

TOOLS FOR GENDER RESPONSIVE LAND
GOVERNANCE IN THE IGAD REGION



PEACE, PROSPERITY AND
REGIONAL INTEGRATION



Tools for Gender Responsive Land Governance



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Effective and equitable land reform implementation may strengthen or even secure the rights of women and marginalized groups, assuring benefits streams to resource users and fostering incentives for sustainable land use and management. This Compendium is a review of existing gender guides on mainstreaming gender in land sector reforms to identify key issues and gaps that policy makers should be aware of and as such improve gender mainstreaming and the application of gender transformative approaches in land governance.

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EDITOR'S NOTE

Property rights in land whether customary or formal in nature, act both as a form of economic access to key markets and as a form of social access to non-market institutions, such as the household and community-level governance structures. Because of land's fundamental importance in conferring such access, it is essential that policies that seek in any way to alter the distribution or to formalize property rights in land take great care not to inadvertently disenfranchise the most vulnerable members of the target population, including women. Indeed, if such tenure programs form part of an overall poverty reduction strategy, it is incumbent upon policy makers to understand the ways in which these most vulnerable groups gain tenure rights, the challenges facing their claims, and the role that effective rights to forests and land can play in securing their livelihoods and those of their families.

Despite the above efforts, tenure reform management processes remain the key site in which discrimination based on gender is expressed. Unequal gender relations within the household persist in many parts of the developing world and are usually reproduced in institutions at meso-level – in private sector institutions, local authorities, and central government ministries. Gender biases are expressed in more subtle ways at the macro level, which are often presented as if they are “gender neutral.” Thus, although seemingly doing no harm to either gender, they neither seek to improve the social relations between men and women. Examples of this can be found in almost any land law providing **“Every person has a right to own property either individually or in association with others”**.

What is desirable are policies that aim to transform the existing distribution of resources and responsibilities to create a more equal relationship between women and men. These aim not only at giving either a right as would be prescribed in the law, or resources that would meet their immediate need, but provide for voice to enable women participate in decision making, altering relations of authority and control.

This compendium of tools for gender responsive land governance will contribute to the creation of enabling conditions for the transformation of knowledge into

action and ultimately of policies into practice. This will contribute to improving land administration and management by stakeholders in the IGAD region where tenure reforms are either already in place or are taking place. Importantly, it will lower uncertainties in reform implementation and pave the way for greater tenure security among local communities. The main anticipated result is increased capacity of multiple actors to implement tenure reforms in an equitable and effective manner to secure the rights of local communities (especially women), to enhance their livelihoods and to foster the sustainable land use and management.

The main purpose of developing this compendium of tools is to provide the practical steps and skills that can be used by land practitioners. It will also be used for continuous capacity development by IGAD and its Member States with the aim of supporting and enhancing a locally driven process of learning in the land sector and related sector. Through this, IGAD will contribute to bringing about changes in socio-political, policy and legal, as well as institutional factors to enhance stakeholder ownership of processes and the effective & efficient use and management of the IGAD Region's land resources. The following guiding principles will frame IGAD's capacity development through these tools:

- Capacity development address power relations, mindsets and behavior change through a comprehensive approach that responds to regional land sector challenges.
- Capacity development is a long-term process and requires perseverance even under difficult circumstances. There are no short cuts nor are there blueprints.
- Capacity development looks beyond individual skills and focus on training to address broader questions of institutional change, leadership, empowerment, and public participation in the land sector.
- It requires adaptation to local conditions and starts from the specific requirements and performance

expectations of IGAD, its member states as well as the citizenry that forms the rights seeking public.

- It makes the link to broader national reforms
- There is little value in designing isolated, one-off initiatives.

The centrality of placing gender disparities at the heart of the capacity building interventions is paramount to transforming how the land sector views and responds to historical and religious injustices as well as the influences of patriarchy on planning, decision making and implementation of land administration. Addressing gender issues in land administration tools involves

dealing with all aspects and concerns of how women and men interrelate; their differences in accessing and in the use of resources; their activities; and how they react to changes, interventions, and policies. Recognizing appropriate entry points for gender sensitivity and gender transformative intervention can be challenging for those who have not specialized in gender or who have limited practical experience working on gender issues. These tools provide an easy way to understand the gender mainstreaming and the capacity building process is designed to address this issue to foster practice change in how practitioners in land administration respond to gender dynamics in implementing these innovative tools.

Esther Obaikol
Coordinator IGAD Land Governance Program



ABBREVIATIONS

CSO	Civil Society Organisation
GLTN	Global Land Tool Network
GRB	Gender Responsive Budgeting
GSEA	Gender and Social Exclusion Analysis
ICR	Implementation and Completion Report
IGAD	intergovernmental Authority on Development
IT	Integrated technologies
MTEF	Medium Term Economic Frameworks
NGO	Non-Governmental Organisation
PAD	Project Appraisal Document
PIP	Project Implementation Plan
POP	Project Operation Manual
SDG	Sustainable Development Goal
UN	United Nations

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1 LAND TOOLS

Land is an asset that allows its owner access to loans to build their houses and to set up small businesses in cities. In rural areas, land is essential for livelihoods, subsistence, and food security. However, land is a scarce resource governed by a wide range of rights and responsibilities. And not everyone's right to land is secure. Despite progress on women's rights on some fronts over the last few decades, it is recognized that women's access to land and security of tenure still persist. Women are disproportionately affected by gender blind/neutral approaches. More needs to be done to impact women's access to land truly.

Governments, civil society, land professionals, and analysts generally point to the scarcity of practical land tools that are both gender-responsive and can be up-scaled to reach large populations, hindering the realisation of these rights. However, there is no existing global inventory of gender-responsive land tools. Still, through data collection and information exchange, stakeholders will identify gaps and engender them further according to context. This tool inventory is testimony to actual practice, which will inform policy implementation. It will demonstrate the gap between theory and reality. It is also a vital building block towards gendering affordable large-scale land tools. It will provide practical ways to solve problems in land administration and management; these range from a simple check-list for conducting a survey to a broad set of guidelines and approaches.

A land tool is a practical way to solve a problem in land administration and management. It is a way to put principles, policies, and legislation into effect. Tools are the converters of objectives in legislation, policy, or principles into implementation. They are the knowledge, skill, and ability to deliver results practically. Principles guide actions and goals, and policies reflect political will, but they are abstract phrases that remain aspirations without tools. Tools are cogs in the wheels of planning, implementation, monitoring, and evaluation concerning land. Drawn from real-life successes and failures, an effective tool is a best practice that can be

communicated, adapted, and applied in various contexts. Insufficient attention has been focused on how transferable tools can be developed, documented, understood, and adapted by others. The emphasis is on practicality; users should take a land tool and apply it (or adapt it) to their situation.

A whole range of interconnected gender-responsive tools are required to protect women's and men's secure tenure, from intra-household and community tools to those that impact specifically on women's access to land and their interaction with the State land systems. It requires gendering spatial information, land use, planning, registration, administration, management, and dispute resolution. For example, several tools are involved in securing inheritance rights for women. Tools linking land registry to the civil registry and tools on gender-accessible dispute settlement mechanisms must correlate to tools on gender-sensitive administration of estates in inheritance cases to be effective. The term covers a wide range of methods: from a simple checklist to use when conducting a survey, a set of software and accompanying protocols, or a broad set of guidelines and approaches. The emphasis is on practicality: users should be able to take a land tool and apply it (or adapt it) to their own situation. Our goal is to support women and men, at national and local levels, to use land tools that are pro-poor, gendered, and scalable.¹

Every land tool, existing or under development, needs to be evaluated for its gender responsiveness. The tools approach entails removing the obstacles to women's empowerment by implementing land rights and reconfiguring land relations and management measures that aim to address gender inequality. Land tools may complement each other, or they may offer alternative ways of doing something. For example, one tool may give overall guidance on addressing a land-related issue. In contrast, another may provide detailed instructions on dealing with a particular aspect of the same problem, such as checking whether women and men's different needs and situations are taken into

1 www.glt.net.

account. There is no single path to making tools sufficiently responsive to both women and men. Any generic tools must be adaptive to context and responsive to women's and men's specific needs, experiences, and choices.

There is no definitive list of gender-responsive land tools. The tools needed to depend on the problems – and how they may differ for women and men. Land tools are typically interdisciplinary and include other tools and more significant empowerment issues. Thus, there are tools for empowerment and capacity, assessment, diagnostic, planning, design, implementation, reporting and monitoring, and evaluation. A typology of tools can be characterised in several ways – according to the phase they are used during (design, planning, evaluation, etc.), objectives, outputs, or evaluation. Tools include instruments, approaches, schemes, devices, and methods ranging from a simple check-list to a more elaborate matrix.

The main objective of the mechanism is to promote more effective, efficient, and equitable land governance models driven by gender sensitivity as one of the core principles. This can be done by ensuring that existing land tools are gender-responsive, scaling up what is already considered to sufficiently gender-responsive land tools, and gaps through the development of new tools. Specific objectives are to:

- Help its partners promote and create a 'continuum of land rights' rather than just focus on individual land titling.
- Improve and develop pro-poor land management and land tenure tools.
- Improve the general dissemination of knowledge about how to implement security of tenure.
- Unblock existing initiatives.
- Assist in strengthening existing land networks.
- Improve global coordination on land.
- Assist in the development of gender-responsive tools.

For land tools to benefit the poor and disadvantaged, they need to have certain features:

- **Affordable;** they should be cheap enough both for the poor to afford (if they are required to pay user and maintenance fees), as well as for the government or other body that manages them.
- **Equitable and gender-responsive.** The land tools should seek to treat everyone fairly, with particular attention to inequalities faced by women compared to men.
- **Governance.** The process of tool development should consider how decisions are made regarding access to and use of land, how those decisions are implemented, and how conflicting interests in land are reconciled. Key elements of this include decision-making, implementation, and conflict resolution, with emphasis on both process and outcomes.
- **Subsidiarity.** To ensure that the land tools are sensitive to local situations and needs, they should be applied at the lowest appropriate level of authority: by the community or at the lowest level of local government.
- **Sustainable.** They should be capable of being implemented into the future without large-scale inputs from outside. Where possible, they should be self-financing through fees or taxes.
- **Systematic, large-scale.** The land tools should be capable of being used at a large scale – city-wide or across a whole country, not just in a one-off, local manner. That means they must be flexible enough to deal with a wide range of situations and capable of being replicated easily and at little cost.
- **Pro-poor.** They should aim to reduce poverty. That means taking the situation and needs of the poor into account and giving them a voice in decisions.

BOX 1 WHAT DO LAND MANAGEMENT AND ADMINISTRATION DO?

What do land management and administration cover?

- ✓ **Land tenure:** Securing and transferring rights in land and natural resources
- ✓ **Land value:** Valuation and taxation of land and properties.
- ✓ **Land use:** Planning and control of the use of land and natural resources.
- ✓ **Land development:** Implementing utilities, infrastructure, construction planning, and schemes for renewal and change of existing land use.

How do land management and administration benefit society?

- ✓ Support of governance and the rule of law
- ✓ Alleviation of poverty
- ✓ Security of tenure
- ✓ Support for formal land markets
- ✓ Security for credit
- ✓ Support for land and property taxation
- ✓ Protection of state lands
- ✓ Management of land disputes
- ✓ Improvement of land-use planning and implementation
- ✓ Improvement of infrastructure for human settlements

1.1 Land Tool Development

1.1.1 The Challenge of Developing a Framework Which Meets the Needs of Multiple Social and Cultural Environments as well as the Highest Standards of Good Governance

One major challenge in land tool development is to devise a flexible general framework that can be applied according to the needs of different countries. Another challenge is to ensure land policies take into account the broader urban governance principles of transparency, accountability, publicity, participation, and subsidiarity.

GLTN recognizes the demand for targeted tools. Among them are gendered tools, grassroots participation, culture or religiously formatted tools and land tools for post-conflict situations.

1.1.2 Getting to Know the Tool

IGAD has a Gender Strategy and Implementation Plan 2016 to 2020. These instruments form part of the mapping and prioritization for this strategy. Human Rights and Gender Equality in Health Sector Strategies: how to assess gender and land sector reforms is designed to support countries as they design and implement national land sector reforms in compliance with obligations and commitments. The tool focuses on practical options and poses critical questions for policy-makers to identify gaps and opportunities in the review or reform of land administration and governance as well as other sectoral initiatives. It is expected that using this tool will generate a national multi-stakeholder process and a cross-disciplinary dialogue to address human rights and gender equality in land governance in the IGAD region.

The tool is intended for use by various actors involved in land sector planning and policy making,

implementation or monitoring of land sector strategies. These include (but are not limited to) ministries of land and natural resources and other sectors, national human rights institutions, development partners and civil society organizations. The tool provides support, as opposed to a set of detailed guidelines, to assess land sector strategies. It is not a manual on human rights or gender equality, but it does provide users with references to other publications and materials of a more conceptual and normative nature. The tool aims to operationalise a human rights-based approach and gender mainstreaming through their practical application in policy assessments. This tool will go a long way in implementing the IGAD Land Governance Strategy 2017-2022.²

1.1.3 Gendered land tools

It is well recognized that implementation of women's land, property and housing rights is often frustrated by the lack of effective gendered land tools.

Every existing tool must therefore be gendered and the challenge thereby is threefold: to genderize existing land tools and those under development; to evaluate and upscale existing gendered tools and to create new gendered tools in response to identified "gaps".

1.1.4 Islamic land tools

There are distinctive Islamic conceptions of land and property rights, varied in practice throughout the Muslim world. Though Islamic law and human rights are often essential factors in conceptualization and their application, they intersect with State, customary and international norms in various ways. In doing so, they potentially offer opportunities for the development of 'authentic' Islamic land tools which can support the campaign for the realization of fuller land rights for various sections of Muslim societies, including women.

1.1.5 Land Tools in Post Conflict/Disaster Context

Land tools are mostly predicated on the existence of functioning institutions, systems, and processes during peace time. If such tools are challenging to access and their delivery at best partly effective even during routine situations, the introduction of war, conflict,

or displacement dramatically alters the conditions in which the tools can operate to secure tenure. Mostly in such conditions, there is a breakdown of support systems and the exacerbation of land theft and invasion, in addition to newer threats to the security of tenure.

The Global Land Tool Network considers how land tools, specific to post-conflict situations, can work without the assumed land agencies or guarantees. It is in the process of developing UN comprehensive guidelines that recognizes the specific land challenges faced by post-conflict, reconstruction or transition States and the modified land tools that can be workable in such context.

1.2 Importance of Gendered Land Tools

Effective gender-responsive land tools can be developed and implemented only where women's voices, including grassroots women, are fully considered in an inclusive and transparent process. However, participatory approaches to gendering land tools must recognise power imbalances within communities, intra-household and intra-family relations. Male-dominated power relations and institutions make fair representation difficult for women in decision-making. Women are vastly under-represented at all levels of government, limiting their power to influence governance and public policy. However, aiming for a full spectrum of actions for institutional reform as a precondition for carrying out gendering of land tools may be unrealistic.

1.2.1 How to use the Gendered Land Tools

Gendered tools can help translate principles into practice, whether the goal is improved land governance systems which are gender responsive or women's empowerment through better implementation of women's land, property and housing rights and security of tenure. This requires a series of actions through a combination of strategies.

The mechanism proposes a multi-stage, multi-stakeholder approach for systematically gendering land tools. Each stage requires inputs, guidelines and activities coordinated by an expert committee, lead

² <https://land.igad.int/index.php/documents-1/strategies/1856-igad-land-governance-strategy/file>.

partners, short term consultancies, stakeholder meetings, capacity building and dissemination (see strategies below). Since the emphasis is on developing systemic gendered land tools, most activities take place at national level. There are other activities at regional and global level aimed at facilitating better sharing of international best practices.

A multi-stakeholder approach can synergise and strengthen new tools. Land professionals, as implementers of the formal land systems, also have a crucial role in gender responsive tool development. Decision-makers and enforcers, including the State land agencies, are often unable to resolve the conflict between *de facto* and *de jure* tenure. All stakeholders need to be involved in gendering land tools through a woman-centred process. They should employ a participatory approach to translate conceptual issues, resources and expertise into effective and practical tools for implementation. The process involves the creation of a gender responsive environment for gendering tools, review and analysis of gendered land issues for identifying objectives for the tooling process, identification of principles, values and priorities to form a framework, creating and auditing a gendered tools inventory, piloting and scaling up of priority tools, evaluation of implementation of gendered tools and integration into land governance.

Gender-responsive land management systems must respond at scale to country contexts and needs and cannot be delivered through piecemeal and short-term goals. These tools are a guide to be adapted to specific objectives. Each stage has particular material and resources on the range of fields involved, (land tooling, gender mainstreaming, planning, evaluation), which have to be considered alongside the experience of partners/stakeholders.

Training and capacity building is addressed/significant at all stages of gendering tools. Gender training is an integral part of gender mainstreaming. Gender mainstreaming, gender analysis and the tool development process identify deficiencies in capacities needed to develop tools. Each organisation through gender mainstreaming will assess its own training gaps and needs by asking questions such as: Who needs training? What kind of training? Who provides training? Gendering of land tools is not merely a technical process but also a movement toward addressing broader policy reforms, challenging patriarchal attitudes, social structures, institutional blockages and obstacles to women's empowerment.

The stimulation of gender and institutional capacity in the areas of policy development, planning, partnership building, service delivery and workplace procedures is therefore vital for the implementation of gendered land policies, practices and approaches. Strategies have to be developed on canvassing political support, generating enforcement and implementation protocols as part of a global gendered land tools agenda. For gendering of land tools to move into civil society domains, stakeholders will have to create awareness, highlight positive examples in the public eye and pass on their experiences on the innovative approaches.

The media can play a role in popularising tools and advocating further support systems and remedies for workable tools. Sustainable tools also require partnerships for financial arrangements. Through dissemination, advocacy and mobilisation, strategic action plans can be developed to augment the support, recognition and further integration of gendered land tools into country strategies.

TABLE 1:

Components of Gendered Land Tools

Summary of components³

Component	Purpose	Activity
Component 1	Create a gender-responsive environment	<ul style="list-style-type: none"> — Gender mainstreaming — Inclusive participatory models — Setting the gendered land agenda — Fostering partnerships and capacity building — Establishing ownership and conceptual clarity
Component 2	Review gendered land issues	<ul style="list-style-type: none"> — Addressing women's property issues — Sex disaggregated data — Impact of policies — Legal, constitutional and customary laws
Component 3	Determine objectives through gendered land analysis	<ul style="list-style-type: none"> — Land analysis techniques — Gender land analysis models — Content of gendered land analysis — Methodology for gendered land analysis
Component 4	Establish framework of principles, values and priorities	<ul style="list-style-type: none"> — Gender equality through a human rights approach — Recognising women's activities — Addressing women's land issues — Improving land governance through tools
Component 5	Take inventory of gendered tools	<ul style="list-style-type: none"> — Tool documentation — Sharing the inventory — Auditing tools for monitoring and learning
Component 6	Piloting and scaling up	<ul style="list-style-type: none"> — Piloting priority land tools — Scaling up community tools — Achieving scale through good land governance
Component 7	Evaluate gendered tools	<ul style="list-style-type: none"> — Set evaluation criteria — Select who will evaluate tools — Carry out tool evaluations
Component 8	Improve land governance	<ul style="list-style-type: none"> — Tool evaluation for policy makers — Opportunities for stakeholder participation — Training and capacity building — Advocacy and mobilisation

Source: Adapted from United Nations Human Settlements Programme (UN-HABITAT), 2008

³ United Nations Human Settlements Programme (UN-HABITAT), 2008. Gendering Land Tools Achieving Secure Tenure for Women and Men. www.unhabitat.org

1.3 The Gender Mainstreaming Checklist

Gender mainstreaming is most successful if implemented from the very start of the project. During this stage, socio-economic and cultural information from a gendered viewpoint is collected regarding statutory and customary property rights, land policies and legislation, land administration institutions, and land market transactions in the project area. 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.

From this first stage and throughout all the project stages—political commitment, both on the part of donor agencies and government agencies, is essential to improve and protect women's land rights. During this stage, particular attention must be paid to the level of gender awareness in land administration and related institutions, the overall position of women in the community and economy, and the position of the government and the land registry agency with regard to gender equity.

Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated.

The goal of mainstreaming is to achieve gender equality. With regard to gendering tools, gender mainstreaming is not merely greater gender awareness and sensitisation but an integral part of overall planning for tools. Gender mainstreaming strategies are relevant in three overlapping spheres – the organisational structures, culture and policies, the organisational programme of activities and the impact of gendered approaches in the broader community. Even when women are better represented in decision-making positions, one should not assume that gender concerns will automatically be integrated into dominant decision-making structures. Gender mainstreaming first demands a preliminary

stakeholder identification which can be more fully explored through a gender land analysis.

Gender mainstreaming goes beyond increasing women's participation by bringing the experience, knowledge, and interests of women and men to bear on the development agenda. Mainstreaming is also a catalyst for agenda setting, using a gender perspective to transform the existing tool development agenda. The exploration of the gendered dimension is more fully carried out in the following two components of the tooling process; the review and gendered land analysis. On the other hand, gender mainstreaming, when carried out as a stand-alone or routine exercise, has been ineffective.

Among the challenges faced are how to track and evaluate gender mainstreaming projects, and how to apply the findings. The land agenda can not only benefit from, but also contribute to, gender mainstreaming. In this component of gendering land tools, gender mainstreaming can contribute information and understanding of current practices, and capacities among the stakeholders.

Three strategies would be most relevant to apply in the context of land

1. Integrate gender equality into the mainstream, that is, systematically and explicitly include women's and men's priorities and needs in all policies, programmes, projects, institutional mechanisms and budgets;
2. Design and implement gender-specific action measures to redress the effects of past or continuing discrimination through affirmative action and special measures to empower the disadvantaged group, in this case, women, as they are the ones who are currently suffering from various constraints;
3. Address both practical and strategic gender needs because the roles and needs of women both in the family and in the workplace are different from those of men.

Practical needs are basic needs or survival needs that relate to inadequacies in living and working conditions, e.g. toilet facilities, food, water, shelter, clothing and healthcare. Strategic needs are the needs for equality and empowerment such as equal access to

education and training; equal decision making that relate unequal power relations between men and women.

Two Principal Tools for mainstreaming gender will be:

1. Carrying out a gender analysis, that includes:
 - Generating sex-disaggregated data
 - Analysing such data to identify trends, patterns and inequalities
 - Identifying gender differentials at work/in life – division of labour and access to and control over resources and benefits
 - Understand differentials in needs, constraints, opportunities in relation to knowledge/skills/ conditions of work, social protection, family responsibilities, economic/political decisions
 - Determining practical and strategic needs
 - Identifying constraints and opportunities in the larger socio-economic and political environment (laws/social attitudes)
 - Reviewing the capacities of organizations to promote gender equality.
2. Planning gender action, that includes the following:
 - Ensuring equal participation and equal distribution of benefits to men and women. Whenever gender analysis identifies imbalances and inequalities between men and women in the world of work, these need to be redressed.

Important steps in gender planning are:

Gender-specific interventions, measures or activities are needed whenever one sex is in a particularly disadvantaged position; for example, in sectors, industries, occupations and low income groups where many girls and women are found; sectors where girls and women are virtually absent; issues which mainly concern girl and women workers (e.g. sexual harassment and domestic violence). They may include one or a combination of the following: Positive or affirmative action – a temporary measure to eliminate the results of past or

current discrimination (e.g. setting targets, quotas or goals for women in activities, sectors or levels where they have previously been excluded or under-represented; fostering greater sharing of occupational, family and social responsibilities between men and women).

Women-specific activities are needed when cultural norms and values restrict women's equal participation in activities for both sexes and used to enable women to develop and strengthen their self-esteem, to identify their constraints and to jointly develop means to overcome them (e.g. skills training for women; career counseling and mentoring and apprenticeship programmes for women).

Starting a process of organizational change in procedures and in institutional processes which involves mainstreaming gender throughout an institution. Tools for mainstreaming gender within organizations include:

- Adopting explicit policy,
- Programming, budget and accountability procedures for the promotion of equality;
- Training staff and making them accountable;
- Setting of targets for staff recruitment and promotion; and
- Allocating sufficient human and financial resources to finance equality promotion.

Undertaking gender budgeting and auditing. Gender budgeting is an integral part of gender mainstreaming and aims to analyse the different impacts of revenue and expenditure on men and women, boys, and girls; and may involve allocation of revenues and expenditures and restructuring of budgetary processes to promote gender equality. It focuses on both the contents of the budget and the budgetary processes and undertakes gender budget analysis to reveal gender impact and action throughout the budget cycle. Participatory gender audits promote organizational learning at the individual, institutional and policy levels on how to mainstream gender effectively in practice.

A participatory gender audit enhances the collective capacity of organizations to examine its activities with a gender perspective; identify strengths and

weaknesses in promoting gender equality; and provides recommendations on how to strengthen gender mainstreaming within an institution.

1.4 Land Policies

Until recently, women have been excluded from the direct benefits of land reform programmes due to discriminatory regulations on land distribution, titling and inheritance. The review needs to address core questions at country level such as:

- How effective are policies aimed at achievement of the Sustainable Development Goals (SDGs) in relation to gender and land?
- What lessons have been learned about land reforms and statutory interventions?
- What can be done to generate gender-responsive land policies?
- What institutional and professional issues have a bearing on women's security systems?
- What are the impediments to realising women's security of tenure?

1.4.1 Legal, constitutional and customary laws

Equal rights of women and men to land, property and housing under international law have been recognised by an increasing number of countries through their constitutions and ratification of international treaties. Most countries, however, have failed to generate gender-responsive laws and regulations, and lack supportive judicial enforcement. Even where specific legislation acknowledges women's rights to land, customary laws resist recognising women as equal claimants.

Substitution of customary land rights with statutory rules has failed to improve women's security of tenure. Further exploration of these issues is needed for tools which women's groups and others can use due to the diversity of cultural practices but also to challenge the stereotyping of custom. For example, there are several strategies within the Islamic framework which offer innovative and enhanced women's land, property and housing rights.

1.4.2 Organization

To assess and check if the project design and preparation are complete special attention should be paid to the following considerations:

- Collect baseline data in the project area to be included in the Project Appraisal Document (PAD) on what land rights women and men have, how they acquired each parcel of land, what documentation they have to back up those rights, and how secure they are of their rights. Also collect data on income levels and sources by household member. [www.worldbank.org/gendering].
- Ensure that gender-responsive actions and at least one gender-specific target/indicator are included in the PAD.
- Ensure that the project budget includes allocation for implementing and monitoring gender-responsive activities and that professional and technical resources are made available. The design of monitoring methodology and selecting indicators should involve female staff and participants. Both qualitative and quantitative indicators can be used. In addition to monitoring project implementation status, the impact of these activities on women and men, their property rights, and their broader position arising from improved protection of their property rights must be monitored.
- Is promoting gender equality part of the organization's general mandate?
- Does the organization have an official statement on their goal for gender equality and their strategy for pursuing gender mainstreaming?
- Is gender mainstreaming integrated in the regulations of the organization and in both the formal and informal standard operating procedures?
- Do the executive staff members demonstrate their commitment to gender equality and the implementation of gender mainstreaming, in both formal and informal ways?
- Do the executive staff members exercise their responsibility for the implementation of gender mainstreaming, both by strengthening the commitment of all staff members and by

adopting a gender equality perspective in their regular decision-making?

1.4.3 Financial resources

- Are the financial resources allocated for introducing gender mainstreaming realistically calculated and sufficient in order to ensure long-term success?
- Has the amount of working time that staff members are to spend on the process of change been realistically calculated?
- Is it transparent and is it acknowledged as being a valuable part of the regular job?
- Is the assignment of new tasks to the gender equality staff accompanied by a corresponding increase in working time available for this purpose?
- Is there a gender policy? What is its nature and scope? In other organizational documents, apart from the official gender policy—for example, in operating and staff training manuals or articles of incorporation—what are the underlying assumptions about gender difference and inequality (as expressed, for instance, in the language or terminology used)?
- Are statistics on the use of different services disaggregated by gender? Do these indicate equal use of all services by women and men, or do they point to significant gender differences? Do these differences in use also indicate differences in benefits? For example, are women obtaining only small loans, or are they also obtaining large loans? Is this difference caused by implicit or even explicit discrimination in how specific services are designed, or by differences in demand?
- Are any services directed explicitly at women? What underlying assumptions are being made about gender difference and inequality?
- Are these strategies likely to consign women to a “women’s ghetto,” or will they help women to diversify and move to higher-level services?
- How far and in what ways are the needs of the poorest and most disadvantaged women taken into account?

- Are any services explicitly directed at men? What underlying assumptions are being made about gender difference and inequality? Are these likely to increase or decrease gender inequality? Do any strategies targeting men explicitly attempt to redress gender imbalance?

1.5 Gender and Agricultural Policy Analysis

The goal of gender-based analysis is to integrate gender perspectives into policy. Sex disaggregated information provides quantitative data on gender differences and inequalities. Whereas gender analysis builds on the qualitative information; exploring why the disparities exist, how they impact women's access to land, and how they might be addressed through gender-responsive tools. Gendered land analysis raises awareness of gender issues, informs policy-making and tool development, identifies gender training needs and sets the baseline to monitor and evaluate impact of tools. Gender analysis should explore how particular tools respond to women's experiences in acquiring land such as male preference in inheritance, obstacles to obtaining credit in the land market, discrimination in land reforms, and bias in resettlement schemes or corruption in anti poverty programmes. Gender analysis for land tools goes beyond the formulation of tools, and is relevant to the monitoring, implementation and evaluation stages.

Gendered land analysis uses social assessments, situational analysis, desk reviews, interviews, focus group discussions, pair wise ranking, case studies, trend analysis, social mapping, surveys and stakeholder consultations. Gender analysis becomes difficult in countries where accurate or specific data is unavailable. Moreover, information may be held by different government departments, be incomplete, unreliable or take a long time to collect.

Gendered land analysis engages with the overall economic conditions, (such as poverty levels, inflation rates, income distribution, market dynamics). The question of why women have inferior access to and control over land than men is best understood in its particular context of division of labour and access to savings and credit. Also relevant are demographic factors such as household composition and leadership, which indicate how women are claimants to land.

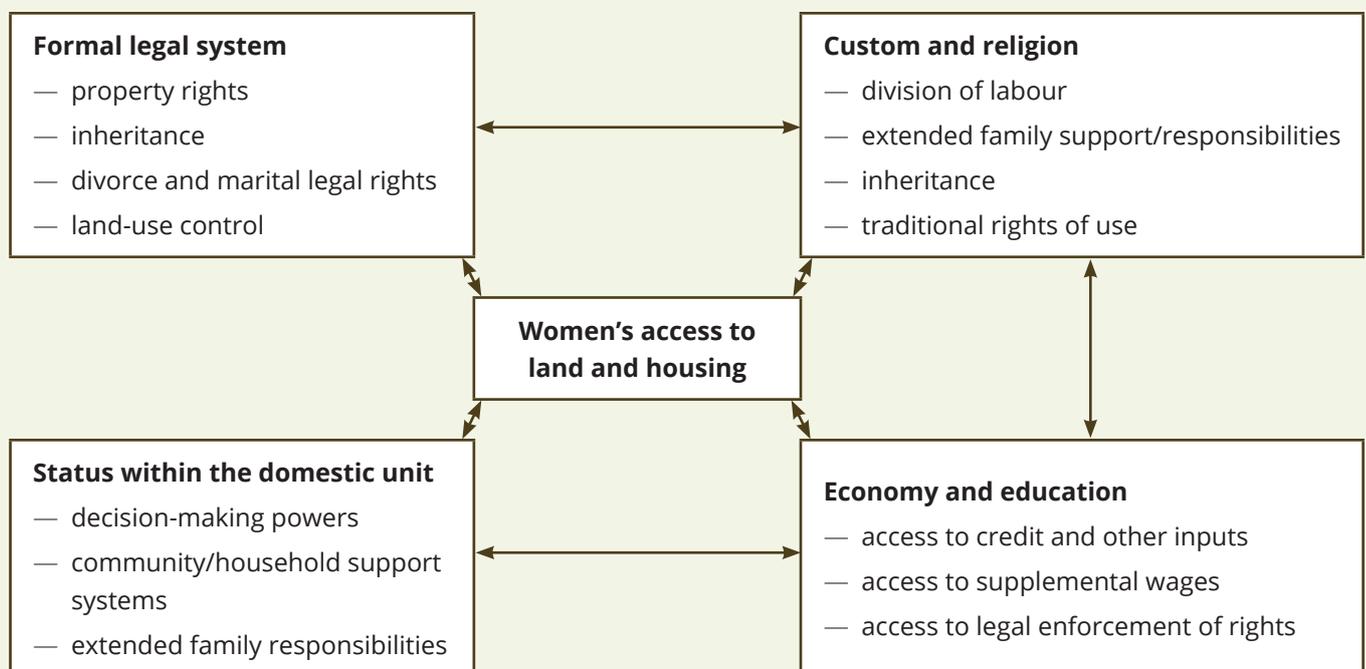
Individual, family and community perspectives of women's land needs are also relevant to the analysis. This considers the capacity and education of stakeholders – the state, civil society, land professionals and others – to mobilise support and promote equality in access to property are relevant. It also considers the intended and unintended consequences of policies and programmes as well as attempts, as far as possible, to recognise the hidden contribution that women make to development. The awareness of rights and levels of gender empowerment is also very important.

1.6 Methodology for gendered land analysis

A gender analysis in relation to women's and men's access to land, property and housing would query – the reality of access to and control of land through various property generation avenues – the legal basis for gender equality/inequality and its practice, the policy framework on gender equality and its implications, and the culture, religious dimensions and stereotypes impacting on implementation. It would consider how injurious community norms and beliefs could be countered. Based on the analysis, tools could then be created to give impetus to any laws or regulations which support women's security of tenure. Where appropriate, gendered land tools would be created with an explicit gender equality objective – based on opportunities identified by the gender analysis and with remedies for anticipated obstacles.

FIGURE 1:

Gender dimensions required in land analysis (FAO)



1.6.1 Achieving Secure Tenure for Women and Men and Participation

1. Does government policy on agriculture:
 - Incorporate equity and equality measures for women in agriculture, taking into account their interests, needs and priorities?
 - Recognise differences between women and men farmers?
 - Recognise differences in needs and priorities of women farmers from different categories of households, agriculture sub-sectors and agro-economic zones?
 - Explore local level resource allocation?
2. Are women and men equally involved in the development of the policy:
 - at ministerial level
 - at the level of agricultural extension
 - at research level
 - at the level of rural farming communities
3. Has the government taken steps to review and amend existing policies of the Ministry of Agriculture to include an explicit acknowledgement of the role of the Ministry and its agencies in advancing gender equality and equity in agriculture?
4. What steps have been taken to ensure that projects/programmes reflect the needs, interests and priorities of both women and men in agriculture?
5. What measures have been taken by the government to develop rural based agro-industries and entrepreneurs, to improve the agricultural productivity of women beneficiaries, including through the production of marketable quality products, and to enable them to undertake profitable economic enterprises and increase their income?

6. What concrete actions have been taken to increase women's access to information, institutional credit and other agricultural inputs to increase their productivity and income?
7. What measures have been taken to increase the availability of sex-disaggregated data in the Ministry of Agriculture and related agencies including extension departments, NGOs and research institutes?

1.6.2 Agricultural Extension Policy

1. Are extension services equally available to female and male beneficiaries?
2. Do female and male beneficiaries have open access at all levels of extension services? Is there any conflict between policy and cultural practices with regard to taking advantage of such access?
3. Is there any conflict between policy and cultural practices with regard to participation of female/male farmers at production level?
4. Have technical resource persons received training in gender analysis/planning?
5. Do the curricula of agriculture education programmes reflect the importance of this issue in the preparation of extension workers for work at village level?
6. What is the nature of the financial support provided for extension? Is it government-supported, cost-sharing or privately funded?
7. How is resource use determined?
8. Are there mechanisms in place for monitoring gender policy?
9. With respect to agriculture-related work, how does the distribution of economic resources and power, both within households and on the broader society, impact on the life conditions and economic and social roles of women and men?⁴

⁴ Commonwealth Gender Management System Series: Gender Mainstreaming in Agriculture and Rural Development: A Reference Manual for Governments and Other Stakeholders

1.7 Gender and Social Exclusion Analysis

We cannot achieve the SDGs and eliminate poverty if we do not ensure that all poor people benefit from poverty reduction interventions. In all countries, certain groups are disadvantaged because of discrimination on the basis of gender and identity. These people are more likely to be poor, they are restricted from contributing to and benefiting from development, and are often the least visible. Poverty reduction interventions are likely to fail to reach excluded people unless they are specifically designed to do so.

1.7.1 Social Exclusion

People may be excluded because they suffer discrimination by others because of their social identity: gender, ethnicity, race, religion, sexual orientation, caste, descent, age, disability, HIV status, migrant status or where they live (for example, 'no-go' areas, urban slums, remote regions). People who suffer discrimination on various fronts – for example, disabled women, girls from lower castes – are often the poorest.

We understand exclusion also to encompass the idea that some groups of people are included (in the market, state and society) but in disadvantageous and discriminatory ways that have an impact on their ability to participate as full members of society and help to keep them in poverty over time (for example, lower wages for women in the labour market, discrimination preventing certain ethnic groups or castes from accessing higher status jobs or public positions, geographical barriers to full market integration).

People may be excluded from economic opportunities (for example, the barriers faced by women and disabled people in entering the labour market), political participation (where the ability of some groups to vote, stand for office, or associate is restricted), or social status (for example, where young men are unable to gain status as adults because of unemployment).

Many people are excluded because of where they live, and many of the poorest and most excluded groups are in particularly disadvantaged locations such as remote geographical areas and urban slums, where it is difficult to have a voice or access services, government and jobs and to participate fully in economic and political life.

Discrimination and exclusion occurs through social, economic and political structures and actions. These include formal institutions such as the legal system, and informal institutions, for example, the norms and traditions that influence gender roles in society. People who have long been discriminated against may also have low self-esteem and a lack of confidence as a result.

Discrimination is a denial of human rights. By preventing certain people from contributing to and benefiting from development, discrimination limits progress on poverty reduction and reduces economic growth. Grievances associated with discrimination and exclusion are one of the critical causes of conflict. Socially excluded groups are often the most vulnerable in a humanitarian emergency and may have specific needs that must be met in responses.

Who needs to do a GSEA and when? It is recommended that country offices carry out a GSEA prior to the preparation of the CGA and as part of the country planning process. The GSEA can then be used to inform the overall country programme as well as ensuring that all policy and programme decisions draw on more robust evidence and analysis.

What should a GSEA look like? The size and scope of the GSEA will depend upon country context, available data, resources and time-frame. The GSEA may be completed relatively quickly on the basis of existing secondary sources, particularly if relevant scoping work or equivalent has already been carried out. Additional resources may enable extra studies and more extensive consultation.

Gender and Social Exclusion Analysis: This presents the analysis of the formal and informal processes underlying, mechanisms causing, and processes reinforcing and perpetuating gender inequality and social exclusion. It should aim to incorporate the three main spheres of people's lives – society, the state and the market – in which political, economic, social and institutional factors interact in discriminatory (or non-discriminatory ways) that can prolong, deepen or perpetuate poverty. It should look beyond the statistics to include a thorough social and political economy analysis to identify potential entry points.

1.7.2 Strengthening gender mainstreaming/ questions on social inclusion

1. Which groups are at particular risk of social exclusion?
2. What are the enduring barriers to social inclusion (e.g. discriminatory attitudes, lack of skills or knowledge, prioritization by powerful parties, incentives and capacity to promote inclusion etc)?
3. In what ways does exclusion contribute to poverty, inequality or uneven development outcomes at individual, household, community, province or national levels?
4. Does stigma against certain groups affect their use of public space, access to public services, treatment by service providers, interaction with institutions or risk of crime and violence?
5. Do certain groups self-exclude from markets or other institutions because they believe they will be discriminated against?
6. Is there any discriminatory legislation affecting access to employment, assets, social services justice or civil rights?
7. Do informal governance systems (e.g. traditional or religious governance) promote or undermine social inclusion?
8. If certain group groups have become more included or excluded over time, what has driven these changes?
9. What systems, laws or programs are in place to promote inclusion? How effective are they? If they are not effective, why are they not achieving their goals?
10. Are there social movements focused on promoting the rights of socially excluded groups? How effective or divisive are they?
11. What laws, systems, policies or programs are in place to overcome social exclusion and promote social inclusion (e.g. programs focused on specific geographical areas, particular vulnerable groups, affirmative action in education, employment and political representation etc)? How effective

are they? How are they perceived by the groups targeted?

12. Which agencies are working on social inclusion? What have been their innovations or successes? What lessons can be learnt from less successful programs?
13. What is the role of public opinion and media coverage on social exclusion issues? How can it be harnessed to promote pro-inclusive public debate and awareness building?
14. Are there social movements focused on promoting the rights of socially excluded groups? What are their foci? How do they operate? (e.g. political processes, armed struggle etc)? How effective are they? Are they considered legitimate by the groups they represent? How are they funded?
15. How have political elites and non-excluded groups responded to these social movements? (e.g. ignored, co-opted, responded to demands, repressed etc).

1.8 Vulnerability Analysis

Which groups of women are poor and among the poorest? (For example, female heads of households, widows, disabled or indigenous women)

- Which social groups are poor and/or socially excluded and why?
- How do age and the life-cycle interact with gender inequality and social exclusion?
- How do multiple or overlapping identities affect exclusion?
- Do some social groups experience particular prejudices and stigma? For example disabled people?
- Are some groups of poor people considered 'undeserving'?
- What is the status of migrants?
- What is the status of refugees and internally displaced people?

- Are excluded groups and the poorest and most vulnerable concentrated or over-represented in particular locations (such as remote or isolated areas, urban slums)?
- Do people located in particular geographical locations experience specific forms of exclusion or discrimination?

How are practices and institutions, such as those listed, related to gender inequality and social exclusion:

- kinship systems
- inheritance
- marriage practices
- the transition to adulthood
- child-rearing practices
- religious and other cultural practices
- patronage systems
- secret societies
- initiation practices
- migration
- customary law

1.8.1 Traditional local, religious and community governance

1. What is the role of traditional governance systems (for example, chiefs, informal justice systems, religious leaders, traditional healers etc)?
2. Do traditional governance systems reinforce or challenge social norms, and to what extent do they support and implement relevant formal policies and laws?
3. What types of community organisations exist and what is their role in reinforcing or challenging gender inequality and social exclusion?
4. To what extent can and do women and members of different excluded groups hold positions of authority or influence within traditional and religious institutions?

1.8.2 Legal Framework

1. What international human rights conventions have been signed, ratified (and domesticated if applicable)?
2. To what extent are the human rights of women and excluded groups enshrined in national legislation?
3. What legislation exists on violence against women? To what extent is this legislation implemented?
4. What is the relative importance and influence of customary and formal law?
5. Are there discriminatory clauses in constitutional, statutory and customary law?
6. To what extent does the law give men and women, or members of particular social groups, different individual and family rights (for example when voting, requesting a divorce, securing child custody, or obtaining individual identity cards or a passport)?
7. To what extent does the legal system protect property rights for women and different social groups?
8. How equal, secure and affordable is the access to justice of people of different genders, ages and social identities?
9. What rights and protections do justice systems offer to children?
10. How does legislation and its implementation affect women's and girls' ownership of land and property, inheritance and sexual and reproductive health and rights?
11. What are the laws and norms that affect the rights of divorced or widowed women?
12. Are there laws, policies, institutions or programs in place that are aimed at decreasing violence against women exist and do they make a difference?

1.9 Politics

1. Is land discussed by politicians? What issues are raised?
2. What political commitment to gender equality and social inclusion exists nationally and at local level?
3. What is the role of political parties?
4. Do women and excluded groups occupy leadership positions in political parties?
5. What pressure is being exerted by political constituencies and what impact is this likely to have?
6. Is the government designing and implementing policies that meet the rights, needs and interests of all social groups? Are resources allocated accordingly?
7. Who does not benefit as they should?
8. Are any geographical areas excluded?
9. What is known about the distribution of wealth, land, property and assets by gender and social group?
10. How does gender and social identity shape rural land ownership, access, rights and use?
11. Do women and excluded social groups have control over the use of land and its products?
12. How does gender and social identity shape urban land and housing tenure, access, control and use?
13. Do women and excluded social groups have access to credit and other financial services such as insurance?

1.10 Gender mainstreaming support structure

1. Does the organization already have a gender mainstreaming support structure?
2. If so, is it capable of fulfilling all of its tasks successfully (e.g. with regard to its structure, resources, competences, position within the organization)?

3. If not, what structure is appropriate in terms of its tasks as well as the resources available?
4. Which approach works best to successfully establish an effective support structure?

1.11 Gender equality objectives

1. Does the organization have established and well-defined gender equality objectives?
2. Which gender equality objectives are both ambitious and realistic for the organization to pursue?
3. What is the most effective and practicable way of developing and agreeing on gender equality objectives?

1.12 Communicating gender mainstreaming

1. Are all staff members aware of the intended process of organizational change?
2. Are they well informed about both the planned activities, the reasons behind these and the aims of this process?
3. What ways of communicating gender mainstreaming work best in order to ensure transparency and commitment?
4. Is the organization's public relations work gender-sensitive in terms of language and illustrations?

1.13 Gender mainstreaming methods and tools

1. Have gender mainstreaming methods and tools already been developed and applied in this land reform/policy?
2. What has worked well and what hasn't?
3. In accordance with the organization's regular practices, what are suitable methods for implementing gender mainstreaming in this land reform/policy?

4. How and by whom should respective tools be developed?
5. What are potential ways to introduce these?

1.14 Gender equality competence

1. Are all staff members committed to gender mainstreaming?
2. Are they performing their respective tasks and following the rules of procedure in order to effectively implement gender mainstreaming?
3. Do all staff members have the gender expertise and methodological skills they need to fulfil their responsibility for implementing gender mainstreaming?
4. Which skills and knowledge need to be developed?
5. What is the best approach to developing gender equality competence that will serve to strengthen commitment?

1.15 Gender information management system

1. Is information on gender issues available and easily accessible for staff members?
2. What information is needed but missing?
3. Are all statistics produced or used by the organization gender disaggregated?
4. What is an effective way of collecting and disseminating all information and data that is needed to ensure the well-substantiated implementation of gender mainstreaming?

1.16 Gender equality action plans

1. Have all units of the organization analysed gender issues in their particular fields of activity, operationalized gender equality objectives, and developed approaches for addressing gender issues?
2. What is an appropriate way to initiate and develop gender equality action plans in order to achieve this?

1.17 Equal opportunities within the organization's personnel

1. What is the gender balance among staff throughout the organization's different levels and fields of activity?
2. Does the organization have an equal opportunities plan to promote equal opportunities among its staff?
3. What is an efficient strategy to promote equal opportunities within the organization?

1.18 Monitoring and steering organizational change

1. Does the organization have regular methods and procedures for monitoring and steering organizational processes?
2. How will the process of organizational change towards gender mainstreaming be steered, and the progress monitored in an effective way?

1.19 Gender Audit

1. Which organizational analysis approach (e.g. gender audit) and which methods are to be applied?
2. Who is to conduct or facilitate the organizational analysis?
3. Do the persons assigned to this task have the expertise and methodological skills needed?
4. Are the results comprehensive and instructive in order to identify the most promising way to implement gender mainstreaming with regard to the organization in question?
5. What information is still missing?
6. Are the results to be discussed with all stakeholders?
7. Who is responsible for ensuring that the appropriate conclusions are drawn from these results and that these are utilized?

1.20 Establishing a gender mainstreaming support structure

1. Are the gender mainstreaming support structure's role, tasks and integration into the organization's standard procedures clearly defined?
2. Is the precise organizational form of the gender mainstreaming support structure, and its position within the organization, in accordance with the role and tasks that it is to fulfil?
3. Are the support structure's resources and competencies (qualifications, time, financial resources, authority) adjusted to suit the defined tasks?
4. Is the support structure's role clearly communicated to the staff, together with the respective responsibilities of all staff members, in order to avoid responsibility for implementing gender mainstreaming being left with the support structure?
5. Does the support structure have both a direct link to the senior management as well as an excellent connection to operative staff?

1.21 Setting gender equality objectives

1. Does the organization have stated gender equality goals both for the organization as a whole and for its different spheres of activity?
2. Are these goals both ambitious and realistic as well as defined in a precise way so that they can be the driving force behind action and provide staff members with clear guidance?
3. Are the organization's gender equality goals firmly anchored within its general target architecture?
4. Are these goals clearly communicated with the members of staff?
5. How is the attainment of these goals to be monitored and evaluated? Have indicators been defined for this purpose?

1.22 Communicating gender mainstreaming

1. Are all staff members aware of the intended process of organizational change?
2. Are they well informed about both the planned activities, the reasons behind these and the aims of this process?
3. What ways of communicating gender mainstreaming work best in order to ensure transparency and commitment?
4. Is the organization's public relations work gender-sensitive in terms of language and illustrations?
5. Are all staff members aware of the intended process of organizational change?
6. Have they been informed about the planned activities, the reasons behind these and the aims of this process?
7. Is transparency ensured during the entire process of introducing gender mainstreaming?
8. Are both formal and informal channels used within the organization to communicate the objectives and requirements of implementing gender mainstreaming?
9. Is gender equality a visible part of the organization's external identity and self-portrayal?
10. Is the organization's public relations work gender-sensitive in terms of language and illustrations?
11. Are staff members who are responsible for public relations work trained in gender-sensitive language and avoiding gender stereotypes?

1.23 Introducing gender mainstreaming methods and tools

1. Does the organization have gender mainstreaming methods and tools for all stages of routine procedures?

2. Are the gender mainstreaming methods and tools custom-made and suitable with respect to the functionality and regular procedures of the organization?
3. Have the tools been tested and adapted?
4. Are the gender mainstreaming tools being systematically and continuously applied?
5. Do the staff members who are to apply the tools have the gender knowledge and methodological skills needed to ensure a sound basis for the implementation of gender mainstreaming?

1.24 Developing gender equality competence

1. Are all staff members performing their respective tasks and following the rules of procedure in order to effectively implement gender mainstreaming?
2. Are the human resources management tools that are typically used within the organization also being used to strengthen commitment and create accountability for gender mainstreaming?
3. Do all staff members have the gender expertise and the methodological skills they need to fulfil their responsibility for implementing gender mainstreaming?
4. Does the organization have a competence development plan to help systematically develop gender equality competence?
5. Have existing quality standards for gender equality competence development initiatives also been considered?
6. Are the activities for developing gender equality competence fully integrated into a coherent gender mainstreaming strategy and are they approached in a systematic manner?

1.25 Establishing a gender information management system

1. Is comprehensive yet tailor-made information on gender issues relevant to the organization's policy

areas and fields of activity available and easily accessible for all staff members?

2. Are relevant materials on gender issues provided in a clearly structured manner? Are these materials actively distributed among staff members?
3. Are all statistics that are produced or used by the organization disaggregated by sex and — where suitable — by further categories (e.g. age, ethnicity, disability, etc.)?
4. Is the gender information management system supplemented and updated on a regular basis?

1.26 Launching gender equality action plans

1. Do all units of the organization have gender equality action plans?
2. Do the gender equality action plans include a well-substantiated and comprehensive gender analysis of the respective field of activity, defined gender equality objectives, a clearly stated approach to addressing gender issues as well as monitoring indicators?
3. Who is responsible for implementing and monitoring the gender equality action plans? Is there a fixed date set for evaluating implementation and the achievement of targets?

1.27 Promoting equal opportunities within the organization's personnel

1. Are measures being implemented to improve the gender balance in staffing patterns and to increase the representation of women in decision-making positions?
2. Have recruitment procedures and performance appraisal criteria been revised?
3. Have tools for job evaluation been introduced that are free from gender bias?
4. Is the organization engaged in reconciling the balance of work and family life for its staff members?

5. Does the organizational culture provide a respectful and empowering atmosphere in the workplace?

6. Does the organization have clear procedures for preventing and dealing with sexual harassment in the workplace?



2 IMPLEMENTATION PHASE: IMPLEMENTATION, SUPERVISION, AND COMPLETION

- 1. Implementation:** It is essential to ensure that gender issues and gender-responsive actions are incorporated into the Project Implementation Plan (PIP) or Project Operational Manual (POM). Gender-responsive actions being proposed into the PIP/POM should show clearly defined organizational responsibility for actions to be undertaken and who or which parties are involved (implementing agency, identified NGOs/CSOs, or donors). Early stages of the project implementation can also provide an opportunity to continue and strengthen baseline studies, or to initiate one, in cases where no baseline study has been undertaken. It would also be helpful for the land registry IT system to record how the property was acquired and include the gender of owners so that statistics can be easily provided. One approach to encourage women's involvement in the project is to target households headed by women and actively encourage or facilitate their participation in the land-titling activities. Their cases can then be promoted as examples for other women to follow. Another approach is to combine land-titling activities with other projects—particularly economic development projects, such as agriculture extension, small business development, or micro-credit—to identify synergies between the projects and also promote the benefits of land titling.
- 2. Supervision:** Monitoring of key gender issues should occur periodically throughout the implementation process to help ensure that all gender-responsive actions are being adequately integrated into the projects. When possible, monitoring should be done several times during the first few years of the project, whenever the project extends to new geographic areas that have different social and cultural characteristics, and at the completion of the project. Monitoring and evaluation will allow review of the indicators set during the design and preparation stage to assess whether the objectives are being met satisfactorily.
- 3. Completion:** Evaluation of project outcomes should be undertaken at project completion to determine whether project objectives have been achieved, including gender objectives. Ideally, a detailed baseline study is undertaken at the beginning of project implementation so that a follow-up survey can result in a valid assessment of indicators and objectives. If no baseline study was done, special care can be taken to ensure that the evaluation study and assessment: (a) include, if possible, a comparable control area where titling and registration activities were not undertaken, and (b) collect gender-disaggregated data. This will permit data analysis that measures gender objectives and determines whether unintended outcomes, whether positive or negative, have resulted from project implementation. If promoting and protecting women's property rights has been included as part of the project's development objectives and/or intermediate outcome indicators, then it should be addressed in the Implementation and Completion Report (ICR).

Tracking gender objectives through indicators gives project staff the opportunity to modify procedures and activities when necessary. A paragraph on the key gender issues can be included in the Supervision Mission reports and Mid-Term Reviews, supported by a more detailed annex, covering the performance indicators listed above. If gender approaches were not included in the design and preparation and appraisal stages, supervision missions and mid-term reviews would still be essential entry points for incorporating gender approaches into operations. It is suggested that a person experienced in gender and land tenure systems or land titling projects be involved in the supervision mission. Also, women staff and women participants in the project should be applied during data collection and monitoring.

2.1 Monitoring and Evaluation

1. How is the process of organizational change towards gender mainstreaming steered, and progress monitored?
2. Is the working plan updated on a regular basis?
3. Is the gender mainstreaming strategy reviewed at regular intervals and adapted if necessary?
4. Who is responsible for monitoring and steering the introduction of gender mainstreaming?

2.1.1 Gender analysis Guidelines

Socio-economic Issues

- Look at the broader social settings—family structure, 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 in the community and how land is transferred within the family and the community.

Legal and Policy Reform

- Examine legislation that affects women's land tenure rights;
- Examine the types of rights that exist and how those rights are held, including whether women can hold property in their 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;

- Determine how family code (including inheritance, marriage, divorce, marital property) and personal law affect women's rights to land.

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 land 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.

Additional Tasks

- Scoping missions and a series of consultations and dialogues with relevant organizations and agencies are required to assess the situation and identify key gender issues that need to be addressed.
- Discuss findings with the project implementation staff and all relevant stakeholders;
- Discuss and confirm buy-in of the implementing agency and of government to the gender-related program or activities.

2.1.2 Gender-responsive activities of a land policy and administration project

Legal and Policy Reform

- Draft 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;
- Draft laws that allow for significant representation of women in land administration agencies at the national, regional, and local levels.

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 customer surveys, including gender-disaggregated data and the number of women surveyed.

Land Surveying

- Promote women's participation in land-surveying activities;
- Note the number and percentage of women who participate in this process to use as an indicator.

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 a gender unit within the project implementation team and the land administration agencies;
- Create a customer council or board and ensure at least one member represents the interests of women;

- Provide a legal assistance program with a particular 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. 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.

Public Display of Results

- Encourage the presence of a woman officer or NGO representative for women at the public display of results;
- Establish women's information sessions as well as hotline or advice services at the adjudication office;
- Facilitate the appeal process for women by establishing links with lawyers and paralegals who can offer specific assistance;
- Take extra steps, especially when sporadic registration is used, to ensure that the information is conveyed to women, such as using radio programs or having community workers or paralegals to convey the relevant information to women.

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.

3 INDICATORS FOR GENDER MAINSTREAMING IN LAND REFORMS

1. Examples of Indicators for Collecting Gender-Disaggregated Information – Legal and Political Factors

- Rights granted by constitutions, statutes, and official tribunals;
- Rights granted by other laws – customary, informal, secondary, temporary;
- Security of the aforementioned rights in terms of enforcement and application;
- Land-related or subsidiary rights that women and men are free to practice without specific mention in formal or informal laws;
- Effective access to fair adjudication including the court systems or other dispute resolution processes;
- Comparison by gender of the formal and informal inheritance systems and how they operate in distributing land rights and holdings;
- Effective access to and participation in the local decision-making bodies;
- Social status in the community based on access to land;
- Role in household decision making (e.g., on income strategies, provision of food and shelter);
- Relative percentages of the male and female population holding secure (e.g., recorded) and insecure (at will) title to land.

2. Examples of Indicators for Collecting Gender Disaggregated Information – Socio-Economic Factors

Characteristics of land holdings in an area:

- Origins of landholdings by gender (e.g., custom, statute, occupation, inheritance);

- Rural and urban demography by gender;
- Size and relative location (e.g., to transportation and other services or amenities) of land parcels and housing by gender;
- Acquisition through inheritance of assets other than land, by gender;
- Percentage of the population depending on agriculture for their livelihood by gender;
- Heads of households by gender (*de facto* and *de jure*);
- An average number of dependants in male and female-headed households.

Benefits, roles, and responsibilities of land tenure by household:

- Traditional land-related responsibilities by gender;
- Economic aspects of land assets by gender;
- Effective access to credit based on land assets by gender;
- Relative participation by gender in formal and informal housing and land markets (types of transactions, procedures taken, obstacles, etc.);
- Beneficiaries of land sales by gender (i.e., how were the proceeds of the sale used);
- Economic and physical resource allocation by gender within the household;
- The proportion of household food produced directly by gender;
- The proportion of cash-crops produced by gender;

- Percentages of paid and unpaid labour activities by gender;
- Access to and use of hired labour by gender.

Institutional Development of Registry

- Gender equity included in registry charter;
- Creation of customer council that includes women;
- Creation of supervisory council that includes women.

Land Titling Activities

- Manuals incorporate gender-equity guidelines;
- Gender balance in terms of project staffing;
- Gender training conducted.

Registration of Transactions

- Number of women provided with relevant information;
- Inclusion of gender guidelines in relevant manuals and documents;
- Awareness creation and outreach activities performed.

Communications

- Gender appropriate language used in communications;
- A number of gender-specific brochures prepared and distributed.

Training

- Number and percentage of women attending courses

- Number of gender-equity courses conducted

3. Impact Indicators

Institutional Impacts

- Gender balance in land administration agencies improved;
- Government policies promote gender equality;
- Principles of gender equity are broadly embraced and promoted;
- Land market professionals and the judiciary are more aware of gender-based property issues.

Economic Impacts

- Women use their land certificates for economic gain;
- Greater access to credit for women;
- Standard of housing owned by women improves;
- Expansion of female-owned household enterprises.

Social Impacts

- Awareness of women's rights increased within the land registry and the broader public;
- Women's inheritance rights are better respected and implemented;
- Greater participation in community organizations and decision-making processes;
- Women's enhanced bargaining power within the household

BOX 2 GENDER RESPONSIVE ASSESSMENT TOOL

Gender Negative	<ul style="list-style-type: none"> — Perpetuates gender inequality by reinforcing unbalanced norms, roles, and relations — Privileges men over women (or vice versa) — Often leads to one sex enjoying more rights or opportunities than the other
Gender Blind	<ul style="list-style-type: none"> — Ignores gender norms, roles, and relations — Very often reinforces gender-based discrimination — Ignores differences in opportunities and resource allocations for women and men — Often constructed based on the principle of being “fair” by treating everyone the same
Gender-Sensitive	<ul style="list-style-type: none"> — Considers gender norms, roles, and relations — Does not address inequality generated by unequal norms, roles, or relations — Indicates gender awareness, although often no remedial action is developed
Gender-Specific	<ul style="list-style-type: none"> — Considers gender norms, roles, and relations for women and men and how they affect access to and control over resources — Considers women’s and men’s specific needs — Intentionally targets and benefits a specific group of women or men to achieve certain policy or programme goals or meet certain needs — Makes it easier for women and men to fulfil duties that are ascribed to them based on their gender roles
Gender Transformative	<ul style="list-style-type: none"> — Considers gender norms, roles, and relations for women and men and that these affect access to and control over resources — Considers women’s and men’s specific needs — Addresses the causes of gender-based health [and other] inequities — Includes ways to transform harmful gender norms, roles, and relations – — The objective is often to promote gender equality – Includes strategies to foster progressive changes in power relationships between women and men

1. Does the situation analysis include gender-disaggregated data?
2. Does the situation analysis include an analysis of gender norms, roles, and relationships?
3. Does the situation analysis consider gender-specific communication channels and sources of information?
4. Does the analysis seek to identify the barriers to information, participation, or adoption of practices by gender?
5. Does the analysis seek to identify the facilitators who can influence gender norm changes?
6. Were girls, boys, women, and men consulted during the analysis?
7. What are the existing laws and policies and how are they different for girls, boys, women and men?

4 GENDER RESPONSIVE BUDGETING TOOLS

The GRB approach does not provide a single blueprint that fits every context. A range of technical tools for doing gender-responsive budgeting have been proposed for carrying out gender-responsive budget analyses. An economist, Diane Elson, suggested the following questions:

1. **Gender-Aware Policy Appraisals:** How do policies and programmes reflect women's and men's different needs and priorities?
2. **Sex-disaggregated Public Expenditure Benefit Incidence Analyses:** How are women and men benefiting from expenditure on public services, e.g. education, health units or agricultural extension services?
3. **Sex-disaggregated Beneficiary Assessments of Public Service Delivery and Budget Priorities:** How do public investments in infrastructure and the provision of public services address women's and men's different needs and priorities?
4. **Gender-Aware Public Expenditure Tracking Surveys:** How do allocated funds reach female and male beneficiaries differently?
5. **Sex-disaggregated Analyses of Budget Impact on Time Use:** How do expenditures impact women's and men's time use differently?
6. **Sex-disaggregated Revenue Incidence Analyses:** How are women and men affected differently by the kind of revenues raised by governments such as direct (income, corporate taxes) and indirect taxes (value-added tax) or user fees?
7. **Gender-Aware MTEFs:** How do MTEFs incorporate macroeconomic models with sex-disaggregated variables and the care economy?
8. **Gender-Aware Budget Statements:** How do governments provide information on their actions to reduce gender inequalities in their annual budget statements?



TABLE 2:

Gender Responsive Budgeting Tools

Tool	Questions that the application of this tool can address
Stage: Preparation of the Budget	
<p>Gender-aware policy appraisals help analyse policies and programmes funded through the budget from a gender perspective by asking in what ways policies and their associated resource allocations are likely to reduce or increase gender inequalities. A policy appraisal should start with a gender-sensitive situation analysis in the given sector. Instruments that can be applied are gender analysis, gender audits, and gender impact assessments.</p>	<ul style="list-style-type: none"> — Are policies and programmes based on a gender-aware situation analysis and do they reflect women's and men's different needs and priorities? Is the different time use taken into account? — Is the inter-sectoral allocation of resources coherent with policy commitments aiming at reducing poverty and achieving gender equality? — Is the intra-sectoral allocation of resources coherent with women and men's different needs and priorities in this sector? — Are programmes and projects funded through the budget likely to reduce or to increase gender inequalities?
<p>Gender-aware medium-term economic frameworks (MTEF) incorporate gender variables into models on which medium-term public expenditure planning is based. This might be done by disaggregating variables that refer to people by sex (e.g. labour supply, different consumption patterns), thus incorporating differentiated roles of men and women in economic activity, or by including new variables to represent the unpaid care economy.</p>	<p>Are MTEFs based on macroeconomic models that incorporate sex-disaggregated variables and the care economy?</p>
Stage: Monitoring and Evaluation	
<p>Sex-disaggregated public expenditure benefit incidence analyses aim at estimating the distribution of budget resources (or changes in resources) among males and females. Benefit incidence can be calculated as the net value of the unit costs multiplied by the number of units utilised by women and men, respectively. By this means, the extent to which men and women, girls and boys benefit from expenditure on publicly-provided services can be analysed.</p>	<p>Are women and men benefiting from the expenditure for public services, e.g., education, health units, or agricultural extension services, on equal terms?</p>

Tool	Questions that the application of this tool can address
<p>Gender-disaggregated beneficiary assessments of public service delivery and budget priorities are designed to collect and analyse the opinions of men and women on how far current forms of public service delivery meet their needs and how far current patterns of public expenditure accord with their priorities.</p>	<p>Do these public services address women's and men's different needs and priorities?</p>
<p>Gender-aware public expenditure tracking surveys seek to examine if funds</p> <ul style="list-style-type: none"> — earmarked in the budget for a particular purpose reach the intended service units. — Quantitative data including inputs, outputs, and other characteristics are collected on a — sample survey basis directly from the service-providing unit (e.g. school, health station). 	<p>Do allocated funds reach female and male beneficiaries equally?</p>
<p>Sex-disaggregated analyses of the impact of the budget on time use analyse the</p> <ul style="list-style-type: none"> — impact of government resource allocation and revenue-raising patterns on the amount and — the way that time is spent by women and men. Instruments that can be used are Social — Accounting Matrices (SAM) and Computable General Equilibrium (CGE) Models that — incorporate the care economy. 	<p>Do expenditure and revenue patterns have an impact on women's and men's time use?</p>
<p>Sex-disaggregated revenue incidence analyses focus on the different effects on women and men produced by the kind of revenues raised by governments.</p>	<p>Are women and men affected differently by the kind of revenues raised by governments such as direct (income, corporate taxes) and indirect taxes (value added tax) or user fees?</p>

Source: Adapted from Budlender, D., Sharp, R. and Allen, K⁵

In general, tools need to be adapted to the respective national or local context. Each initiative needs to choose which tools to apply based on which actors are involved, the nature of the political and budget management systems, and a range of other factors. In addition to technical tools the gender perspective should be integrated in institutionalized routines, such

as forms, guidelines, rules for administrative processes, check-lists etc.

⁵ **Budlender, D., Sharp, R. and Allen, K (1998).** How to Do a Gender-sensitive Budget Analysis: contemporary research and practice, Canberra: Australian Agency for International Development and London: Commonwealth Secretariat, 1998; Elson, D.: Gender Budget Initiative Tools, London: Commonwealth Secretariat 1999; Schneider, K.: Negotiating the Economics of PRS: a Reference Guide for the Non-Economist, OECD/DAC Network on Gender Equality, 2006. http://www.bridge.ids.ac.uk/gender_budgets_cd/5-tools.htm#2

5 GENDER AUDIT QUESTIONS

1. How is gender equality perceived in the organisation? Is there broad support or internal resistance to the concept?
2. Do staff feel that gender mainstreaming is a priority for them and the management? Do they have the awareness and knowledge to make gender a priority?
3. Do staff feel they have adequate understanding to address gender (in) equalities in programmes/activities?
4. Do staff feel supported to design programmes that promote gender equality and/or, where appropriate, programmes that target women?
5. Does the organisational culture, policies, procedures, and processes favour or hinder gender mainstreaming?
6. Is there accountability within the organisation for gender mainstreaming?
7. Are initiatives based on a gender analysis, in order to guarantee that any inequalities between women and men due to their different gender needs and gender roles have been identified and taken into account?
8. To what extent is gender included in the objectives of policies, programmes, projects or services provided?
9. Are policies, programmes, projects or services provided designed to target women and men equally and in accordance with their gender needs or, where appropriate, target women or men particularly with a view to close gender gaps?
10. Are indicators and data collection sex-disaggregated? Do policies, programmes, projects or services provided include gender indicators in order to monitor the policy, programme, project or service from a gender perspective? Are there indicators/targets for all gender-related objectives?
11. Do indicators address progress towards increased gender equality and change in social and institutional norms?
12. Is there a specific budget for activities designed to achieve gender equality?
13. Is training on gender analysis included in the initiatives to ensure implementers have the appropriate skills?
14. Are gender indicators, gender analysis and gender impact assessments used throughout all policy, programme and project cycles?
15. What are the accountability mechanisms to achieve gender equality results? Do staff feel they are accountable for reporting results on gender-related objectives?
16. To what extent are gender challenges addressed in the implementation, monitoring, and evaluation of initiatives?

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