Up-scaling Strategies for Strengthening of Women's Land Rights

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Key words: Women's land rights, land tools, gender-sensitive land governance, large scale tenure reform, systematic up-scaling, gendered land analysis, census data

SUMMARY

The paper presents proposals on strategies of large scale implementation of tenure reform (up-scaling) based on principles of gender sensitivity and of gendered land tools, described in the 'Gender Mechanism' document by the Global Land Tool Network (GLTN, 2006).

The paper links the land tools to their potential roles in systematic up-scaling, and outlines a tentative structure of the up-scaling process. Up-scaling is seen partly from the perspective of the status of land rights in the field, and partly from the governance perspective, while participatory processes interlink the two, as sketched in a flow diagramme.

It is suggested how a gender-sensitive process of upgrading land tenure security can be structured into five stages based on participatory principles:
Stage 1: Establishing context and taking stock of the tenure situation
Stage 2: Modernisation of land authorities and gendered land analysis
Stage 3: Systematic upgrading of the general land tenure situation through indirect measures
Stage 4: Systematic adjudication of rights and building of sustainable land authorities
Stage 5: Formalisation of rights and land records /information systems

At an early stage the land tenure framework needs to be up-graded, so that land governance capacity can be strengthened in parallel with a stepwise clarification of rights in the field. It is shown why a systematic approach requires working systematically 'area by area', and what is the importance of an area-by-area approach for vulnerable groups, in particular women. Affordability depends on economy of scale both in respect to volume and spatial coverage. Many indirect ways of strengthening women's land rights are relatively affordable.

The paper presents a further elaboration of Gendered Land Analysis and suggests how GLA can be materialized as part of the preparatory stages.

The recent ICT-development makes GPS-positioning devices and low cost image mapping real options in even the most deprived environments. It is suggested that new types of photo-maps may play as instrumental a role in land tenure reform as does the mobile phone in communication.

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1. INTRODUCTION

The paper gives an overview over a report prepared for the Global Land Tool Network (GLTN) and UN-HABITAT (Haldrup, 2007) as a follow up to the Gender Mechanism document (UN-HABITAT-GLTN, 2006). The report developed the concepts of the GLTN-Gender Mechanism a step further towards strategies of large scale implementation.

The report analysed the land tools selected by GLTN, and discussed how these land tools best can be applied in a global quest for strengthening women's land tenure security. It was argued that the GLTN concept of gendering land tools is about building gender-sensitive processes of upgrading land tenure security.

Numerous studies have documented how women have overcome difficult challenges of securing their tenure and how women have been empowered in specific cases of local land governance (see www.gltn.net). What is currently the true challenge is how to transform such valuable experience into large scale programmes matching the magnitude of the problems.

The GLTN Gender Mechanism (2006) differs from previous approaches to systematic implementation of land tenure reform through its emphasis on preparatory phases, such as e.g., establishing gender disaggregated data, gendered land analysis, and mapping out the tenure typology. It is also advocating a more significant role of participatory processes.

A key challenge of strengthening women's land rights is bridging the vast gap between on one side, the principles of women's equal rights as found embedded in high level legal instruments, and on the other, their implementation. Shortcomings of implementation are often not caused by lack of land tools, but by lack of political will.

2. CRITERIA FOR GENDER RESPONSIVENESS IN LAND TENURE REFORM

In search for structure and criteria for gender sensitive land tenure reform

Up-scaling of existing gendered land tools is a complexity challenge, since ideally many diverse activities have to be conceived in a holistic way from many different perspectives. Any attempt will therefore fall short of ideal requirements.

Much guidance can be found in key studies on gender and land, e.g., UN-HABITAT regional studies (2005), Deere and León (2000) and Agarwal (1994). These contributions present the very essence of the experience on women and land accumulated over the latest decades, and it has been the intention to extract from there, what are the criteria for gender sensitivity in land governance. The sources can also help clarify the sequential order of implementation activities.

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Here a distinction is made between land tools, which address the issue of strengthening *women's basic rights* (legal framework and its implementation (access to inheritance, co-titling, etc.)) and land tools directed at strengthening *gender sensitive good governance of land*. However, the two aspects interact and are interconnected e.g., through questions of equal representation and participation.

Insight into questions of what kind of criteria for gender sensitive land tools are required to respond to the violation of basic rights is given by e.g., Benshop (2004), who analysed aspects of discriminatory laws and practices related to land. An overview of Women's equal rights to housing, land and property in international law is presented by Augustinus and Benshop, (2006). The rights based approach is fundamental for all land issues, but in this paper the focus is on developing an operational strategy from the perspective of good governance.

Criteria of (gender sensitive) good governance of land

The question is how to build gender sensitive processes into tenure reform programmes.

Common denominators of gender sensitive processes have been found in GLTN sources on gender and land, including the UN-HABITAT regional studies on Latin America and Africa (2005). Lessons on up-scaling can also be learnt from countries, such as e.g. Mozambique, where progressive, pro-poor land reform policies have been implemented over the latest 15 years (Liversage, 2007). Liversage mentions that up-scaling strategies have to overcome the key challenges of developing the institutional and human capacity for implementation. Other challenges are to ensure financial sustainability of participatory approaches and to ensure sustained investments to underpin the pro-poor land reform.

As further elaborated in (Haldrup, 2007), it is suggested, that the criteria of gender sensitive good governance of land can be summarised under the following general criteria:

General Criteria of Gender Sensitive Good Governance:
- Non-discriminatory laws and policies;
- Strengthening representation of women and their participation in land governance;
- Contextual strategies for improving tenure security with due respect for the roles of communities;
- Differentiated approaches for different segments of areas and tenure based on needs and tenure typology;
- Gradual improvements of tenure security through indirect and direct measures;
- Stemming the tide of illegal land development;
- Transparency of decisions on land, clarity of authority and simplicity of land administration;
- Priority to vulnerable groups, vulnerable land rights, common space and community land;
- Sustainability both in respect to financing and to human & technical capacity;
- Accessibility of local land offices, information and appeal (distance, costs) for the poor, in particular women.

Each of the main criteria can be elaborated further with sub-criteria in a specific context, e.g., through Gendered land analysis, see below.

To the ten main points of securing land rights, can be added that women need to be supported with a broader spectrum of options in order to be able to take control of their land rights and

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access land. In the case of agricultural land, lessons learnt from the South-East Asia experience (Agarwal, 1994) demonstrate the need for facilitating access for women to necessary production infrastructure and production technology.

Criteria for gender sensitive Up-scaling

The gender sensitive criteria above for land governance are not process oriented. Thus other directions have to be found on how to structure a gender sensitive implementation process at a large scale. Unfortunately, more evidence is available on what not to do in respect to land administration reforms and titling, than on ideal processes of change in land governance. It has long been acknowledged that a step-wise upgrading process helps prevent chocks for vulnerable groups, in particular poor women, but the steps need to be elaborated further.

Comprehensive studies of land policies and titling projects in Latin America by Deere and León (2000) give insight into what has worked for and against strengthening of women's land rights in that region over the latest decades. Other studies, e.g. by Durand-Lasserve, Payne, Rakodi, 2007, analyse the outcome of a large number of land administration projects worldwide. Despite lack of data, the study found indications of a mismatch between on one side project objectives and on the other their outcome on the short term.

When moving from recognizing the shortcomings of previous strategies of land tenure reforms to actually suggesting new up-scaling strategies, a new set of criteria has to be found, which include sequencing and timing. To some degree the GLTN land tools can be ordered logically according to their role in the earlier or later parts of the process of up-scaling tenure reform. However, a wider range of experience from land tenure reforms is useful for identification of process-related criteria.

Many case studies show that one of the success criteria for positive change to occur is development of successful partnerships between local agents of change (community groups, grassroots, etc.) and local land authorities. The role of grassroots' initiatives in the overall up-scaling process seems to depend on their ability of building partnership with land authorities at different levels.

As a result, the following key criteria for gender sensitive scaling-up of existing gendered land tools have been suggested:

Key Criteria for Scaling-up Gendered Land Tools
1. Establish local context prior to up-scaling
2. Strengthen tenure framework and capacity prior to full scale tenure reform
3. Mobilize local resources and include participatory and representative mechanisms in up-scaling
4. Develop partnership between grassroots' and land authorities
5. Create room for diverse forms of tenure arrangements
6. Safeguard common space, common resources and community land rights
7. Prepare early land use planning and spatial planning with allocation of land for low-cost housing
8. Prepare early cost studies and plans for sustainability in financing and organisation of land administration
9. Apply appropriate standards for documents (wills, deeds, etc.) and public land records
10. Implement public information standards in land governance and use ICT as far as possible.

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The suggestions take advantage of new communication tools and ICT technology, which may facilitate better cooperation and transparency between the many stakeholders. Long term plans for up-scaling will necessarily build on use of technical tools and appropriate technical standards. An underlying presumption of any large scale operation is organisation and management. While some initial stages can be conducted with ad-hoc resources, the more long term components of upgrading of land tenure depends on a costing and financing plan.

3. OUTLINE OF A GENDER-SENSITIVE UP-SCALING PROCESS

Land tools, land processes and up-scaling

Thinking "process" means thinking "time"-lines. The issue of time scale and sequencing is important to avoid widespread landlessness and destitution (Palmer, 2007), but this has been insufficiently addressed in land management. The time dimension is critical to safeguard vulnerable resources and rights, because once lost they are hard to recover. Vulnerability is also related to the problems faced by individual women, who depend on timely help for alleviating their deprived conditions. Urgent needs are up against a heavy inertia in reforms of land administration systems, since such reforms are likely to take decades.
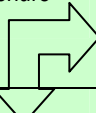
Therefore the GLTN land tools have been envisioned in terms of their order of application in the upgrading process. It is shown how a gradual upgrading approach can be materialised in an operational context, so as to strengthen the de-facto clarification of land rights prior to formal recognition of land rights.

The up-scaling diagram in Figure 1 is illustrating how land tools, themes and phases defined by GLTN (Gender Mechanism, 2006) can be interlinked as components of an up-scaling process. The land tools, themes and stages of the Gender Mechanism have been mapped into a model representing a gradual approach to tenure upgrading as seen both from the field situation (left) and the land governance perspective (right). Some of the land tools do fit into a sequence of events, others are more widely relevant.

The up-scaling table represents a view of an up-scaling process to be read from the top.
The column at the left illustrates a development from status quo of insecure informal land rights in the field to the ideal stage of recognized land rights. The column at the right illustrates the status of land governance, which goes from its pre-reform status towards good (gender sensitive) governance. The central column of the table represents the activities taking place in interaction between the land authorities (represented by the right column) and the communities and their inhabitants (left), thus activities which are in nature participatory in accordance with the GLTN principles.

The table has been expanded with other aspects of the tenure upgrading process, so as to create a more complete picture of the land processes and the required land tools, but the additional elements are included as examples only.

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UPSCALING OF GENDERED LAND TOOLS through SYSTEMATIC APPROACHES
Tentative structure with reference to GLTN THEMES, ISSUES and PHASES

LAND TENURE STATUS	PARTICIPATORY PROCESSES		GOVERNANCE TASKS
STAGE 1: PRE-INTERVENTION SITUATION Clarification of land tenure status and needs	**INTEGRATION OF INFORMATION** on de-facto and de-jure field situation on maps: - Unblocking gender disaggregated data and spatially disaggregated data (statistics) - Administrative boundaries, place names, etc. - Official data on e.g., planning and ownership - Customary practices and cultural influences		**LAND ADMINISTRATION AND INFORMATION** Disaggregated data & statistics production Pro-poor mapping support Technical support, Information management
STAGE 2: SENSITIVISATION (Creating a Genderised Framework) Communication Awareness of women's tenure rights Grassroots mobilisation Capacity building	**GENDERED LAND ANALYSIS:** - Typology of tenure - Stakeholder analysis - Inventory of field situation based on best available data - Vulnerability mapping w/ delineation of areas acc. To e.g.,: gender, environment, resources, infrastructure, public space. - Classification of areas on basis of the above - Clarify de-facto land access processes		**MODERNISING OF LAND AGENCIES /AUTHORITY** Budget approach; Communication; Capacity building Planning of tenure upgrading; Modernisation support for customary /local land authorities; Engendering Land Governance
STAGE 3: UPGRADE FRAMEWORK Upgrading administrative spatial framework: admin. boundaries, sub-area definition, addresses, etc. Documentation to support land rights and land claims Documentation of claimants: Identification of persons	**A. ENUMERATION OF CLAIMS** Systematic – Area by area Statutory & customary rights; Family and group rights; Individual and shared rights, intra-household rights; (incl. **spatial units**) Gender-sensitive priority of claims;	**B. LAND USE PLANNING** Citywide spatial planning Regional land use planning Local area planning (detailed) Publication of plans Watch-dog functions Pro-poor land allocation for urban expansion & infrastructure	**LEGAL BASIS** Land tenure reform incl.: Clarify authority, roles and procedures of adjudication and local planning; Management of state land; Regulatory framework for private sector; Expropriation, eviction and compensation; Participation, transparency Engendering Land Governance
STAGE 4: LAND RIGHTS UPGRADING Recognition of Intra-household rights; Respect for the commons; Respect for community land as private property; Co-management approaches; Spatial extent:	**C. SOCIALLY APPROPRIATE ADJUDICATION** Process of adjudication to be described = Decisions on land INPUT: Claims OUTPUT: Rights	**D. SLUM UPGRADING / LAND READJUSTMENTS** Process of slum upgrading – Land readjustments to be described	**ORGANISATION & FINANCING OF TENURE UPGRADING** Organisation & Management of adjudication and upgrading; Financing and administration; Communication, Fair processes , independent appeal; Engendering Land Governance
STAGE 5: LAND RIGTHS FORMALISATION Women's rights safeguarded (Joint titling, etc .) Holders of rights report and record mutations; Legal allocation of assets of deceased persons;	Conflict resolution mechanisms in place; Measuring tenure security for the MDG's	Land market regulation Watchdog functions Land valuation and land taxation	**LAND RECORDS AND REGISTRATION SYSTEM** Deeds or titles; Land record management for transactability; Land Law w/ Law enforcement capacity Land tax for financing land management and land supply

Figur 1, Up-scaling of Gendered Land Tools, Illustrating gender sensitive processes of securing land tenure and improving access to land (Haldrup, 2007)

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Process steps for scaling-up existing large-scale land tools

The tenure up-grading process need to be balanced between events in the field and the capacity of the land administration system. Therefore, a parallel process has to be taking place in the two interrelated spheres. The myriad of different activities required are here grouped into five steps, but possibly many different useful groupings could be defined. The present up-scaling table can therefore be considered an illustration of the overall idea of an iterative and stepwise process, rather than a precise solution matching all situations.

The upgrading activities have been grouped into five stages, which reflect status and activities both in the field and in the land administration system:
Stage 1: Establishing context and taking stock of the tenure situation
Stage 2: Preparation for gender sensitive improvements of land tenure
Stage 3: Systematic upgrading of the general land tenure situation through indirect measures
Stage 4: Systematic adjudication of rights and building of sustainable land authorities
Stage 5: Formalisation of rights and land records /information systems

The stages 1-4 represent a continuous flow of events with a gliding transition from one stage to another. In contrast the transformation from stage 4 to 5 forms a sharp transition from informal to formal land tenure. A difficulty of illustration is the fact that adjudicated rights need to be registered without delay, not evident from the simplified illustration in figure 1.

The conversion to a system of formal land tenure entails a reform both for holders of rights and the land administration system. Conversion to a formal land registration and land information system means modernisation and simplification of services of the land administration system in general. Seen from the side of the users, the reform brings both benefits and obligations: They benefit from the protection of their land rights and more orderly land management, and at the same time they are obliged to report property mutations to the system, and respect new regulations.

It can be seen that the participatory processes of upgrading tenure security goes through
A. Enumeration of claims, B. Land use planning, C. Socially appropriate adjudication and D. Slum upgrading /Land readjustments, which may take place in a different order of events.
The framing of A, B, C, and D illustrates that a holistic view is required. As an example, land use planning, slum upgrading and land readjustments are interdependent, and could ideally be conducted in an integrated process.

The up-scaling table enhances the preparatory stages of reform and the role of participatory processes in a sustainable up-scaling process. A participatory approach is here used as a synonym for negotiated reform.

Many indirect steps of upgrading are relatively affordable, and less administratively demanding. In this way the final step of formalisation will be like harvesting a crop, which has been growing for some time.

The stages outlined are indicative only. Clearly, a strategy has to be designed to local needs and constraints. What is important is seeing every land tool in its proper context, where process and timing is critical.

4. COMMENTS TO THE UP-SCALING PROCESS

Systematic approach to up-scaling means working Area by Area

The significance of a systematic approach in securing land rights by working area by area is underlined by the fact that land rights have both a geographic and a legal dimension. Clarification of land rights is about untangling overlapping rights and claims and about clarifying possible overlapping tenure systems.

In communities where land tenure is informal the interdependency of rights in the local area (community) is rooted in the land rights as being social rights i.e. interdependent rights. Systematic adjudication makes it possible to resolve complex land problems in a holistic manner. A clarification of cloudy land titles area by area will diminish the space for in-transparency and land speculation.

A systematic area-by-area approach permits a systematic modernisation of land services. Conversion area by area to a system with clean land records (whatever format) brings simplification and efficiency. When the old files have been scrutinized, and used as a basis for the adjudication process they become historical records to be stored safely, but consequently cumbersome searches in old files will no longer need to burden daily (land) administration.

Irrespective of tools, affordability depends on economy of scale

It has been shown that ad-hoc approaches are manifold as expensive as systematic approaches in land administrative, while also being less effective, so affordability requires a systematic approach. In land tenure the economic effect of a systematic approach is amplified by the fact that tenure rights of specific properties touch on the rights of its neighbours (typically 4 neighbours per plot), and clarification of one property will in any case involve the neighbours.

Affordability depends on economy of scale, both in respect to volume of work, and in respect to taking a systematic approach to improving land tenure rights for entire territories, be it local communities or other administrative functional and areal units.

Why an "Area by Area" approach is important for women

Women often face difficulties of defending their rights to land held as social tenure due to lack of documents, when their rights are challenged in individual cases. One of the significant benefits of systematic adjudication of rights is that the integrity of a systematic process can compensate for lack of individual documentation through the legitimacy of a public hearing process, whereby different forms of evidence can be brought forward. As a result everyone in

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the concerned area, whose land rights have been acknowledged by the adjudication decision, will be able to obtain documents. This would not be possible on an ad-hoc basis.

Women are traditionally dependent on various forms of usufruct rights, and these rights are easily encroached upon. In a systematic process more complex types of rights can be identified such as vaguely defined usu-fruct rights and access rights extending over a larger territory. Those rights could easily be neglected in the micro perspective of land plot. Therefore, it is in the interest of women to clarify rights over larger territories of the communities and surrounding areas.

Supply of land for housing is to be ensured through a land delivery process, which ideally depend on spatial planning. Lack of land for low-cost housing, common space, etc. is caused by dysfunctional planning systems, which will usually be at the advantage of the well-connected members of society, who will find their way in a jungle of un-controlled land development. Since planning by nature is covering entire areas of communities or regions, will an area-by area approach also be required for building more orderly land management.

Setting priorities is part of a systematic process

Abstract land policy may turn out to be contradictory, when applied in local space, since priorities will need to be clarified in a space of competing interests. It is suggested here that a gender sensitive approach will identify the various forms of common land, and securing the communal domain and common rights *as a first priority* in a tenure reform. Hereby, it is stressed that the gendered processes have to define a sequence of activities to make sure that the most vulnerable land and weaker land rights (of the continuum of rights) rise to the top of the agenda.

Common resources, whether state land or community land, are especially exposed to land-grabbing, and erosion of rights of the poor. The key issues of land, poverty and gender are associated with protecting access to common land resources, common space, customary rights, and with the way these resources are managed.

Horizontal replication and vertical up-scaling

At the off-set a tension may seem to arise between typical grassroots' activities and other approaches of building good governance of land from within the land administration structures. Grassroots approaches will usually be up-scaled through horizontal replication. By nature the development of better administrative practices will be taking place within a hierarchical structure. However, grassroots and NGO initiatives of horizontal replication interact with vertical up-scaling as the initiatives gain footing.

Both horizontal and vertical replications are therefore envisioned as part of the suggested up-scaling strategy.

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5. NEW DEVELOPMENT REQUIREMENTS

Overview of up-scaling process may help identify gaps

One of the tasks of the GLTN network is to identify, where there might be gaps, at first among the 23 priority land tools selected by GLTN, and secondly in other known approaches to improving land tenure security in respect for women's rights. The overview of the up-scaling process may help identify possible needs for further development.

It appears that the need for new developments is most articulate in areas, where the GLTN is suggesting new standards for the preparatory stage of land tenure reform. This is the case in particular in respect to the following central elements of a gendered strategy:

> *Development activities needed:*
> *1. Production and use of sex-disaggregate tenure data*
> *2. Gendered Land Analysis with identification of land tenure typology and stakeholder analysis*
> *3. Alternative land tenure models, which offer opportunities for women*
> *4. Cost studies of land tool affordability*
> *5. Models of partnership between grassroots organisations and local government*
> *6. Appropriate documentation and information strategies for formalisation of land tenure*
> *7. Potential use of ICT for empowerment of (poor) women in land tenure reform*

Each of the areas mentioned above needs to be further developed with inventories of available experience, implementation of pilot projects, etc.

Better inventories and preparatory data on the de-facto social tenure situation may prevent later formalisation processes from extinguishing or depreciating women's land rights. The preparatory stages can instead contribute to empowerment of women.

New communication tools and ICT technology may facilitate better cooperation and transparency between the many stakeholders. Long term plans for up-scaling will necessarily build on use of technical tools and appropriate technical standards.

A wide spectrum of types of information from national statistics to disaggregated local data and to documentation may all serve important functions in strengthening of tenure security. *It is suggested, that social tenure relations can be gradually strengthened through upgrading of information and building better documentation.*

However, a distinction remains between data and documents, including documentary evidence.

On Information Barriers

The barriers of accessing disaggregated data, tenure data and land information occur in varied forms related to:
- *Awareness*: Knowledge barriers of where to find what information;
- *Management*: Barriers in central and local government limiting access to information;

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- *Cost barriers*: Agencies may ask formal or informal payments for maps and data, or government employees may use maps and data as a personal source of income;
- *Technical barriers*: Inaccessible data formats and lack of technical capacity to use the data.
- *Limited access to land records*: When land records are protected as personal data, only accessible for persons with documented vested interests;
- *Proprietory data*: Information collected by organisations or private entities, not obliged to deliver data to the public domain.

Finally, the barrier of producing new data must be added, because it may be more cost effective to produce new maps and data, rather than to rely on collating outdated, inadequate, information.

Due to the technical barriers women groups may need to make use of specialists, who can help them access, process and integrate data (cross tabulating data), so as to serve the purposes of strengthening women's position in their struggle for land rights. *(Land) Information is power*.

Under-used or inaccessible data

Some data may be under-used, because they are difficult to locate or get hold of in other ways. Much data is generated in development and research projects. Such data may be scattered around in the private sector, NGO's or in the academic world, where barriers of use also result in under-used data.

Getting better access to map archives and land records is of strategic importance. In many cases the formats of documents are so fragile, that access to information in practice may require prior conversion to digital format through scanning or digitizing, if the value of the information justifies so. Thus conversion to ICT opens new avenues for accessing land data, and could be helpful for promoting gender-sensitive land governance.

While there is a need for data for many types of applications, paradoxically census data is under-utilised, which is a matter of concern among statisticians and the UN-organisations (UN-ESCAP, 2004). Census data have a range of shortcomings including its decennial periodicity, but it is suggested here that census data is underexploited, e.g. because in many cases only the aggregated tables released in general statistical publications are used.

In countries with weak infrastructure sources of data are also scarce and the most common source of statistics in the developing nations is the Census of population and housing. The highest level of resolution of census data available for users is the enumeration area or groups of enumeration areas, because statistics must respect statistical confidentiality. All improvements on statistical data production and dissemination are also helpful for women, because statistics (census data) is collected in sex-disaggregated form at source.

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Potential synergy with the Census of Population and Housing 2010

National censuses are conducted usually at 10 years interval around years ending with "0". The coming round of censuses will be taking place around year 2010, although each country follows its own schedule.

Censuses of housing provide good indications of general housing standards through statistics on e.g., living space and utilities, which may also be indicators of the tenure situation. The Census of Population and Housing 2010 round offers a golden opportunity for upgrading land information, since a potential synergy can be achieved through:

1. Access to new census mapping

In many countries new base maps will be produced to serve as a basis for delineation of administrative boundaries and enumeration areas for the next census. New base maps produced e.g., from satellite images or aerial photography will be valuable for multiple purposes, including work on upgrading tenure security.

2. Design of census questionnaires

Preparation of census questionnaires is usually performed in a dialogue with users of census data. Most censuses of population of housing include tenure relevant topics related to ownership and tenure, which in some countries are quite well developed. The GLTN national networks have an opportunity to suggest possible enhancements to the "Ownership" and "Tenure" topic of the Census of Housing questionnaire.

3. Supportive action of enumeration

Preparation of the census enumeration includes (confidential) listings of households within each of the enumeration areas. In urban areas, permanent systems of locating places and households through address systems have a well known strategic importance for a wide range of applications, including for land administration.

The quality of census data is often being questioned. Here it is suggested that reliability of data needs to be seen in the light of the statistical methods, so some statistical expertise is required for optimal use of the data. Statistical confidentiality must be respected.

6. GENDERED LAND ANALYSIS

Introduction

The term "gendered land analysis" was launched by GLTN as a necessary stage in developing women's security of tenure. Gendered land analysis is basically about deepening the understanding of the complex patterns of rights, stakeholders and governance in a particular territory. The UN-HABITAT report (Haldrup, 2007) suggested a-priori assumptions of what

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are the basic features of Gendered Land Analysis, but the concept of gendered land analysis requires further development e.g., through an inventory of comparable experience of the GLTN and through new pilots.

> ".., gender land analysis emerges as a tool for responding with informed and equitable options. Gendered land analysis creates awareness of gender issues, informs policy making and tool development, identifies gender training needs and lays the basis to monitor and evaluate the differential gendered impact of tools." GLTN, 2006, Gender Mechanism.

Improvement of women's land tenure at a specific level requires clarification of the factors of the particular tenure situation in the territory as a basis for well targeted intervention.

Gendered land analysis is a form of local vulnerability mapping, whereby areas of a local territory are classified according to the tenure situation including the gender dimension. GLA may serve to identify the most precarious land rights and the frontiers of development affecting women. GLA prepares the ground for better informed decisions and interventions.

> *The basic principles of Gendered Land Analysis*:
> *1. GLA is an analytical process of tenure relations covering a <u>specific territory</u>,;*
> *2. GLA makes use of <u>integrated data</u> from available sources (sex-disaggregated micro data, plans and maps, etc.), and participatory mapping methods;*
> *3. GLA maps out the <u>vulnerable (geographic) areas</u> and resources of importance for women, where women's land rights are challenged or could potentially be challenged;*
> *4. GLA identifies the <u>typical cases</u> of women's tenure in the territory and ranks the problems faced by women in protecting their rights and accessing land;*
> *5. GLA identifies the <u>major stakeholders</u> in the territory with particular focus on decision makers, community representatives, and the key players on the land market.*
> *6. GLA seeks to <u>clarify authority</u> in local land management and authority over common and public land resources;*
> *7. GLA explores the <u>frontiers of development pressure</u> and areas for potential future land allocation;*
> *8. GLA is designed to support people on the ground, who have the best knowledge of what is going on, and how best to solve these problems;*
> *9. <u>Building awareness</u> is an important feature of GLA with emphasis on land rights of women and their access to landed resources;*
> *10. GLA is conducted in cooperation with local government and communities with facilitation by external resources. (Haldrup, 2007)*

To avoid unnecessary delays Gendered Land Analysis can initially be targeted at exploring the most urgent issues among the elements listed above, since every step towards the goal would be valuable.

Promising new techniques lower the threshold to establishing new mapping data and to surveying, and establishing better basic maps is becoming feasible in a development context. The recent ICT-development makes GPS-positioning devices and low cost image mapping real options in even the most deprived environments. Just as mobile phones have given people in the most remote spot a better access to keeping track of their beloved ones, low cost mapping devices may potentially offer assistance also for positioning their properties.

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It is suggested that new types of photo-maps may play as instrumental a role in land tenure reform, as the mobile phone does in communication.

7. CLOSING REMARKS

Up-scaling of efforts in strengthening women's land tenure need not be as complicated as the complexity of the issues indicates. A systematic area by area approach in clarification of the tenure situation can be approached by use of relatively simple means, and up-scaling can gain momentum in up-scaling, if appropriate new technology is put to good use.

Understanding the role of each type of activity and land tool in the overall up-scaling process, may help all parties in developing cooperation and partnership, which is so much called for in order to overcome the magnitude of the challenge of building better land governance.

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