



International Land Coalition Gender Audit Report *Gender Matters* August 2017

1. Executive summary

This report outlines the scope, methodology, findings and recommendations arising from the first gender audit of the International Land Coalition (ILC). The audit is a stocktake of the ILC's work on gender justice and women's land rights, examining the progress that has been made as well as priorities for further action.

Background and methodology

The audit included an examination of both the **external** and **internal** dimensions of ILC's operations and programming. Externally, there was a focus on the two main vehicles for ILC programming – the National Engagement Strategies (NES), or country level work, and, the recently introduced Commitment-based Initiatives (CBIs), or multi-country/regional/global initiatives – as well as on influencing policy and the operational aspects of grant-making, delivery and evaluation. Internally, the research looked at a number of different areas, including workplace culture, capacity and leadership.

Audit activities were guided by a framework consisting of the following **eight areas of enquiry**:

1. Gender strategies, policies and mandates
2. Leadership, accountability and co-ordination
3. Workplace culture
4. Capacity of Secretariat employees and members and resources (human and financial)
5. Gender mainstreaming in policy, programming and grant delivery
6. Communications
7. Monitoring, evaluation, learning and knowledge management
8. Partnerships

The main steps in the audit process included:

- Design of the audit framework (see annex 1 for the full framework)
- Introductory workshops with Council members and members of the Working Group on Women's Land Rights (WLR) and Gender Justice (GJ)
- A literature review of 49 ILC strategy documents

- 18 in-depth interviews and two focus group discussions with a total of 35 individuals (21 female, 14 male), including 15 representatives of member organisations, 13 Secretariat employees, six regional staff and one donor.¹

This audit is not an evaluation or impact assessment of ILC interventions in the area of gender justice, nor does it provide a comprehensive analysis of the policies and practice of individual members, neither of which would have been possible within the constraints of time and resources for a coalition the size of ILC. Nevertheless, the research team did seek to gather anecdotal evidence of impact, results and good practice wherever possible and these have been included as case studies in the report. The report also highlights and makes suggestions of areas of work or initiatives that ILC might wish to follow up on to deepen and broaden its learning in these areas.

The research team was not asked to examine the extent to which ILC's human resources policies are gender-sensitive, since ILC is hosted by the UN agency IFAD and governed by its human resources policies. However, there was some overlap between the gender dimensions of issues raised in respect of workplace culture and these policies, and practices around recruitment, which are flagged in section 3.3 of the report.

It is hoped the report provides a useful initial snapshot and overview of current practices, achievements, challenges, processes, experiences, ideas and opinions around gender justice and ILC's work, which can stimulate dialogue and new thinking about how progress in this area can be accelerated at different levels of ILC.

Findings

The audit process highlighted a number of positive findings, as well as challenges, across the eight areas of enquiry. These are summarised below, beginning with positive findings.

Positive findings

Gender strategies, policies and mandates

- Key strategic documents and workplans, such as the ILC's strategic framework 2016-2021 and accompanying roadmap for implementation, include **explicit commitments to promote the principle of gender justice** and deliver equal land rights for women.
- All three of the most recent regional workplans (Latin America and the Caribbean, Asia and Africa, 2017) identify **gender justice as a priority issue** for their region and commit members to action in this area.
- ILC members in Africa have developed an ambitious charter of principles for achieving gender justice on land issues.

Leadership, accountability and co-ordination

- The majority of employees and members interviewed said they believe **council members and senior staff within ILC are supportive of the gender justice agenda** and willing to listen to suggestions and ideas for advancing these commitments.

Workplace culture

- All of the employees, members, and Council members spoken to were broadly supportive of ILC's gender commitments and in general we noted **good levels of gender awareness** and sensitisation.

¹ One focus group involved nine members of the Working Group on Women's Land Rights and Gender Justice, another involved six members of ILC's regional staff. Four of the members were interviewed in their capacity as representatives of member organisations and as members of the governing Council.

- Some members have **quotas in place to ensure women's representation in governance structures** in their organisations and some have mechanisms in place, such as childcare provision, to facilitate women's participation in the workforce.
- At Council level, progressive measures such as: the **introduction of a voluntary quota** for a minimum of 40% representation of women in the Council and in the Assembly of Members; introduction of a rule that if the first delegate is male, the second has to be female at global meetings; and offering childcare support to all participants at global meetings; has improved sex ratios and women's representation at meetings at this level.
- At regional level, **women's representation in regional bodies and meetings is generally quite high**, particularly in Asia, with the lowest levels of women's representation in Africa.
- At Secretariat level, there are an equal number of women and men in the senior management team - three women and three men. And women are well-represented amongst the employees.

Capacity of secretariat employees and members and ILC resources (human and financial)

- A **global Working Group on WLR & GJ was established in 2016**, with the aim of fostering knowledge exchange and jointly strategising how to add value to members.
- ILC has developed and/or taken up several **useful tools to support integration of gender issues into CBIs and NES**, specifically the Gender Evaluation Criteria (GEC), the WLRs toolkit and the gender analysis form.
- ILC has a **rich and diverse membership, many of whom have extensive experience, skills and resources in the area of gender justice**, which ILC can potentially draw on in its work.

Gender mainstreaming in policy, programming and grant delivery

- ILC has made **good progress on advancing equal land rights for women** in its work, including this as a specific commitment in the current and previous strategic plan. All regions have a programmatic area of work on WLRs and at least a third of ILC members are estimated to be engaged in work to promote equal land rights for women. There are currently 3 CBIs focused on commitment four, and a number of NES have made **notable efforts to apply a gender lens to their strategy** as a whole, not simply in relation to commitment four.
- The Secretariat has developed a **helpful tracking system to monitor gender justice WLR throughout the NES** formulation and implementation process, with a traffic lights system to score the extent to which WLR and GJ are integrated.
- ILC has supported and encouraged members to make use of human rights reporting procedures to highlight gender discriminatory policies and practice in national legislation on land issues. Specifically, ILC has supported nine of its members to develop or contribute to CEDAW and CESCROW shadow reports since 2015.

Communications

- ILC has contributed considerably to **enhancing and raising the profile of its members and their initiatives on gender justice and WLR** through the ILC website, social media and other media work. ILC Brand and Visual Identity Guidelines include some guidance for staff and members on how to ensure communications are gender-sensitive and are available in ILC's three main operational languages.

Monitoring, evaluation, learning and knowledge management

- There is evidence that ILC projects, particularly those with the specific goal of promoting women's land rights, have had **positive outcomes and some impact** on several different aspects of gender justice and women's land rights, including in the areas of: increasing women's representation and voice in decision making; enhancing the skills and knowledge of rural women and the organisations that represent them; supporting women to mobilise for positive change; and increasing women's access to and control over land.

- ILC has taken a **number of steps to strengthen attention to gender** in its monitoring, evaluation and learning systems and processes. For example, members have been requested to provide sex-disaggregated data and feedback on gender justice issues in their annual programme monitoring reports to the Secretariat.
- ILC's new integrated approach to Monitoring and Evaluation, Learning and Capacity-building (MELC) and corresponding tools, such as the new interactive M&E platform currently under development, present an opportunity to monitor ILC's impact on gender more consistently and effectively.

Partnerships

- ILC has a core of strategic partners and donors, some of whom contribute funding for implementation of its strategy, in particular, SIDA, Swiss Development Cooperation, IFAD, MOFA Netherlands, Irish Aid, EC, and others who fund specific areas of its work, including WLR, such as Wellspring Foundation, who are **very supportive of its gender justice agenda**.
- ILC has used donor leverage strategically at global level to **influence policy-making on women's land rights**. For example, in 2015/16 ILC was able to gain indirect access to and influence the UN CEDAW Committee through its links with member and core donor IFAD. This enabled ILC to actively participate in the development of the Committee's General Recommendations on the Rights of Rural women.

Challenges identified

Gender strategies, policies and mandates

- There is a **lack of clarity and consistency in the use of key gender concepts and language**, and what these mean in relation to ILC's work and commitments. In particular, the concept of gender justice is not well understood. Likely reasons for this include: An **absence of definitions of key gender terms and concepts and their application** in the context of ILC's work in strategic documents; the fact that there is **no gender strategy or action plan** in place currently, although there are plans to develop this; and the historic thematic focus on WLR, leading to WLR being seen as **synonymous with gender justice**, rather than as one of a number of means of achieving the broader goal of gender justice.
- Despite the laudable aims of the Africa Platform Charter for Gender Justice, only three signatories have developed individual gender action plans and there is no evaluation system in place as yet.

Leadership, accountability and co-ordination

- Despite a widespread belief amongst staff and members that gender justice should be everyone's responsibility, in reality most of the responsibility to date has fallen to the dedicated gender employees in the Secretariat to drive forward the gender justice agenda across ILC. **Formal accountability for ILC's gender justice commitment has not been defined** and is not currently shared across management and governance structures.
- **Requirements to address gender are not routinely integrated into individual and joint workplans** at different levels of ILC – at Secretariat level, only gender employees have this requirement in their workplans and job descriptions, regional workplans of members include some commitments to gender justice, but they are not required to report against progress on gender justice commitments unless their work includes a focus on commitment four, and it is not a requirement for Regional Steering Committees or Council meetings to include an appraisal of progress on gender justice currently.

Workplace culture

- Currently, ILC's main measure of its commitment to becoming a gender just coalition is largely **reduced to the numbers of women participating in meetings** and represented in

its governance structures, which, while important, should not be used as the sole barometer of progress in this area in future.

- Despite the offer of paid childcare and the requirement that every second representative attending a global meeting needs to be a woman, the representation of women in key fora such as the Global Land Forum is still quite low. For example, just 28% of the representatives of voting members at the Members Assembly that took place during the 2015 Global Land Forum were women.
- Some members, particularly those interviewed from Asia and Africa, said they have encountered **real resistance to the suggestion of elevating women's roles** in their own or other member organisations.
- While more women than men work at the Secretariat overall and there are three women in the senior professional staff, **women are also concentrated in the lesser paid and less secure consultancy roles** which do not offer any staff benefits such as sick pay, maternity pay etc.
- Several female Secretariat staff members and consultants interviewed said they did not feel valued and they believe this to be because of their gender. Several employees – including four women and one man interviewed – perceived there to be a **culture of indirect discrimination towards women**, and two reported that balancing childcare responsibilities can be challenging given the amount of travel involved in the work.

Capacity of secretariat staff and members and ILC resources (human and financial)

- There are dedicated employees with responsibility to promote gender justice in ILC's work at the Secretariat, but they have limited capacity and, at a time when ILC's strategic plan has signalled a scaling up of the network's commitment to strengthen gender justice across all its work and operations, this **capacity has effectively been reduced**.
- There's a **lack of clarity about the role and function of the Working Group on WLR & GJ**, including amongst its members, and there's a lack of clarity about who within the ILC should take the lead in co-ordinating and facilitating the group's activities.
- **Existing capacity-building tools, with the exception of the GEC, have had limited uptake as yet by members**. Several of the members interviewed were not familiar with these tools and said they had not been promoted or disseminated within their regions.
- **ILC does not currently set a budget allocation or track spending on the gender justice and WLR commitments in its strategy**, which makes it very difficult to guide and assess the impact of spending in this area.
- Members interviewed would welcome **more practical support from the Secretariat on how to embed gender justice in their work**, particularly in the areas of programme design, policy and influencing, monitoring, evaluation and learning (MEL) processes, and working with communities, but also on how to become gender-just organisations themselves.

Gender mainstreaming in policy, programming and grant delivery

- There is currently **limited gender mainstreaming** in the two main vehicles for ILC's programming - National Engagement Strategies and Commitment-based Initiatives (NES and CBIs) – unless they have an explicit focus on commitment four (equal land rights for women).
- Even in the NES that include a focus on commitment four, **gender analysis tends to be weak and inconsistent**, with some notable exceptions.
- There is a growing evidence base at global level, including from within the ILC membership, to support gender analysis and gender mainstreaming in policy and programming work on land rights, but it is not easy for members to access this – there is currently no database of such resources managed by the Secretariat.

Monitoring, evaluation, learning and knowledge management

- The **lack of specific gender targets for each of the commitments**, and not simply for commitment four, is hindering progress on measuring gender justice outcomes and impact.

- Key guidance on monitoring and evaluation, external evaluation reports and internal knowledge management documents and related tools and frameworks – such as the key M&E document, 'Monitoring and Evaluation in the International Land Coalition - Operationalising the Road Map and Strategy 2016-2021, and the Evaluation Report Strategic Framework 2011-2015 - are **largely gender-blind**.
- The **lack of detailed and systematic monitoring, evaluation and learning on ILC's strategic commitments** on gender justice and WLR, makes it very difficult currently to learn from and replicate or scale up good practices. Learning also contains **limited reflection on the reasons for negative change, backlash or lack of progress**, missing out on valuable learning insights for all.
- Much of the gender focus in ILC's MEL to date (at all levels) is **limited to sex-disaggregated data**, such as the numbers of women and men benefiting from a training or participating in meetings, with very little attention paid to monitoring qualitative changes as a result of ILC's work.

Partnerships

- Donors are **not routinely analysing or raising gender justice issues with ILC**, beyond requirements for sex-disaggregated data.
- Scrutiny of ILC's gender justice commitments is **not necessarily co-ordinated or strategic**, even though gender equality is a priority issue in development cooperation for many of the donors and agencies supporting ILC.

Recommendations

Based on the audit findings, a number of recommendations have been developed for each of the eight areas of enquiry. These can be found in full in the report, divided into short and medium term actions, with each including direction on who, within ILC, the recommendation is directed towards (Secretariat (Sec), Working Group on Commitment 4 (WG), Regional Steering Committees (RSC), Regional Coordination Units (RCU), the Council (CC) and members (M)). Some of the key recommendations are highlighted below.

Gender strategies, policies and mandates

- R.1.1. **Clarify key gender terms and concepts**, and build awareness amongst staff and members on how ILC understands these concepts in relation to its work and commitments (not just commitment four). (Sec, WG)
- R.1.2. **Develop a gender strategy and action plan** to clarify ILC's vision for delivery of the gender justice and WLR commitments in the 2016-2021 strategy and to guide implementation. They should include clear and tangible objectives, which are broken down into realistic, measurable benchmarks and indicators, with clear lines of responsibility and appropriate levels of resources. (Sec, WG, CC, RSC)
- R.1.3. Introduce a stringent, **rigorous annual reporting process** on progress at national, regional and global levels. Progress on the strategy and action plan should also be scrutinised regularly by the Working Group on WLR & GJ. (Sec, M, CC, WG)

Leadership, accountability and co-ordination

- R.2.1. Ensure that leadership responsibility on gender justice is **vested in the Council, the Director and the Regional Committees**, rather than solely with the dedicated gender employees. (CC, Sec, RSC)
- R.2.2. **Ensure gender awareness is present in all job descriptions** at Secretariat and regional level and in the role descriptions for Council and Regional Steering Committee members. (Sec, CC, RSC)
- R. 2.3. Regional Committees and the Director should **report formally on the implementation of the new gender strategy and work plan** on an annual basis to the

Council. Gender justice should also be a regular item on Council, Regional Steering Committee and SMT meeting agendas. (Sec, CC)

Workplace culture

- R. 3.1. To become a gender-just network, **ILC needs to live its values in its own institutional culture, systems and processes at all levels**. Institutional culture, internal values and ways of working all play a key role in informing and creating pathways to programmes and policy that are gender-just. (Sec, CC, WG, RSC)
- R. 3.2. **Gender training** for all employees, senior managers and the governing bodies of ILC should include content on equal opportunities, discrimination and also unconscious bias. (Sec, CC, RSC, M)
- R. 3.3. ILC should **continue promoting women's equal participation with men in all global and regional meetings** by: discussion about the rationale for quotas and how best to overcome obstacles to implementing this; advertising the availability of childcare provision more widely; and considering the development of networks and platforms and mentoring to promote women's capacity and leadership potential in the sector. (Sec, RCU)
- R. 3.4. ILC should promote commitment to institutional gender justice amongst its members by, for example: **including this as criteria in the application form** for prospective new members and as one of the evaluation criteria used to assess prospective members; and **supporting members to conduct gender audits of their own organisations**. (RCU, M)
- R. 3.5. **Consider the introduction of a financial facility** to ensure all female employees working for ILC receive paid maternity leave and full cover, regardless of the nature of their contract. Where possible ILC should also avoid employing short-term consultants on long-term contracts and actively foster the career development of internal women candidates.
- R. 3.6. **Encourage more women-led organisations to apply** for ILC membership by, for instance, relaxing membership conditions for women-led organisations. Specific **targets could also be included** to ensure that a minimum number of women-led organisations are recruited in each round of recruitment proportionate to their current over/under representation in ILC. (Sec, RCU)

Capacity of secretariat staff and members and ILC resources (human and financial)

- R. 4.1. **Share the findings of this gender audit** with the membership, Council and Regional Steering Committees and invite feedback on findings and recommendations. (all)
- R. 4.2. Ensure that the TOR for the **Working Group on WLR & GJ** are formalised, that they have an annual budget allocation, sufficient time as part of the arrangement with the member organisation they represent to fulfil the role meaningfully, and sufficient influence and seniority to advance ILC's gender justice agenda. (Sec, WG)
- R. 4.3. **Strengthen available human and financial resources** to work on gender, particularly at regional level. Give Regional Steering Committees and Working Group members responsibility for overseeing the budget and delivery of training in their region. (RSC, RCU)
- R. 4.4. Consider adopting **financial resource tracking** for budget allocation and actual expenditure of staff time and other resources for gender-related activities and use the results to influence strategic planning regarding budget allocation. (Sec, RCU)
- R. 4.5. Ensure existing guidance on integrating gender into members' activities are user-friendly, accessible and available in all of ILC's core languages. (Sec, RCU)
- R. 4.6. Develop a **capacity-building plan to equip employees, members of governance bodies and members with the awareness, capability and skills to drive a gender strategy and action plan forward**. The capacity-building plan should aim to ensure the right people achieve the appropriate level of awareness, skills, and expertise, with an emphasis on encouraging individual conviction and motivation to deliver on gender justice commitments. (Sec, RCU)

Gender mainstreaming in policy, programming and grant delivery

- R. 5.1. **Make gender quotas in the governance and management processes for NES and CBIs mandatory** – this should extend to the NES Organising and Steering Committees, the membership of NES platforms, the CBI Working Group, and where possible the CBI and NES Review Committee members, and NES Facilitators. (Sec, CC, RSC)
- R. 5.2. Ensure **women’s land organisations and organisations with expertise on gender are actively and meaningfully involved** in the development and management of all NES and CBIs, regardless of whether they include a focus on commitment four. (M, RCU)
- R. 5.3. Make **training, guidance and ongoing support available to members, committee members and facilitators** involved in the NES and CBI process to enable them to implement more gender-sensitive approaches, and provide **capacity-building support** for employees, members, and committee members and, in particular, facilitators working on NES and CBIs to ensure future NES and CBIs are gender responsive. (RCU)
- R. 5.4. Ensure **ILC’s vision and position on gendered injustice and oppression**, as articulated in its gender strategy, are carried forward and made visible in external policy agendas at different levels, not only those with a focus on women’s land rights. (all)
- R. 5.5. **Further investigate, through internal evaluations**, the gap between what’s recorded in key ILC programme documents and gender justice practice on the ground.
- R. 5.6. **Revise the current guidance on integrating gender into NES** so it’s more user-friendly for members. (Sec)
- R. 5.7. Promote **greater ownership and institutionalisation of core gender mainstreaming tools**, such as the GEC, by ensuring they are discussed at Regional Assembly level before dissemination and continue to support members to lead on training others in their use, based on their experiences and learning. (RCU, WG)
- R. 5.8. Ensure that current work to establish a ‘Competency Map’ includes **mapping the evidence-base currently available at national, regional and global levels** to support gender analysis and gender mainstreaming in policy and programming work so that this can be made available to members, particularly when planning new CBI and NES. (Sec, RCU)
- R. 5.9. Request that members **commission a robust and thorough gender analysis** of land rights issues in the country/regional context as part of the country assessment prior to developing *all* NES or CBIs. The GEC could be used to inform this analysis. The Secretariat could help by allocating funding and/or recommending in-country/regional experts (from within or external to the coalition) to support this. (M, RCU)
- R. 5.10. Include **consideration of gender issues as an additional criterion** for assessment of NES and CBI proposals. (Sec)

Communications

- R. 6.1. **Revise the ILC website to better reflect the coalition’s commitment to gender justice**, including adding a clear rationale for why women and girls are disproportionately affected in relation to access to and control of land rights, a greater number of case studies focused on gender justice and WLR in the database of good practices, a clear case for how gender justice is also meaningfully integrated across all the other commitments, and a specific section on gender resources of members, including research, tools and gender policies. (Sec)
- R. 6.2. Enhance the existing Brand and Visual Identity Guidelines or produce a short accompanying guidance note to provide **more practical guidance for staff and members on what gender-sensitive communications look like**. (Sec, RCU)

Monitoring, evaluation, learning and knowledge management

R. 7.1. **Gender-sensitive Monitoring Evaluation and Learning** needs to be built into all stages of the programming cycle, by, for example, developing clear, realistic and measurable objectives, and qualitative and quantitative indicators and **targets on women’s land rights and gender justice for each of the ten commitments**. In addition, all other targets in the new online monitoring and evaluation platform should be gender-sensitive. The **collection and analysis of sex-disaggregated data** should be integrated and operationalised as part

of the implementation of the global indicator set currently being developed for the new M&E platform. (Sec, RCU, M)

- R. 7.2. Identify and **overcome obstacles to generating sex-disaggregated data**, for example by: highlighting gender data gaps at national, regional and global levels; building the capacity of staff and members to understand why gender statistics are needed; and mapping competency on gender-sensitive M&E through the Competency Mapping tool so that members that lack skills in this area can be matched with others with the relevant expertise in their country or region. (Sec)
- R. 7.3. Continue the approach of **co-creating knowledge** around gender justice issues to ensure women are the subjects, not the objects of learning, and that women from the Global South, in particular, inform the debate and practice on women's land rights. (all)
- R. 7.4. **Include accounts of challenges, reversals and backlash, as well as accounts of success** in learning around gender justice and WLR initiatives. (Sec, M)

Partnerships

- R. 8.1. Donors and strategic partners should **hold ILC to account for its gender justice commitments in line with ILC's gender equality strategy and action plan**. They could use their individual and collective potential to encourage and support ILC to meet its gender justice commitments through: monitoring implementation of the gender strategy and action plan as part of the funding cycle; underlining the importance of gender justice through their funding requirements; and using their participation in the Council meetings as opportunities to encourage ILC to aim for high-quality performance on its gender justice commitments.
- R. 8.2. Promote **more joint sharing and collective quality assurance** between ILC and its strategic partners and donors to enhance mutual learning, best practice and strategising on gender justice issues. This should include sharing learning on the challenges and opportunities encountered in integrating gender justice, both programmatically and institutionally in respective agencies. (Donors, Sec, CC, RSC, RCU)
- R. 8.3. **Explore partnerships and alliances with gender specialist organisations outside the ILC membership**, such as AWID,² that can enhance networking, shared learning, mutual strengthening and increased awareness of ILC's work.

Conclusion

Overall, the gender audit has demonstrated the good start ILC has made on promoting equal land rights for women in its external work and ensuring representation and participation of women within its internal governance. ILC should be commended for its investment in and championing of women's land rights issues to date, which has resulted in positive outcomes and examples of good practice in all the regions in which its members operate, as well as the development of useful tools and lessons learned to inform future work.

In order for ILC to become a truly gender-just coalition, it now needs to commit to a more ambitious and transformative agenda for change by clarifying and strengthening its conceptual and practical approach to the integration of gender justice issues across all of its external-facing work and internal culture and practices.

Building on these foundations and adopting the recommendations in this report will put ILC in a strong position to lead the way in transforming gender power relations in the land rights movement. It will also help to build momentum and ownership across the membership, opening up possibilities for gender transformative future partnerships, programmes of work and ways of working.

² The Association for Women in Development is a feminist membership organisation with over 5000 individual and institutional members. These include researchers, academics, students, educators, activists, business people, policy-makers, development practitioners, funders, and more. Members can take part in events, webinars, advocacy and learning fora, as well as access updates and trends impacting women's rights around the world. A number of AWID's priority areas overlap with ILC's work, including economic justice and financing for women's equality; International Gender Champions is a leadership network that brings together female and male decision-makers to break down gender barriers <https://www.awid.org>