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LIBERIA LAND GOVERNANCE SUPPORT ACTIVITY

INITIAL GENDER STRATEGY

DECEMBER 2015

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DISCLAIMER

The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

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ACRONYMS AND ABBREVIATIONS

GOL	Government of Liberia
LGSA	Land Governance Support Activity
LPIS	Land Policy and Institutional Support
MEP	Monitoring and Evaluation Plan
USAID	United States Agency for International Development
USG	United States Government

I.0 INTRODUCTION

The Land Governance Support Activity (LGSA) will support the Government of Liberia (GOL) land rights reform process through four primary components: (1) demand-driven support to the land reform agenda led by the GOL; (2) strengthening the policy, legal, and regulatory framework for land governance; (3) development of a customary land rights recognition model based on the Land Rights Policy; and (4) support of stakeholder engagement in land governance through communications and outreach and enhancing local capacity through the provision of land sector services.

The LGSA must traverse Liberia's legal landscape of statutory and customary laws, infused with myriad local practices and social norms. While several formal laws uphold women's rights to use, access and own land, and the Constitution bans sex discrimination, other laws undercut women's equal right to land and resources. Overall, women in Liberia hold land in significantly lower proportion than do men.¹ Many documents providing evidence of land and property rights are issued in men's name only.² This has been attributed by women's rights groups to both lingering legal limitations and to women's low literacy rates (48% compared with 71% for men based on Liberia's latest Demographic and Health Survey).³

Moreover, rural women generally exercise rights to land within customary systems.⁴ Under customary systems, women often depend on their kin relations - by blood or marriage - to access, use and control land. Such access can be tenuous, and vulnerable to breakdown in kin relations including those brought about by death or divorce.⁵ Communities in Liberia are varied in their approaches and practices generally and around women's land rights specifically. As such each community's customs and practices will require careful gender analysis that accounts for the specific context of that community and the realities for the women associated with it.

A key project objective is the achievement of gender equality, as fundamental for the realization of human rights and central to effective and sustainable development outcomes.⁶ As a critical social characteristic that shapes the experiences, roles, opportunities, constraints, rights, and responsibilities of men and women, gender and related dynamics underpin governance systems and practices, including those related to land. The LGSA aims to align GOL land laws, policies, and regulations with best practices, particularly around

¹ USAID (2010) Liberia Country Profile: Property Rights and Resource Governance, p. 7, at http://www.usaidlandtenure.net/sites/default/files/country-profiles/full-reports/USAID_Land_Tenure_Liberia_Profile.pdf.

² Advocates for Human Rights and Women's Solidarity, Inc (WOSI), Written Statement, LIBERIA: 62nd Sess. of the Committee on the Elimination of Discrimination Against Women (October 2, 2015) at http://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/LBR/INT_CEDAW_NGO_LBR_21896_E.pdf.

³ USAID, The Demographic and Health Surveys Program (2013) The Demographic and Health Survey, Liberia , p. 33, available at <http://dhsprogram.com/publications/publication-FR291-DHS-Final-Reports.cfm> .

⁴ Jappah et al., (2012), Women's Land Rights Study (Prepared for USAID's Liberia Land Policy and Institutional Support Project), p. 23. ; USAID Liberia Country Profile, *supra* note 1, p. 7.

⁵ Numubiru-Mwaura et al. (2012) Customary Land Tenure in Liberia: Findings and Implications Drawn from 11 Case Studies (Prepared for USAID's Liberia Land Policy and Institutional Support Project), p. xix.

⁶ USAID (2012) Gender Equality and Female Empowerment Policy, at https://www.usaid.gov/sites/default/files/documents/1865/GenderEqualityPolicy_0.pdf.

recognition of customary land and the attendant impact on women in that process. It further seeks to inform policy-makers and communities about women's land rights, and influence the execution of relevant best practices.

This Gender Strategy provides a framework and guidance for a gender-responsive approach to the LGSA. The Gender Strategy directs the project team, implementers, and partners to account for gender differentials in the ways men and women might have varying experiences, priorities, knowledge, interests, opportunities, and constraints. It calls for a more holistic and nuanced approach to reveal complexities and challenges, and present opportunities to capitalize on the nexus between land rights, gender equality, and sustainable development. The Strategy intends to guide both project substance and processes – including monitoring and evaluation – through principles, strategies, and more concrete guidance for implementation.

The framework and principles draw from the gender strategy developed by Landesa's Senior Gender and Land Tenure Specialist, Hirut Girma, for the **Land Policy Initiative (LPI)**, a joint program of the African Union, the African Development Bank, and United Nations Economic Commission for Africa. The LPI is a regional initiative to spur sound and equitable land policies as key to development carries important implications for Liberia's land reform process.

More information about the LPI can be accessed at <http://www.uneca.org/lpi/pages/about-lpi>.

The Strategy should be considered and implemented in tandem with the gender-related provisions of the project's Monitoring and Evaluation Plan (MEP). Please see Appendix 1 for a list of recommended amendments to the MEP.

In addition, thorough implementation of the Strategy will require application to LGSA partner work plans as these are developed. Integrating a gender perspective into LGSA's project components will improve processes and outcomes, and promote USAID's Gender Equality and Female Empowerment Policy objectives, which seek to reduce gender disparities in access to and control over productive resources and to enhance women's ability to realize their rights.⁷

1.1 OBJECTIVE, APPROACH, AND SCOPE

The Gender Strategy provides practical guidance to the LGSA project team and partners for ensuring a strong gender lens throughout the design and implementation of all project components. More specifically, it promotes a gender-responsive approach, which means identifying, taking account of, and making central to all project components the potential gender differential in interests, experiences, opportunities, and ability to exercise the full spectrum of land rights, from mere access to decision-making power.

Its core purpose is to enable LGSA to apply an approach that ensures that both the *project processes and actual implementation* account for existing gender inequalities, seek out opportunities to redress such inequalities, and result in outcomes that endeavour to benefit men and women equally.

With this purpose in mind, the Strategy calls for gender-equitable actions as a means to achieve gender equality, as enshrined in international, regional, and national legal documents. Gender equity means taking proactive measures to compensate for historical disadvantages of women – e.g., their exclusion from the use, control, ownership, management, and decision-making in relation to land and natural resources – and to

⁷ [Ibid.](#)

overcome existing social, political, economic, and institutional realities that may disfavor women in the context of land rights.⁸ The end goal, however, is gender equality as a fundamental human right.

The Gender Strategy integrates a gender-responsive approach into LGSA's plan through the following: (1) a set of guiding principles and cross-cutting strategies for gender-responsive project design and implementation; and (2) practical guidance for gender-responsive approaches to project components and activities.

This document intends to ensure that a gender perspective is incorporated throughout LGSA's first-year strategies and activities, as articulated in the project's Year One Work Plan. While the document is focused on year one of LGSA, its recommendations are cross-cutting, and should be applied, with adjustments, updates, and needed adaptations, to later stages of the project, both through the annual project work planning process and as necessary in response to emerging issues and developments on the ground.

⁸ See, e.g., ACDI/VOCA (2012) Gender Analysis, Assessment and Audit Toolkit, at [http://acdivoca.org/sites/default/files/attach/legacy/site/Lookup/ACDI-VOCA-Gender-Analysis-Manual/\\$file/ACDI-VOCA-Gender-Analysis-Manual.pdf](http://acdivoca.org/sites/default/files/attach/legacy/site/Lookup/ACDI-VOCA-Gender-Analysis-Manual/$file/ACDI-VOCA-Gender-Analysis-Manual.pdf).

2.0 GENDER-RESPONSIVE PROJECT DESIGN AND IMPLEMENTATION

The Gender Strategy is guided by a set of general principles and assumptions that serve as a foundation for its approach for gender-responsive project design and implementation. It also embraces a set of cross-cutting strategies that apply broadly across all project components and activities. Stakeholders responsible for implementing LGSA's various project components and activities are expected to reference and ensure alignment and consistency with these principles, assumptions, and cross-cutting strategies when developing component- or activity-specific strategies for ensuring a gender-responsiveness.

2.1 GUIDING PRINCIPLES AND STRATEGIES

The following guiding principles aim to prime and hone the project's gender lens in seeking gender-responsive approaches and solutions.⁹

2.1.1 LAND LAWS, POLICIES, ADMINISTRATION AND DECISION-MAKING PROCESSES MUST ACTIVELY PURSUE GENDER EQUALITY

Gender-neutral approaches, as with presumably gender-neutral laws and regulatory processes, are generally insufficient to address important gendered differences and are likely to have substantially different impacts on men and women. A gender-neutral clause promising equal rights to own land, for example, might simply entrench social realities where men register land as sole head of household and officials only include men's names on documents based on such assumptions.

Gender dimensions of land policies, laws, regulations, processes, and interventions are relevant to a range or bundle of rights across a continuum of land regimes, from statutory to customary and informal systems of land allocation and governance. Women and men may have different levels of access to and security in the various rights in the bundle, which typically include the rights to buy, sell, rent in, rent out, inherit, bequeath, gift, mortgage, and use land. Likewise, other rights tend to fall along gender lines, such as the rights to control income from harvest, decide which crops to plant, control passage of people or livestock or exclude others from land. Women farmers, for example, often face obstacles in accessing inputs and labor to enhance the productivity of their land.

⁹ Many of the points enumerated herein are drawn from two other gender strategies to which Landesa contributed: Landesa, Responsible Investments in Property and Land (RIPL) Project, Gender Integration Strategy: Working Document Version 1.0, Updated August 31, 2015; and Hirut Girma (Landesa), Gender Strategy for the Implementation of the Land Policy Initiative Strategic Plan, 2015.

Accounting for the gender dimensions of land policies, laws, regulations, processes, and interventions may also require identifying and understanding implications with respect to natural resources more broadly, including in access and decision-making about natural resources, forests, and minerals.

Strategy tip: Apply a women’s land rights framework (detailed below in section 3) to identify the gender dimensions of land-related policies, laws, regulations, and other interventions across a continuum of rights.

2.1.2 ACCOUNTING FOR GENDER DIFFERENTIALS AND INTERSECTIONALITY IMPROVES DESIGN AND OUTCOMES

Processes that fail to differentiate gender-specific experiences, priorities, knowledge, interests, opportunities, and constraints risk perpetuating gendered land relations, as rights to land are generally not available to or exercised by women in the same way that they are by men.

Men and women may have different priorities and knowledge because they have different experiences based on gender-defined roles and positions within society and households. While women of varying backgrounds and life experiences are often lumped together, they are not a homogenous group. To thoughtfully account for gender differentials, the analysis must address the varied opportunities and challenges women in different contexts and of multiple identities face. This overlap or intersectionality of identities and characteristics means that women (and men) operate at the nexus of their socio-economic status, age, religion, ethnicity, community affiliation, race, geography, marital status, parental status, etc. These intersecting identities often shape and define women’s experiences, and other’s perceptions of them. An intersectional analysis gets at perceptions of women, discrimination, advantages, privileges, or other treatment and attitudes which are often based on more than one attribute and interplays between them.

Strategy tip: Account for the different experiences, priorities, knowledge, interests, opportunities, and constraints of men and women. Specifically, aim to answer and address: (1) How will the different roles, responsibilities, and status of women and men within the community, political sphere, workplace, family, and household (for example, roles in decision-making and different access to and control over resources and services) affect the work to be undertaken for a specific project component or activity; and (2) How will the anticipated results of that work affect women and men differently?

2.1.3 AN INCLUSIVE AND PARTICIPATORY APPROACH YIELDS EFFECTIVE OUTCOMES

Meaningful participation is critical across all stages of the project, whether as part of project planning and staffing, or as part of community-level implementation. Meaningful participation by both women and men plays a critical role in advancing gender-responsive outcomes. Processes that are inclusive and consultative of women are more likely to reflect and account for these differences and to yield outcomes that are overall more efficient and effective. Meaningful participation often requires preparation and awareness-raising to equip women with robust awareness of the gender implications of the relevant legal frameworks, pending reforms and changes. Knowledge is key for active and direct participation, as is an enabling environment that embraces such interventions.

In addition it is critical to ensure gender specialists are integrated into project staffing, and provided the mandate and authority to input, monitor and assess gender integration into the project. The LGSA Gender and Land Specialist should also have access to tools, comparative experiences and promising practices concerning the project’s sensitive and process elements. For LGSA, this would include expert support around communal land reform in policy and in practice. The Gender and Land Specialist should also be entrusted (and supported) in efforts to orient and train project staff, implementers, and partners on gender –responsive approaches.

Strategy tip: Seek and include input from women and groups representing their interests. Ensure participation by women across all project components. This includes within project infrastructure and processes – for example, regarding staffing, conferences, research design and execution, trainings, professional development opportunities, outreach to and selection of organizational partners, etc. – and throughout components and activities that involve policy and decision-making bodies all levels, from the national level to the community level.

Emphasize meaningful participation, as numerical representation of women alone is often insufficient to facilitate their active and direct involvement. Track and monitor level and quality of women’s participation.

2.1.4 CONTEXT-BASED ANALYSIS AND INTERVENTIONS MATTER

As with the gender and intersectional analysis, interventions which are realistic, appropriate to context, and flexible are more likely to address longstanding issues of gender inequality.

Strategy tip: Carry out periodic checks, ideally with broad-based and inclusive input from stakeholders, to assess and validate interventions and course-correct if and as needed.

2.1.5 MONITORING AND ACCOUNTABILITY ARE ESSENTIAL

Accountability systems are essential for ensuring and assessing the integration, implementation, and effectiveness of a gender-responsive approach. The MEP must incorporate a robust gender perspective, including requirements for sex-disaggregated data for all aspects of project design and implementation that will track progress toward gender integration in all aspects, ranging from project staff composition, to whether adopted laws and policies are gender-responsive. See Appendix 1 for detailed recommendations for gender-related indicators in the Monitoring and Evaluation Plan.

Strategy tip: Ensure the Monitoring and Evaluation Plan identifies and tracks gender dimensions of all project components and activities within the Year One Work plan and later versions of the Work Plan. Wherever data is collected, require that it be sex-disaggregated. The Monitoring and Evaluation Plan should include indicators that enable tracking of progress on the Gender Strategy itself (please refer to Appendix 1).

3.0 PRACTICAL GUIDANCE

Building on the guiding principles outlined above, this section provides more detailed queries and guidance for project implementation.

3.1 IDENTIFYING GENDER DIMENSIONS AND IMPLICATIONS

3.1.1 IDENTIFYING GENDER DIMENSIONS AND IMPLICATIONS

To identify and account for gendered dimensions of project processes and impacts, LGSA should carry out a Gender Analysis, based on USAID requirements, which would incorporate the Secure Land Rights for Women framework, aimed at elucidating the ways in which various factors affecting land rights may differ for women and men.¹⁰

A Gender Analysis is a tool for examining the differences between the roles that women and men play in communities and societies, the levels of power they hold, their needs, constraints, and opportunities, and the impact of these differences on their lives.¹¹ USAID uses gender analyses to identify, understand, and describe gender differences and the impact of gender inequalities on projects. The Agency requires a Gender Analysis as an element of strategic planning and project design, and has identified it as the basic foundation on which gender integration is built.¹²

While the Year One Work Plan does not call explicitly for a Gender Analysis, it does provide that Landesa will update and deepen the Women's Land Rights Study developed under the Land Policy and Institutional Support (LPIS) project, building on it through field research aimed at informing potential interventions for optimal implementation of the land policy and related policies and laws.

Specific guidance for identifying and accounting for the gendered dimensions of lived realities and the land-related policies, laws, regulations, and other interventions that affect them is as follows:

- Efforts to update and deepen the Women's Land Rights Study should be expanded to meet the objectives of a gender analysis as outlined in USAID's Gender Equality and Female Empowerment Policy.¹³ Broadly, the strategy for updating and deepening the Study should seek to identify root causes of existing gender inequalities or obstacles to female empowerment so that they can be proactively addressed in project

¹⁰ This framework was developed by Landesa and utilized in various USAID documents, such as, USAID (2013) Issue Brief, Land Tenure and Food Security, p. 4, at http://www.usaidlandtenure.net/sites/default/files/USAID_Land_Tenure_Food_Security_and_Tenure_Issue_Brief_1.pdf. See also, Resource Equity (2015) Women's Land Tenure Framework for Analysis: Land Rights, at <http://landwise.resourceequity.org/guides/3/subguides/13#introduction-to-women-s-land-rights>.

¹¹ USAID (2012) Gender Equality and Female Empowerment Policy, *supra* note 5.

¹² USAID, Guide to Gender Integration and Analysis, Additional Help for ADS Chapters 201 and 203; USAID (2012) Gender Equality and Female Empowerment Policy, *supra* note 5.

¹³ USAID (2012) Gender Equality and Female Empowerment Policy, *supra* note 5; USAID, Tips for Conducting Gender Analysis at the Activity or Project Level: Additional Help for ADS Chapter 201, 2011, at <https://www.usaid.gov/sites/default/files/documents/1865/201sae.pdf>.

design and can inform opportunities to promote women’s leadership and participation. It should also identify potential adverse impacts and/or risks of gender-based exclusion that could result from project activities.¹⁴

- To ensure land-related laws and policies addressed under the LGSA adequately address and uphold gender equality, the Women’s Land Rights Study and other research and assessments must systematically take account of the different factors that affect women’s land rights. Such efforts could be guided by the secure land rights for women framework, which is particularly relevant to Liberia where a dual system of customary and statutory laws exists.¹⁵
- Findings from the updated Women’s Land Rights Study should be taken into account across all other LGSA project components and activities as relevant. Specifically, implementing stakeholders should reference findings related to men’s and women’s varying experiences, priorities, knowledge, interests, opportunities, and constraints and ensure that these inform their approach to specific project components and activities.
- Stakeholders responsible for various LGSA components and activities – in particular those related to research and provision of input into policies, laws, regulations, and the design of interventions around community land – should integrate the secure women’s land rights framework into their respective strategies and planning processes.

FRAMEWORK FOR SECURE LAND RIGHTS FOR WOMEN

DIMENSION	GUIDING QUESTIONS FOR IDENTIFICATION & ANALYSIS OF GENDER DIMENSIONS
<p>Legitimate & Recognized: The degree to which a woman’s land rights are legally and socially legitimate, and therefore secure, depends on who recognizes these rights.</p>	<ul style="list-style-type: none"> • Who and/or what recognizes these rights? i.e., are a woman’s land rights recognized by law, custom, her family, her clan, her community? Some of these? None? • Does a woman’s marital status determine her access to land rights, thereby not recognize the rights of cohabitating spouses and their out-of-wedlock children? • Does the law limit what type of land women (but not men) may own, control, bequeath, or inherit (such as e.g., ancestral land)? • Would a court recognize a women’s claim to what she perceives to be her land? • Do the law and judiciary recognize her rights to transfer, alienate, control and make decisions about land (and natural resources)?
<p>Susceptibility to change: A woman’s land rights are secure if – unlike for a male counterpart – they are not subject to changes in her social status, family structure, or community leadership.</p>	<ul style="list-style-type: none"> • Are a woman’s land rights subject to factors such as the death of her father or husband or her husband taking a second wife? • What land rights for women, especially over matrimonial home, in case of divorce? • Are a woman’s rights subject to changes in her community, such as changes in the leadership under which her rights were granted?

¹⁴ USAID (2012) Gender Equality and Female Empowerment Policy, *supra* note 5.

¹⁵ This framework was developed by Landesa and utilized in various USAID documents, such as, USAID (2013) Issue Brief, Land Tenure and Food Security, p. 4, at http://www.usaidlandtenure.net/sites/default/files/USAID_Land_Tenure_Food_Security_and_Tenure_Issue_Brief_1.pdf. See also, Resource Equity (2015) Women’s Land Tenure Framework for Analysis: Land Rights, at <http://landwise.resourceequity.org/guides/3/subguides/13#introduction-to-women-s-land-rights>.

DIMENSION	GUIDING QUESTIONS FOR IDENTIFICATION & ANALYSIS OF GENDER DIMENSIONS
<p>Duration: For rights that are granted for a fixed period of time, the longer the period the more secure are the rights. For example, land rights granted for an undetermined period may be less secure than those granted for a season.</p>	<ul style="list-style-type: none"> • Are a woman's rights granted for an extended period of time (as compared with men)? • What social arrangements might affect duration? For example, are land rights linked to a marriage, in which case they last as long as the marriage does, or are they linked to the presence of male children of the blood-line in the household, in which case they may last for as long as the children are unmarried and remain in the household? • Do women's rights to land extend only until she improves the land and can then be taken away?
<p>Enforceability: For her rights to be secure, a woman must be able to enforce them. Enforcement options may be available in formal courts or with customary institutions.</p>	<ul style="list-style-type: none"> • Are women aware of their rights and where to present a claim? • Can women easily get to the forum for presenting a claim? • Do women have the knowledge and means to present their claims? • If a woman's case will be heard, will the overall process take a very long period of time? • Is a decision in a woman's favor likely to occur, and if it is, is it likely to be implemented?
<p>Exercisable without Extra Approval: A woman's land rights are more secure if they can be exercised without being subject to conditions that men are not asked to fulfill.</p>	<ul style="list-style-type: none"> • To exercise their rights, must women obtain the approval or permission (formal or informal) of another person, such as a husband, father, or other male relative?

3.1.2 ENSURING MEANINGFUL PARTICIPATION BY WOMEN

Women's meaningful participation in project-related staffing, processes, activities, and entities is critical to advancing gender-responsive outcomes. Ensuring this takes place calls for interventions at various levels and across numerous project components and activities, guidance for which is provided below.

Mechanics

- Establish a mechanism for regular consultations with women and organizations with gender-related mandates when addressing policy, legal, or other issues of critical importance to women.
- Immediately following mixed meetings, hold separate meetings for women during which they have the opportunity to ask questions, share opinions, and make suggestions.
- Where mixed groups are not appropriate or preferred, hold separate meetings for women and men, and integrate the specific concerns of women discussed in the women-only groups into the men's meetings and larger group discussions.
- With respect to conferences, seek meaningful inclusion of women as attendees, chairpersons, presenters, contributors, and speakers.

Raise awareness and equip with knowledge

- Conduct activities to develop women's awareness and understanding of policies, laws, and other relevant topics, aimed at instilling a sense of confidence in subject matter that can bolster women's willingness to participate meaningfully and actively in various forums. Such activities can be conducted prior to mixed

meetings or other forums, and are relevant in a range of contexts, from working groups at the Land Commission to land-related bodies at the national, local, municipal, and community levels.

- Ensure that women understand how to participate and why their participation is important, and that they believe a positive outcome is possible.

Ensure Accessibility

- Account for the competing demands and existing commitments of men and women, and ensure that locations and timing of events, meetings, discussions, gatherings, etc. are convenient for both.
- Consider providing or supplementing the cost of childcare for women to enable them to attend conferences, community discussions, etc.

Targeted staffing and recruitment

- Ensure recruitment and selection of women among candidates for fellowships, master's programs, and other professional development opportunities; project staff; consultants; and other partners, including those conducting land services for the private sector and for forming public-private partnerships.
- For organizational partners, seek out women-led, women-staffed, and/or gender-focused CSOs.

Seek feedback

- Structure evaluation forms for activities, consultations, and conferences to solicit sex-disaggregated information in order to analyze if men and women's interests and expectations were met.

3.1.3 GENDER-RESPONSIVE COMMUNICATIONS AND AWARENESS-RAISING

Communication, awareness-raising, education, and effective dissemination of information are crucial to shaping norms, attitudes, and practices relating to gender and women's land rights. Continuous gender sensitization is essential for breaking down gender-related barriers surrounding land. As a part of this, messages that raise awareness about gender dimensions of land-related issues can challenge biased norms that perpetuate gender-based discrimination, and facilitate discussions of land and gender issues.

Most LGSA project components involve related activities, from awareness-raising campaigns on policy and legal issues with government, private sector, civil society, and local communities, to development of training manuals and dissemination of research findings and policy recommendations through conferences and reports. As implementing stakeholders undertake the task of tailoring their approach to project components and activities to meet the Gender Strategy's broader principles and strategies, they should reference the guidance below.

Gender-positive framing

- Irrespective of the audience and level of engagement, ensure that gender and women's land rights are a specific cross-cutting theme in any materials – including policy briefs, reports, and conference materials – and that some materials are focused specifically on gender and women's land rights.
- To enhance credibility, the gender elements of core messages should be backed with evidence whenever possible.
- Framing change as a positive development that brings benefits for the whole community is often more successful than presenting it as involving a loss of power for existing power-holders. Thus, analysis for framing messages should include consideration of the problems that gender inequity and inequality in land rights currently causes, and all core messages should emphasize the benefits of equitable land governance.

Audience and modes of presentation

- Conduct **audience-mapping** in order to understand target audiences' general level of knowledge, awareness, and openness to gender issues and the specific land rights issues at stake. Audience-mapping should also aim to understand who and/or what holds the mandate to build awareness on gender and land issues, and ensure that these individuals and institutions are included in the audience and as actors in message delivery.
- **Oral and visual communication tools** should be considered, as rural women often have very limited access to print media and printed information. Additional tools that can sometimes overcome gendered barriers include community theater, comic books, songs, posters, cell phones, and videos.

Inclusive approach

- Awareness-raising is most effective when many **different stakeholders collaborate** and when **entire communities are involved** in the awareness-raising activities. This requires a carefully thought-out strategy for reaching both women and men and working with diverse stakeholders at different levels. Important factors for success may include facilitating women's leadership of awareness-raising meetings. Where appropriate and strategic, encourage the participation of men in advocacy efforts seeking to challenge gender roles and unequal power relations.

3.1.4 IMPROVING HUMAN AND INSTITUTIONAL CAPACITY FOR GENDER-RESPONSIVE LAND GOVERNANCE

Capacity development activities are built into numerous LGSA components and are aimed at a variety of diverse stakeholders, from government representatives and institutions to the private sector and local communities.

Gender and women's land rights awareness across components

- Regardless of whether their core focus is gender-related, capacity development opportunities and approaches should include components **focused on developing knowledge and capacity around gender** and the gender dimensions of land rights.
- When identifying and prioritizing beneficiaries, providers, and brokers of capacity, **consider gender balance and expertise**. The determination of the gaps and existing expertise is likely to reflect and respond to the needs of men and women where the process is inclusive.

Institutions and organizations

- The mapping and auditing of land governance institutions should seek out and examine gaps and expertise related to gender, including on institutions' substantive expertise and skills and composition of human resources.
- Support to institutions for the development of human resources and budgetary strategies should include guidance on how to ensure that approaches to human resources support meaningful inclusion of women; how to ensure that budgets allocate adequate funding for gender-responsive strategies and processes; and how to track expenditures to assess the extent to which spending aligns with planned gender-responsive strategies and activities.
- Efforts to strengthen other organizations' ability to provide affordable land-related services – (in particular those planned under LGSA Component 4) – should include capacity development on the gender dimensions and implications of services and their implementation.
- LGSA should ensure there are adequate financial and human resources allocated to carry out the gender analysis and capacity development for project staff, partners and institutional partners.

3.1.5 GENDER-RESPONSIVE MONITORING AND EVALUATION

Ensuring that gender is adequately integrated into the Monitoring and Evaluation Plan is a critical element of tracking the project's progress toward the goal of gender-responsive and socially-equitable land reform in Liberia. USAID requires that performance management systems and evaluations at the project or activity levels must include gender-responsive indicators and sex-disaggregated data when analyses show that (1) the different roles, and status of women and men within the community, political sphere, workplace, and household affect the activities to be undertaken and (2) the anticipated results of the work would affect women and men differently.¹⁶ For detailed recommendations on aligning Monitoring and Evaluation Plan with the Gender Strategy, please refer to Appendix 1.

¹⁶ USAID, Guide to Gender Integration and Analysis, *supra* note 11.

4.0 RESOURCES

The following resources can provide guidance in carrying forward the recommendations in the Gender Strategy:

- ACDI/VOCA, Gender Analysis, Assessment and Audit Manual & Toolkit, 2012, available at: [http://acdivoca.org/sites/default/files/attach/legacy/site/Lookup/ACDI-VOCA-Gender-Analysis-Manual/\\$file/ACDI-VOCA-Gender-Analysis-Manual.pdf](http://acdivoca.org/sites/default/files/attach/legacy/site/Lookup/ACDI-VOCA-Gender-Analysis-Manual/$file/ACDI-VOCA-Gender-Analysis-Manual.pdf).
- Food and Agriculture Organization of the United Nations, Governing Land for Women and Men: A Technical Guide to Support the Achievement of Responsible Gender-Equitable Governance of Land Tenure, 2013, available at: <http://www.fao.org/docrep/017/i3114e/i3114e.pdf>.
- Land O'Lakes, Inc., Integrating Gender Throughout a Project's Life Cycle 2.0: A Guidance Document for International Development Organizations and Practitioners, 2015, available at: http://idd.landolakes.com/getattachment/Resources/Tools/Integrating-Gender-into-Land-O-Lakes-Technical-App/Integrating-Gender-throughout-a-Project-s-Life-Cycle_FINAL_compressed.pdf.aspx.
- Resource Equity, Women's Land Tenure Framework for Analysis: Land Rights, 2015, available at: <http://landwise.resourceequity.org/guides/3/subguides/13#introduction-to-women-s-land-rights>.
- USAID, Gender Equality and Female Empowerment Policy, March 2012. https://www.usaid.gov/sites/default/files/documents/1865/GenderEqualityPolicy_0.pdf.
- USAID, Guide to Gender Integration and Analysis: Additional Help for ADS Chapters 201 and 203, at <https://www.usaid.gov/sites/default/files/documents/1865/201sab.pdf>.

APPENDIX I: LAND GOVERNANCE SUPPORT ACTIVITY GENDERED MONITORING AND EVALUATION: SUGGESTED AMENDMENTS TO THE LGSA MONITORING AND EVALUATION PLAN

Tracking the LGSA work to ensure that it is gender responsive – it acknowledges gender differences and proactively addresses them – would require three types of changes to the indicators currently included in the project’s Monitoring and Evaluation Plan. Incorporating these changes through the specific recommendations below would help to ensure substantial alignment with the Gender Strategy.

- In some cases, the most effective path is to adjust the name of the indicator so that we only count things if they are gender-responsive. For example, we only count as success policy changes that are gender-responsive because we acknowledge that policy changes that appear to be gender neutral may in fact institutionalize or reinforce gender disparities.
➔ *This approach signals a strong commitment to addressing gender issues: progress is not considered progress unless it is gender responsive.*
- In some cases, the most effective path is to add “companion” indicators so that for every aspect of the project that we track, we identify what proportion of the progress identified benefits women. For example, we count the number of people trained as one indicator and then add a companion indicator that tracks what percentage of those trained were women.
➔ *Relying on companion indicators emphasizes the importance of the gender dimensions and, because they are accompanied by targets they also provide clear expectations and incentives to all involved.*
- Finally, in some cases, we will opt for disaggregating an indicator by sex.
➔ *This is the minimum that can be done to assess progress in a gender sensitive way. It is the weaker option because it does not come with targets, it is limited to reporting, and the disaggregation may be omitted in important conversations.*

Specific Recommendations:

LGSA's national Gender and Land Specialist must be involved in determining whether the activities/outputs tracked qualify as gender responsive.

1.1: Number of specific pieces of legislation or implementing regulations proposed, adopted and/or implemented affecting property rights of the urban and rural poor as a result of United States Government (USG) assistance.

Recommendation: modify its name to read:

Number of specific *gender-responsive* pieces of legislation or implementing regulations proposed, adopted and/or implemented affecting property rights of the urban and rural poor as a result of USG assistance.

If modifying the indicator's name is not an option, we suggest adding a companion indicator:

- ✓ % of those pieces of legislation or implementing regulations that are gender-responsive
Target: 100%

1.2: Number of public consultations held regarding proposed policy, legal, regulatory reforms

Recommendation: modify its name to read:

Number of *gender-responsive* public consultations held regarding proposed policy, legal, regulatory reforms

If modifying the indicator's name is not an option, we suggest adding a companion indicator:

- ✓ % of those consultations that have taken explicit steps to ensure active and direct participation from women.
Target: 100%

[Note: we specify women because, from a gender perspective, they are the ones likely to be marginalized in consultations unless specific steps are taken.]

1.3: Number of individuals trained in land tenure and property rights as a result of USG assistance

Recommendation: modify its name to read:

Number of individuals trained in *gender-responsive* land tenure and property rights as a result of USG assistance

In addition, we recommend adding a companion indicator:

- ✓ % of women among those trained.
Target: 50%

[Note: we specify women because, from a gender perspective, they are the ones likely to be marginalized in the provision of trainings unless specific steps are taken.]

2.2: Number of individuals seeking land administration services

Recommendation: analyze and report disaggregated by sex (as already indicated in M&E plan)

2.3: Number of individuals from land governance institution who received Master's degrees in land administration and governance as a result of USG support.

Recommendation: analyze and report disaggregated by sex (as already indicated in M&E plan)

In addition, we recommend adding this indicator:

Number of individuals from land governance institution who received capacity building to address gender issues in land administration and governance as a result of USG support. **2.4: Number of land transactions completed**

Recommendation: analyze and report disaggregating by sex of the subjects involved
[Note: this disaggregation has not been contemplated in the current M&E plan, but is critical to gender-responsive project implementation.]

3.1: Percentage of adults in pilot areas who report that their land tenure rights are secure

Recommendation: add a companion indicator:

- ✓ % of women among those who report that their land tenure rights are secure
Target: 50%

3.3: Number of households or organization with formalized land rights as a result of USG assistance

Recommendation: add a companion indicator:

- ✓ % of these households for which the formal rights explicitly include women

Target: > 80% (This target assumes that formalized land rights for women include both those rights held individually by single women heads of household, and rights co-held by wives and husbands in tenancy of the entirety).

3.4: Number of disputed land or property rights cases resolved by local authorities, contractors, mediators or courts as a result of USG assistance

Recommendation: analyze and report disaggregating by sex of the subjects involved

[Note: this disaggregation has not been contemplated in the current M&E plan, but is critical to gender-responsive project implementation.]

4.1: Number of outreach materials on land tenure and property rights distributed through USG assistance

Recommendation: modify its name to read:

Number of *gender-responsive* outreach materials on land tenure and property rights distributed through USG assistance

If modifying the indicator's name is not an option, we suggest adding a companion indicator:

- ✓ % of those materials that are gender-responsive
Target: 100%

4.2: Number of public outreach activities on land tenure and property rights held with USG assistance

Recommendation: modify its name to read:

Number of *gender-responsive* public outreach activities on land tenure and property rights held with USG assistance

If modifying the indicator's name is not an option, we suggest adding a companion indicator:

- ✓ % of those public outreach activities that were gender-responsive

Target: 100%

4.3: Number of new or existing private professional organizations of surveyors and other land related professions supported

Recommendation: add a companion indicator:

Average % of women among the members of those organizations receiving training and support through the project.

Target 50%

4.4: Number of marginalized people who have access to land tenure and property rights services from land governance institutions

Recommendation: add a companion indicator:

- ✓ % of women among the marginalized people who have access to these services
Target: 75% (Note: we propose a target of 75% given that the project defines as marginalized women, youth and persons with disabilities and therefore by default a large proportion of this group is likely to be made of women).

4.5: Number of NGOs, CSOs and private sector organizations engaged in land tenure and property rights activities as a result of USG assistance

Recommendation: modify its name to read:

Number of NGOs, CSOs and private sector organizations engaged in *gender-responsive* land tenure and property rights activities as a result of USG assistance

If modifying the indicator's name is not an option, we suggest adding a companion indicator:

- ✓ % of those organization whose land tenure and property rights activity portfolio is gender-responsive
Target: 100%

Final recommendation: It will be important to track the extent to which project partners integrate the advice of the project's Gender and Land Specialist in implementing the Gender Strategy. To this end, we would propose two additional indicators:

- ✓ % of partner annual workplans receiving review and feedback from Gender and Land Specialist
Target: 100%
- ✓ % of Gender and Land Specialist feedback on annual workplans that partners integrate into the design and implementation of these workplans
Target 80%

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