents; all adult household members (husband, wife and older children) participate in setting the household vision, planning how to achieve it together and work and share the benefit together.

The household approach has been implemented in Uganda in the Bukozo Joint Western Cooperative, by Oxfam Novib/IFAD and in the IFAD-supported District Livelihoods Support Programme.

The benefits of the household approach have been proved to be within the household as well as household as a unit. In terms of internal household dynamics, the approach increases trust and transparency, the sharing of the tasks, the ownership of assets, the provisions for the future and by holding open discussion it brings behavioural change. As a unit, the household has more confidence and self-reliance, it is more food secure, and increases its engagement with the market, with a consequential increase in income and improved asset base. The approach has therefore proved to have tangible impacts on gender relations, inter-generational issues; and equitable sharing of resources including land.

Tools for Analyzing and Recognizing Rights

A training package – Improving gender equality and grassroots participation through good land governance (GLTN)

The training package provides an introduction to the important, complex and sometimes daunting theme of improving land governance as a means to enhance gender equality and grassroots participation in land matters.

Continuum of land rights (GLTN)

The Continuum of land rights is an inclusive, pro-poor and gender-responsive approach incorporates tenure rights that are 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 not legal. The continuum approach works with what is already in place and incorporates it into a land information management system caters for the whole spectrum of formal, informal and customary land rights in the country.

Gender evaluation criteria (GEC) (GLTN)

The GEC is a practical tool to assess objectively whether large-scale land interventions, such as national land secretariats, land legislation, and the institutional and regulatory framework associated with national land laws, address gender concerns.

The integration of a scorecard methodology provides a participatory method of validation of the data. The criteria can also be used as a checklist in the design of new land interventions. As a tool for different stakeholders to identify gender inequalities in the land sector and to target interventions more appropriately, the GEC consists of a set of 22 questions that assess the gender responsiveness of policies and practices within the land sector.

The gender evaluation criteria are clustered around six areas of analysis for a comprehensive assessment:

(1) equal participation by women and men, and gender-responsive governance; (2) capacity-building, organization and empowerment of women and men to use, access and benefit from a land intervention; (3) legal and institutional considerations of women and men; (4) social and cultural considerations (5) economic considerations; and (6) whether intervention aims at scale, coordination and sustainability to reach more women and men.

Through the process of applying the criteria, the numerous challenges in achieving equal access, control and use of land for women and men were clustered into five broad thematic areas: (i) legal and institutional gender responsiveness; (ii) social and cultural barriers; (iii) economic constraints; (iv) equal and meaningful participation by men and women; and (v) capacity constraints (organizational, individual, enabling environment).

Gender action learning system (GALS) (Oxfam Novib, IFAD)

The Gender action learning system (GALS) develops participatory visioning and planning skills and strengthens social networks for women and men at all levels, based on the generic Participatory Action Learning System (PALS) methodology. In PALS gender is mainstreamed into visions and strategies for all interventions, including livelihoods, value chain, leadership, organizational development, financial services, food security, environment, civil society development and conflict resolution.

Gender and Land Rights Database (FAO)

The Gender and Land Rights Database (GLRD) was launched by FAO in 2010 to highlight the major political, legal and cultural factors that influence the realization of women's land rights throughout the world. It also serves as a platform to address, discuss and provide information about gender and land issues with the support of 84 Country Profiles, Land Tenure Statistics disaggregated by gender and a Legal Assessment Tool for gender-equitable land tenure (LAT).

Governing land for women and men – A technical guide to support the achievement of responsible gender-equitable governance of land tenure (FAO)

Gender equality is one of the ten core principles of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security. The technical guide to support the achievement of responsible gender-equitable governance of land tenure aims to assist in The Tenure Guidelines' implementation through the achievement of responsible gender-equitable governance of land tenure. The guide focuses on equity and on how land tenure can be governed in ways that address the different needs and priorities of women and men. Gender-equitable governance of land tenure ensures that women and men can participate equally in their relationships to land, through both formal institutions and informal arrangements for land administration and management. The guide provides advice on mechanisms, strategies and actions that can be adopted to improve gender equity in the processes, institutions and activities of land tenure governance.

International Land Coalition's National Engagement Strategies (NES)

ILC's National Engagement Strategies (NES) are implemented through multi-stakeholder platforms to promote people-centred land governance at national levels. In countries where NES have been formulated,

they are creating opportunities for ILC members to better engage with governments and other stakeholders on important land issues.

Across four regions, NES are making use of the specific added value of a global network: space, connections, ideas, and linkages between national and global levels, while being structured so as to allow stakeholders to choose the priorities on which to focus at any given time. In each region, NES are becoming key mechanisms for achieving the ILC Mission and Vision.

NES have changed the way that ILC works with and supports members within a country. They empower ILC members to come together to work in national coalitions. Though each NES differs in its specific goals, the size of its membership, and the scope of its engagement, each one plays an important role in furthering the ILC network's goal of people-centred land governance.

NES processes and their platforms are led by national organisations, which include both ILC members and non-members. Through these platforms, land actors such as grassroots groups, civil society organisations (CSOs), intergovernmental organisations (IGOs), research centres, and the government come together to formulate country strategies and multi-year action plans to address that country's land-related priorities. NES provide a space for governments to approach, listen to, and interact with civil society, to complement expertise, and to share knowledge to improve the state of land governance in their country.

Land and conflict: a toolkit for interventions (USAID)

The purpose of the [Land and conflict: a toolkit for interventions](#) is to provide a practical introduction to the relationship between land and violent conflict, whether we are talking about how land issues function as causal or aggravating factors in conflict, or whether we are thinking about land issues that arise in post-conflict settings. The toolkit is also designed to familiarize practitioners with a range of programmatic interventions and to sensitize officers to the fact that development activities, such as infrastructure projects and the exploitation of underground resources, can inadvertently cause land conflicts to erupt.

Land Portal Foundation

The [Land Portal Foundation](#) was established to create, curate and disseminate land governance information by fostering an inclusive and accessible data landscape. Over the last decade, the portal has evolved from a simple information gateway to become a knowledge broker, a resource base, a vibrant online community of users and a trusted voice within global land governance. The Land Portal is committed to improving land governance through open-access data and cross-sectoral collaboration. It is uniquely positioned to harness the potential of open data to build a democratic and inclusive information ecosystem on land.

Learning Route (IFAD, ILC, Procasur)

The Learning Route is a methodology developed by PROCASUR facilitating practical learning in the field, through the direct exchange of experiences amongst local champions and rural practitioners. The Learning Route is effective for the exchange of embodied local knowledge about rural development issues that vary from climate change adaptation to the claiming of political rights.

Land tenure and property rights assessment tools (USAID)

The USAID [Land tenure and property rights assessment tools](#) is a collection of instruments that can be used by USAID missions to expand upon land tenure and property rights themes in their respective countries and determine how these contribute to or impede development programming.

These materials include both an LTPR pre-assessment tool and an LTPR assessment tool. Both of these aim to standardize the format and content addressed in USAID property rights assessments and facilitate the development of potential programming in this area.

Land tenure and property rights framework tool (USAID)

The [Land tenure and property rights framework](#) includes a four-volume set: (i) Land tenure and property rights framework; (ii) Country-specific LTPR themes and donor interventions report; (iii) Country-specific LTPR rankings and maps; and (iv) Land tenure and property rights assessment tools.

Land tenure and property rights: Situation assessment and intervention planning tool (USAID)

The Situation assessment and intervention planning tool can be used when a USAID mission suspects the presence of land tenure and property rights (LTPR) concerns in a country and wants information upon which to base programmatic decisions, or when USAID wishes to examine the current LTPR situation in a country in light of previous interventions. Under both circumstances, the LTPR Situation assessment and intervention planning tool can:

- **Situation assessment.** Help missions to determine how LTPR concerns are affecting the current development programming in a country.
- **Intervention Planning.** Guide USAID in choosing appropriate LTPR interventions and in determining the scale, timing, duration, and ordering of those interventions.
- **Monitoring and Evaluation.** Facilitate creation of a system to track the realization of programmatic goals and USAID Development Objectives.

Land Tenure and Property Rights Matrix (USAID)

The Land tenure and property rights Matrix serves as a menu of issues and interventions that need to be considered within the realm of land tenure and property rights.

The LTPR Matrix consists of five categories of LTPR issues:

- violent conflict and post-conflict instability;
- unsustainable NRM and biodiversity loss;
- insecure tenure and property rights;
- inequitable access to land and natural resources; and
- poorly performing land markets.

The LTPR Matrix consists of six categories of interventions:

- key institutional arrangements;
- conflict or dispute resolution;
- legal and regulatory framework;
- redistribution of land or natural resources within society;
- land administration and the specific mechanisms and agencies used to implement land policy; and
- enabling and strengthening sustainable land-use management and conservation.

Policy makers guide to women's land, property and housing rights across the world (UN-Habitat)

Policy Makers Guide to Women's Land, Property and Housing Rights Across the World (2007) is a summary and comparative analysis of the research series on urban land and housing policies and gender, commissioned by the Land and Tenure Section of the Shelter Branch of UN-Habitat. The research comprises regional reviews of selected Latin American countries, Southern Africa, and the Balkans, as well as a global overview of shared tenure options for women, and Islamic land and property rights in the Muslim world. This guide covers a spectrum of themes concerning women's security of tenure. It includes women's participation, gender rights, constitutional and legal systems, the impact of customary and Islamic rights, and joint titling. The guide highlights pioneering and innovative concepts, reforms and developments. This document will be useful for policy makers in the field of land, property, housing and women's rights from within and outside governmental agencies, who directly or indirectly contribute to the making and implementation of land policies.

Regional land use planning (GLTN)

Regional planning is a branch of land use planning and deals with the efficient placement of land use activities, infrastructure and settlement growth across a significantly larger area of land than an individual city or town.

The land governance assessment framework – Identifying and monitoring good practice in the land sector (World Bank)

The World Bank's Agriculture and rural development publication series presents recent analyses of issues that affect the role of agriculture, including livestock, fisheries, and forestry, as a source of economic development, rural livelihoods, and environmental services. The series is intended for practical application, and hope that it will serve to inform public discussion, policy formulation, and development planning.

The Land Governance Assessment Framework (LGAF) is intended as a first step to help countries deal with these issues. It is a diagnostic tool that is to be implemented at the local level in a collaborative fashion, that addresses the need for guidance to diagnose and benchmark land governance, and that can help countries prioritize reforms and monitor progress over time.

Voluntary Guidelines on Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (CFS)

The overarching goals of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security are to achieve food security for all and support the progressive realization of the right to adequate food in the context of national food security.

While supporting efforts towards the eradication of hunger and poverty, the Guidelines are also intended to contribute to achieving sustainable livelihoods, social stability, housing security, rural development, environmental protection, and sustainable social and economic development.

The Guidelines are meant to benefit all people in all countries, although there is an emphasis on vulnerable and marginalized people. The Guidelines serve as a reference and set out principles and internationally accepted standards for practices for the responsible governance of tenure. They provide a framework that States can use when developing their own strategies, policies, legislation, programmes and activities. They allow governments, civil society, the private sector and citizens to judge whether their proposed actions and the actions of others constitute acceptable practices.

They were finalized through intergovernmental negotiations that included participation by civil society, the private sector and research institutions.

The Guidelines were officially endorsed by the Committee on World Food Security on 11 May 2012. Since then implementation has been encouraged by G20, Rio+ 20, United Nations General Assembly, Francophone Assembly of Parliamentarians and others.

Women, Business and the Law Database (World Bank)

Women, Business and the Law (WBL) measures gender inequality in the law. The dataset identifies barriers to women's economic participation and encourages the reform of discriminatory laws.

When societies achieve gender equality, economies become more resilient. That's why WBL is committed to informing research and policy discussions about the state of women's economic opportunities and empowerment. WBL demonstrates the progress made while emphasizing the work still to be done to ensure economic empowerment for all.

Women's Land Tenure Framework (Landesa)

Landesa Center for Women's Land Rights developed a Women's Land Tenure Framework to assist in the understanding of the complex issues associated with women's land rights. The framework allows to determine whether women, as well as men, have secure rights to the land they are using, and to determine whether and how women's rights are weaker than the rights of men:

A woman's access and control over land can improve if: (i) she gains access to more land; (ii) she gains access to land of higher quality or in a better location; (iii) she gains additional rights over a plot of land to which she already had access; or (iv) her land rights become more secure.

A woman's land rights are secure if: (i) they are legitimate (and recognized by the community); (ii) they are unaffected by changes in her social status; (iii) they are granted for an extended period of time; (iv) they are enforceable; and (v) her ability to exercise them does not require an additional layer of approval that only applies to women.

Policy actions for achieving gender-equitable governance of land tenure

Apply international conventions on women's rights;

Recognize women's customary rights to land; Make sure that women can register their rights under the same conditions as men;

Make sure that all stakeholders can participate equitably in land tenure governance, including in local land administration and management institutions;

Introduce positive discriminatory measures. To ensure that the rights of vulnerable groups to use, access and control land are incorporated into a changing tenure system:

(i) Identify the legal and policy barriers through a gender analysis of the legislation, policy and implementation strategies that are relevant to the land sector; (ii) Engage in policy dialogue and advocacy with legislators, bringing on board grassroots and women's organizations as well as technical experts; and (iii) Ensure follow up and monitoring of human rights principles related to non-discrimination; (iv) provide training and capacity building for public servants who provide related services.

Recording Rights

A number of tools are available that combine geo-informatics and participatory methods for fit for purpose land recordation. IFAD has conducted [online learning events](#) on the following tools:

Social tenure domain model (GLTN)

The [Social Tenure Domain Model](#) (STDM) is a pro-poor, participatory and affordable land information tool to represent people-to-land relationships along the 'continuum of land rights' frameworks. It is based on open and free software packages. It has been applied in both rural and urban contexts in different countries.

CaVaTeCo (Terra Firma)

The [Community Land Value Chain Approach](#) (CaVaTeCo) is a conceptual model and a platform of tools that help rural communities in Mozambique to secure and leverage their land rights under Mozambican Law. The methodology provides step-by-step guidance and support for the first time registration of land rights.

Cadasta

[Cadasta](#) develops and promotes simple digital tools and technology to help to efficiently document, analyse, store, maintain and share critical land and resources rights information.

SOLA & Open Tenure (FAO)

[SOLA & Open Tenure](#) are open-source software to help protect tenure rights and support the implementation of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests.

Mobile Applications to Secure Tenure (USAID)

The [Mobile Applications to Secure Tenure](#) (MAST) is a tool-agnostic approach that uses common land administration and resource management data standards and can be adapted to test and scale new methods for participatory land and resources management.

Defending Rights

Advocacy Toolbox (ILC)

The [Advocacy Toolbox](#) is based on materials developed for the ILC's project in Eastern and Southern Africa entitled "Securing Women's Access to Land: Linking Research and Action". The core of this project was action-oriented research carried out by partners in seven countries with a view to using research results in advocacy. The capacity-building activities to support partners included advocacy workshop on which this toolbox is based.

This toolbox is split into two sections: one on advocacy planning, and one on tools. Chapters include: (i) understanding advocacy; (ii) identifying the advocacy issue; (iii) analysis the problem within its context; (iv)

developing an advocacy strategy, and (i) communication strategy; (ii) lobbying; (iii) policy submissions; (iv) constituency building.

Designing

A practical guide for addressing gender concerns in land titling projects (World Bank)

This practical guide provides guidance for task team leaders wishing to integrate gender approaches into land titling projects or titling components of larger operations. It provides key issues to consider; principles to bear in mind; data (what, who, and where) to collect; suggested project activities; useful indicators; and important steps to follow in each of the key stages of a project cycle. Five project stages are used to organize this guide: 1) Project Identification, 2) Design and Preparation, 3) Appraisal, 4) Implementation and Supervision, and 5) Project Completion.

Gender in agriculture – Toolkit for integrating gender-related issues in land policy and administration projects (World Bank, FAO, IFAD)

The Toolkit for integrating gender-related issues in land policy and administration projects provides a quick guide for task team leaders of land administration projects, titling components of larger operations, or other land titling initiatives to ensure greater participation by women in the land titling process. A core checklist of actions and initiatives is provided for the successful implementation of a project at the socioeconomic, legal, and institutional levels. This checklist is organized around the four project stages: (1) identification, (2) design and preparation, (3) appraisal, and (4) implementation, supervision, and completion.

Monitoring and Evaluating

Gender issues in monitoring and evaluation in rural development: a tool kit (World Bank)

The toolkit for integrating gender in to monitoring and evaluation has been developed to assist project task teams, borrowers, and partners to recognize and address gender concerns in designing rural development sectors projects, to monitor progress in gender integration during implementation, and to evaluate its impact in achieving overall rural well-being.

IFAD's Results Management Framework Tenure Indicator

IFAD's Results Management Framework (RMF) contains a Tenure Indicator as a Core Indicator. The accompanying guide provides definitions and the typical tenure interventions that could be included and need to be measured in IFAD supported projects. (see Annex 3 for further details)

IFAD / GLTN Impact Evaluation Guidelines

The Guidelines provide a broad framework and steps for doing impact evaluations of tenure security measures⁵⁷.

IFAD Tenure Monitoring and Evaluation "Quick Guide"

(Forthcoming – to be included in an updated version of this HTDN).

The guide will provide advice on identifying during design appropriate indicators and will present a simple set of methods for data collection during implementation. A few key elements are provided below.

⁵⁷ See https://www.ifad.org/documents/38714170/41206887/guidelines_ie_land.pdf/4435be07-829e-6d3d-444e-8f01403605d9 and <https://qltn.net/download/the-how-to-guide-for-integration-of-impact-evaluation-into-programming/>

Annex 6: Examples of activities to be considered in design/implementation

During project design, the following activities could be considered, and properly budgeted for implementation:

Legal and policy reform

- Provide support in drafting laws that include specific procedures for including women and for protecting women's land and property rights in titling activities, and enforce marital property codes and inheritance and family legislation if they do not discriminate against women;
- Promote gender equality in the allocation of state land within laws and regulations;
- Provide support in drafting laws that allow for significant representation of women in land administration agencies at the national, regional, and local levels;
- Provide support in establishing a solid legal foundation for responsible gender-equitable governance of land tenure, including access to justice, dispute resolution mechanisms and legal support, and legal literacy.

Public awareness

- Engage with local partners to develop an outreach program that raises awareness of women's rights and access to land registration services among both men and women;
- Ensure that an outreach program includes women's rights to title their property, how to title their property, and benefits of land titling for women and men;
- Facilitate women's meaningful participation in community meetings as well as meetings organized only for women;
- Conduct regular surveys, including gender-disaggregated data and number of women surveyed.

Dispute resolution

- Appoint a land registry staff member as a lead gender liaison;
- Ensure that the gender liaison receives appropriate gender training;
- Promote legal assistance programs for women that advocate women's rights;
- Ensure that legal assistance is available for women and men at local levels and consider creating mobile legal teams.

Institutional development

- Include gender equity as an objective of the project in the charter of the land registry organization;
- Create or strengthen a gender unit within the project implementation team and the land administration agencies, or in alternative identify a senior member of the implementation team that can serve as focal point;
- Accompany in setting up a customer council or board and ensure at least one member represents the interests of women;
- Provide a legal assistance program with a special focus on women's rights.

Specific services for women during land titling and registration activities

- Engage a women's advocate who can provide advice on a one-to-one basis;
- Work with individual women as their property is surveyed and investigated;
- Look for innovations to make it easier for women to participate in the titling and registration process, particularly in societies where women have restricted mobility, or face other types of restrictions. This may involve more women working in the project or having a separate room and door in the titling office where women can bring their documentation and pick up their titles.
-

Property registration and distribution of titles

- Ensure that titles are delivered to both the male and female owners of property simultaneously;
- Verify that titles are correct and all property owners, including women, have been legally titled;
- Confirm that the titling agency and the registry are following the same regulations with regard to who the legal property owners are.

Investigating ownership and other rights

- Design procedures and activities – which include guidelines and steps to assist the adjudicator/titling team in determining the rightful property holders, especially wives and daughters – to determine ownership and other rights to land titling;
- Train adjudication staff in the legal rights of ownership;
- Ensure that land parcel, building and apartment title adjudication forms do not assume a single owner;
- If laws stipulate that property obtained during marriage (including consensual unions) belongs to both spouses, ensure this is included in the procedures;
- If joint ownership of state property is legally recognized, ensure that both spouses are included in the adjudication and titling processes;
- In cases of inherited land, procedures should ensure that titles include all property owners (wives, daughters, husbands, and sons).

Registration of transactions

- Incorporate procedures and facilities that promote the protection of women's rights in the design of the transaction registration system;
- Ensure information about rights, obligations, and resources promoting and protecting women's property rights is publicly available in all registration offices;
- Provide a person for women to contact to discuss their concerns and obtain advice;
- Offer extended services at least one night per week to enable women and men with time constraints to access services;
- Have outreach offices available to women and men who cannot travel to a registry office;
- Create professional links between the land registry organization and NGOs/other groups and professionals who can assist women.

Gender-responsive staffing and training

- Ensure a gender balance within project implementation staff and women representation in the steering and/or technical committee, as well as gender balance in titling teams – this may involve professional training of female staff;
- Conduct an audit of the gender mix and skill levels of the staff of the land administration agencies;
- Include a representative of women's advocacy organizations in the supervisory board (if one is to be created) and on any customer service council;
- Conduct periodic gender training throughout the life of the project, involving all staff of land administration agencies (from directors to the officer staff) and project implementation staff;
- Promote gender training among land market professionals (lawyers, notaries, surveyors, real estate agents) that emphasizes legal rights and obligations, identification of problems, addressing these problems, and promoting gender equality;
- Take special efforts and procedural accommodations to encourage women in the communities to participate in trainings.



International Fund for Agricultural Development
Via Paolo di Dono, 44 - 00142 Rome, Italy
Tel: +39 06 54591 - Fax: +39 06 5043463
Email: ifad@ifad.org
www.ifad.org

 facebook.com/ifad

 instagram.com/ifadnews

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 twitter.com/ifad

 youtube.com/user/ifadTV