



Practical Guide for Improving Gender Equality in Territorial Issues (IGETI)

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Required citation:

FAO. 2018. *Practical Guide for Improving Gender Equality in Territorial Issues (IGETI)*. Land and Water Division Working Paper no. 18. Rome. 64 pp.

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ISBN 978-92-5-130396-2

First edition: 2012

Second edition: 2018]

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Preface

To achieve sustainable food systems and agriculture it is crucial to ensure equal opportunities to men and women in the distribution, tenure, governance and management of land and other natural resources, and address the asymmetric power relations, due to local traditions and socio-cultural factors. Despite their prominent role in the agriculture sector, women still suffer from limited land ownership, excessive workloads and inadequate access to services, local institutions, education and information.

Many land tenure regimes are characterized by weak land governance structures, mixtures of different uncodified customary rules, values and practices on tenancy and management arrangements, conflicting statutory and legal arrangements. There is an urgent need to improve and adapt rural development approaches to meet these evolving challenges and inequalities.

In this context, FAO developed the Practical Guide for Improving Gender Equality in Territorial Issues (IGETI) that promotes adapting a convergent and people-centred gender approach towards increasing and improving the provision of goods and services from agriculture, forestry and fisheries in a sustainable manner while reducing rural poverty in different priority areas of FAO's work. This includes gender equality, territorial development, legal aspects and natural resources management (i.e. pastoralist, forestry, watershed management, climate change and fisheries).

In 2012 FAO had already published an initial version of the IGETI guide. After utilizing it in several countries and in different contexts, the needs was felt to review the Guide to integrate some additional aspects and address emerging issues and other relevant approaches linked to water resources management, climate change adaptation and resilience building, among others. Moreover, the authors agreed to include in the IGETI approach two new steps linked to the implementation, and monitoring and evaluation of the territorial agreements and the negotiation process.

This Guide is targeted to a broad spectrum of stakeholders, including governmental officials and representatives of civil society organizations engaged in gender, land and rural development issues, development practitioners, humanitarian agents and land professionals, gender or territorial development trainers/facilitators, field workers and development planners/consultants, researchers and policy-makers working at the field level, as well trainers involved in natural resource institutions and rural development.

Acknowledgements

The Land and Water Division (CBL), the Social Policies and Rural Institutions Division (ESP) and the Development Law Service (LEGN) together developed the Practical Guide for Improving Gender Equality in Territorial Issues (IGETI).

During the preparation of the Practical Guide, valuable inputs were received from FAO headquarters and field offices, in particular, the Climate and Environment Division (CBC), the FAO Representation in Kenya, the FAO Subregional Office for Eastern Africa (RNE) and the Regional Office for Asia and the Pacific (RAP).

This Guide was prepared under the technical direction of Ilaria Sisto and Paolo Groppo, with the invaluable support of Carolina Cenerini, Rubén Villanueva, Clara Park, Syprose Achieng, Valerio Tranchida and Laura Meggiolaro.

We would also like to thank the following people who contributed with their comments and inputs to the various drafts: Barbara Hall, Chris Tanner, Marianna Bicchieri, Martha Osorio, Francisco Carranza, Nina Lande, Andreas Thulstrup, Ana Menezes, Margret Vidar and Charlotte Groppo. We are also grateful for the support of Regina Laub, ESP Senior Officer, Gender Analysis and Policy, and Eduardo Mansur, CBL Director.

Introduction

Land and other natural resources in many developing countries remain a fundamental part of people's cultural identity,¹ social relations, livelihood strategies and economic well-being. However, great setbacks are still experienced in terms of tenure security, natural resources governance and territorial/landscape development because of existing inequality between men and women in access to land and other natural resources required for territorial development.

Rural women and men increasingly need to adapt their production systems in the context of climate change and natural resource depletion, which jeopardize agricultural production and livelihoods, and generate or exacerbate other global challenges, such as price volatility, market insecurity, conflicts and protracted crises, and mass migrations.

Across regions, rural women face even greater constraints than their male counterparts in accessing productive resources and services, technologies, market information and financial assets. They are also under-represented in local institutions and governance mechanisms and tend to have less decision-making power. Women farmers are more exposed to climate risks compared with men, as they depend more on natural resources for their livelihood, have fewer endowments and entitlements to help them absorb shocks.

Responsible governance and management of natural resources, such as land and water, need to reflect women's perspectives and priorities, and be grounded in equitable and efficient local institutions. The success of the global transition to a more economically, socially and environmentally sustainable agriculture largely depends on whether farmers (both male and female farmers) can adapt successfully to current shifts in the landscape, which in turn depends on whether they are adequately enabled to achieve such a transformation.

Most of the current land tenure regimes in developing countries are still characterized by weak governance² structures, mixtures of different uncoded customary rules, values and practices on tenancy arrangements,³ and conflicting religious, statutory and legal arrangements.⁴ Customary law is not recognized by formal systems in many countries, in particular, where the state systems lack legitimacy, and informal systems often act independently from the state legal system, which may be rejected or ignored.

¹ In Africa land belongs to a vast family of which many are dead, a few are living, and the rest are not yet born.

² The following definition for land governance is used in this document:

Land governance concerns the rules, processes and structures through which decisions are made about access to land and its use, the manner in which the decisions are implemented and enforced, the way that competing interests in land are managed. (...) Land governance encompasses statutory, customary and religious institutions, as well as informal institutions. It includes state structures such as land agencies, courts, and ministries and municipalities responsible for land. It also includes informal land developers and traditional bodies. It covers the legal and policy framework for land, as well as traditional practices governing land transactions, inheritance and dispute resolution. In short, it includes all relevant institutions from the state, civil society and private sectors. Land governance is fundamentally about power and the political economy of land. (www.fao.org/3/a-ak999e.pdf).

³ Customary tenure arrangements concepts such as "ancestral land" have become an obstacle to changing colonial objectives of land titling, registration and privatization after independence.

⁴ This is excluded from the jurisdiction of customary law and customary courts.

An example of structural inequality that can undermine a society is the exclusion forced on certain marginalized groups from accessing, using and managing natural resources, which can weaken a society. This leaves them in a state of greater insecurity with poorer prospects for accessing and securing their rights to natural resources and actively participating in decision-making mechanisms and processes concerning the future of the territories/landscapes they live in. This is most evident with regard to land, but also extends to other renewable resources such as water and forests.

Gender plays a critical role in these dynamics, since men and women tend to use natural resources according to the roles and responsibilities determined by their gender, and their economic and social status. Issues related to land and other natural resources are highly complex and should be addressed with extreme sensitivity, ensuring to leave no one behind, in line with the sustainable development goals of the Agenda 2030. These complex issues often overlap and have different impacts on the lives of individuals, particularly women and marginalized subgroups of people.

All initiatives promoted to resolve land and natural resources issues should thus consider the local socio-cultural context. More inclusive and gender-equitable approaches are needed to tackle territorial/landscape development-related challenges. Access to land, in particular, is a central aspect of the theoretical and policy debates regarding gender inequalities in rural societies.

The holistic vision of the territory/landscape promoted by this Guide focuses on the promotion of an inclusive, gender-equitable, dialogued and negotiated approach to territorial development, based on the principle of recognizing, accepting and building on diversity. The territory/landscape is seen as a social product and a negotiation arena to strengthen dialogue and mutual trust, and increase the bargaining power of weaker actors, especially women, youth and some marginalized socio-economic groups. Hence, this arena is inherently political as are the relations between the stakeholders involved.

The Guide promotes adapting a convergent and people-centred gender approach towards increasing and improving the provision of goods and services from agriculture, forestry and fisheries in a sustainable manner while reducing rural poverty in different priority areas of FAO's work. This includes gender equality, territorial development, legal aspects and natural resources management (i.e. pastoralist, forestry, watershed management, climate change and fisheries). The approach of "putting people first" entails accepting their diversity of interests, values and positions, and understanding who they are and the reason for their actions. The objective is to find an entry point to promote this approach based on dialogue and negotiations in order to reach a shared vision for a given territory.

The IGETI guide is divided into two parts: Part A provides an introduction to the proposed approach for improving gender equality in territorial issues, with specific guidance for each phase of the gender-response planning process; while Part B presents some available participatory tools to support planning of gender-responsive territorial development. Annex I provides a list of useful concepts and definitions, while Annex II presents some lessons learned in the field.



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Part 1

The Improving Gender Equality in Territorial Issues (IGETI) approach

The IGETI Guide allows for a deeper understanding and addressing existing inequalities between men and women within the considered territory. It provides guidelines for assessing stakeholders' visions and livelihood strategies. It also includes some practical guidelines for carrying out a **gender-sensitive analysis of stakeholder priorities** based on the Socio-Economic and Gender Analysis (SEAGA) approach, which highlights the importance of linkages between economic, environmental, social and institutional patterns that influence the context in which development activities are undertaken.

The IGETI Guide integrates the Green Negotiated Territorial Development (GreeNTD), SEAGA and other approaches such as participatory watershed management. During discussions within FAO on this Guide, it was taken into consideration that these approaches are continually evolving and must be adapted to different contexts and stakeholders. Discussions were aimed at proposing better integrated practical guidelines to help practitioners in their daily work. Rural areas, for example, face a changing economic, social and political environment, due to migration, climate change and the depletion of natural resources, among others. Hence, these areas require a redefinition of the parameters of their development. In addition, the participation of all relevant stakeholders in territorial/landscape development is an essential, long and time-consuming process that requires the appropriate means.

1.1 Objectives and target audience of the Guide

This approach to natural resources management assists different stakeholders in promoting gender equality in territorial development, including: government officials, civil society, non-governmental organizations (NGOs), field workers, development planners and researchers. The IGETI approach aims to strengthen the knowledge and skills of users in order to establish an environment where all stakeholders in a given territory are heard, informed and empowered to participate in decision-making in territorial/landscape development. It applies gender equality as a “yard stick” in participatory dialogue and negotiation on interventions aimed at improving gender equality in territorial development at the field level, taking into account forestry, fisheries, climate change and pastoralist livelihoods, among other considerations.

The **main objectives** of this Guide are:

1. To promote the adoption of a gender-responsive approach to territorial/landscape development, thus contributing to a more democratic governance in natural resources management.
2. To ensure that target users develop a gender-responsive approach for participatory dialogue and negotiation on interventions aimed at achieving gender equality in territorial/landscape development at the field level.
3. To make target users more aware of asymmetries of power – i.e. unequal power and authority relations at the local and national levels – and how they affect the participation of men and women in decision-making in order to promote gender equality in territorial/landscape development at the household level.

The **target audience** comprises a broad spectrum of stakeholders, including governmental officials and representatives of civil society organizations (i.e. non-governmental organizations, faith-based organizations, women’s organizations) engaged in gender, land and rural development issues, development practitioners, humanitarian agents and land professionals (lawyers, surveyors, land tax experts, etc.), gender or territorial development trainers/facilitators, field workers and development planners/consultants, researchers and policy-makers working at the field level, as well as individuals or groups of independent trainers involved in natural resource institutions and rural development.

1.2 Addressing power asymmetries for a more democratic governance

Territories/landscapes are made up of a diverse array of stakeholders, i.e. rural individuals and groups⁵ not limited to the agricultural sector. Powerful stakeholders may influence decision-making and people's livelihood strategies within a territory/landscape but do not necessarily participate in the social dialogue, which is essential for sustainable and equitable local development. These stakeholders may comprise the private sector, powerful policy-makers and business people, landlords and chiefs. Bringing these powerful stakeholders to sit and negotiate their interests vis-à-vis those of other actors, especially women and less powerful groups, is a big challenge everywhere in the South as well as in the North. The diversity of stakeholders, and their values and interdependencies often result in conflicting interests, leading to an improper use and inefficient management of local resources. This is why it is important to focus on these asymmetries and how to problematize them in a 'dialogued' and negotiated approach.

Men and women define and are defined by the territories/landscapes they live in or interact with; i.e. they can be considered agents of change. However, it is important to acknowledge that men and women are not homogeneous groups and that gender and other social differences, such as ethnicity, age, religion and social status, are mutually constituted. As such, gender must be understood in the context of the power relations embedded in such social differences.⁶ The stakeholders' territoriality, or their territorial vision, helps to establish a common identity and supports the development of stakeholders' strategies and projects. In addition, a plurality of stakeholders with different and sometimes conflicting interests and values influences the dynamics and interrelationships within the same space.

Negotiations must be promoted in order to properly address the fundamental political, socio-economic, cultural and environmental human rights of all stakeholders. The voice and negotiation skills of the most marginalized groups, especially rural women and youth, and indigenous groups need to be reinforced in order to protect their rights and livelihood choices, thus enabling them to actively participate in decision-making. In addition, their priorities must also be properly considered in the new institutional arrangements and governance processes (e.g. decentralization), and when new spaces are created for different groups (e.g. the private sector, particularly multinational corporations) to shape these processes. This is even more pressing in the current context of global environmental processes (e.g. climate change, natural disasters, soil degradation) as well as population growth, migration patterns and conflicts, their causes, and their effects on people's livelihoods.

⁵ The term "actor" refers to a concrete, localized agent in a certain context. An actor is any individual, social group or institution that possesses a stake (or interest) in the development of a territory. Actors can be thought of as those parties who are affected directly or indirectly by decision-making, in a positive or negative way. It includes those who can influence such decisions, as well as those who would like to influence decisions (FAO, 2005).

⁶ Collins (2000).

1.3 The territorial and landscape approach

The terms “territory” and “landscape” (FAO, 2013e and Scheer, 2013) employed in this Guide refer to:

- a socio-ecological system that consists of a mosaic of natural and/or human-modified ecosystems, often with a characteristic configuration of topography, vegetation, land use, and settlements that is influenced by the ecological, historical, economic and cultural processes and activities of the area;
- a space or arena where individuals, groups and communities live and how they organize themselves in a social way, and where various stakeholders claim their different interests and rights; this may be viewed within legal, economic, environmental, social and cultural dimensions and contexts;
- an arena for dialogue and negotiations that hosts continuous interactions among and between stakeholders and their physical environment, aimed at promoting equal access to and control over land and other natural resources for men and women;
- a space where other dimensions coexist such as water, forestry and services.

The concept of territory/landscape used in this Guide contributes to understanding the impact of development patterns on gender equality in access to and control of land and other natural resources at the micro level. For example, socio-cultural traditions and the gender division of labour assign certain tasks and roles to women, while others with higher status are given to men, elderly women, boys, girls and certain groups of men. Socio-cultural norms tend to relegate women to the domestic domain and limit the access to and control of opportunities and services available for women and girls outside the household.

The territorial vision promoted by IGETI:

- **provides** a better perspective of the functioning of the territory/landscape and supports vertical (linkages at the micro and intermediate levels) and horizontal integration (at the field level) between territorial scales and levels (geographic, socio-economic, administrative, etc.);
- **focuses** on territorial/landscape assets, including cultural and natural heritage, potentials and constraints. For instance, the recognition of the value of territorial assets helps develop synergies while taking into account linkages with other levels, and for formerly marginalized territories, it revitalizes and involves them in territorial development;
- **identifies** and assesses current competition over resources and conflicting interests of different stakeholders (women and men from different groups) while highlighting the initial lack of trust between them. For example, there might be groups of women, indigenous people or the poorest populations who are still disadvantaged in defending their rights due to: lack of access to information on them; lack of willingness to implement and enforce formal or legal rules at different levels for those who are financially or politically weaker than others; and/or circumstances where local customs and customary practices conflict with legislation on inheritance and property laws;

- **analyses** the gender implications on issues such as: growing competition over limited land and other natural resources; decreasing credibility of public administrations; and difficulties or bottlenecks in establishing and maintaining social dialogue. At times, restructuring and/or strengthening territorial institutions becomes crucial in the process. For example, local institutions such as farmers' or women's groups, play an important role in territory/landscape development and in governance frameworks in place;
- **assesses** the different and sometimes conflicting values, visions and interests of the main stakeholders (both men and women) related to the access to, and use and management of land and other natural resources, and how peaceful coexistence in a given territory/landscape is achieved. For instance, coexistence must be based on a common ground in order to design territorial development strategies, which can be achieved through negotiations.

1.4 The Gender-responsive planning process

The proposed approach includes the following five phases, described below in detail, which are not intended to be followed in a linear and one-dimensional progression, but rather, are part of iterative processes (back and forth) from low to upper levels of complexity:

Phase I. Gender-sensitive territorial/landscape analysis;

Phase II. Dialogue and gender-responsive proposals;

Phase III. Negotiation and consensus building;

Phase IV. Implementation of the agreement; and

Phase V. Gender-responsive monitoring and evaluation.

The gender-responsive planning process implies:

- (i) **understanding** who the stakeholders are (different women and men, individual and collective, public and private), what their strategies, visions, needs, roles, power and interests are, and how they interact with each other within a given territory/landscape (gender-responsive territorial analysis);
- (ii) **promoting** the active engagement of these many and different actors who have a different, sometimes opposing stake in a given territory. Particular attention is given to weaker actors (e.g. ethnic minorities) who are encouraged to participate in the process and are informed of the benefits that may be obtained through the participation of all relevant stakeholders, including: the realization of their rights (e.g. land rights, cultural rights, health and environmental security); involvement in decision-making; and the scaling down of conflicts and thus facilitating a better enabling environment to improve economic, social and ecological equilibria;
- (iii) **identifying** priority areas in which to promote the engagement of all, women and men, thus opening up an initial dialogue (with specific care of gender equitable proposals);
- (iv) **supporting** the negotiation among different stakeholders so to reach a consensus on a socio-territorial pact (negotiation and consensus building);
- (v) **assisting** with the implementation of the pact and promoting the ongoing dialogue;
- (vi) **monitoring** and **evaluating** the process in order to facilitate the scaling-up at higher levels of complexity.

Phase I: Gender-sensitive Territorial/Landscape Analysis

In this phase, a participatory gender-sensitive territorial/landscape analysis of the situation is carried out by taking into account the stakeholders concerned and the territory/landscape as a whole system, using a gender perspective. This phase involves the following: a *landscape/ territorial historical analysis*, a *gender-sensitive analysis of the development context*, a *gender-sensitive stakeholder analysis* and an *assessment of livelihood systems and strategies*. The results of this analysis will also be used in the following phases to guide the planning of gender-responsive interventions for territorial development.

The analysis integrates a systemic vision of the entire territory/landscape (viewed both as a whole and in its constituent parts), with an assessment of the vertical dimensions (micro, intermediate and macro) and horizontal dimensions (interactions at the micro level) of field-level access, use and management of land and other natural resources. This involves qualifying the territory and conducting a gender-sensitive analysis of the stakeholders, laws, customs, practices, policies and institutions in order to understand the issues at stake, their causes and how they are interlinked.

Guiding questions for gender-sensitive territorial analysis

- *Who were the occupants of the land and natural resources of concern (men, women, boys and girls)? How many women and men?*
- *Who determined their access to land and other natural resources? Is there any difference between men and women?*
- *What has changed in terms of time, space and livelihoods related to land access, use and management? How were men and women affected?*
- *Which interventions and programmes were undertaken to improve gender-equitable access to land? Do women have access to land and other resources? If not, why?*
- *What policy changes were introduced or implemented to promote equitable access to land?*
- *What were the weaknesses and strengths of such policies at the community level? Do women now have more access to natural resources?*
- *What are the causes and impacts (social, economic and environment) of any change in land access? Do they impact men and women differently? If so, how?*
- *What are the opportunities and constraints of such changes? Are opportunities and constraints the same for men and women?*
- *How can the challenges posed by change in terms of access to land be addressed?*
- *What are the triggers of such changes?*
- *What are the current and future trends of such changes?*

Further, this analysis also assesses the development context and patterns in terms of the changes and processes that continuously impact on gender dynamics, such as in government policies and programmes, transitions to a market economy and the introduction of new technologies at the intermediate and national levels.

In addition, this analysis reveals specific driving forces that affect interventions for improving equitable access to land for men and women. It is important to understand the internal and external forces, and changes that impact gender issues. Territorial/landscape dynamics are greatly influenced by climatic changes (e.g. drought, erratic rainfall, landslides and floods) that can also offer new opportunities for sustainable development. Participatory territorial analysis can also contribute to taking into account the risks of these disasters.

HISTORICAL ANALYSIS OF THE TERRITORY/LANDSCAPE

The historical analysis of the territory/landscape examines the readiness of stakeholders' commitment and capacity to scale up evidence-informed interventions. This analysis is essential in order to: (i) coherently understand stakeholders' global visions and livelihood strategies; (ii) formulate possible scenarios for addressing the main issues at stake such as gender and equitable land and natural resources distribution, socio-economic status, and rights to access, use and manage land and other natural resources; and (iii) unveil the existing relationships within the whole productive chain and livelihoods, including those between men and women.

This analysis examines the historical changes such as migration, demographic transition and agro-industrialization. It describes the institutional frameworks in a given context regarding: gender equality and territorial development; current dynamics and probable future trends; systems of social differentiation and the adaptation/modification of social practices; stakeholders' livelihood strategies; and the modalities for territorial administration.

Below is a list of questions that could be used to guide the discussion for the historical analysis of the territory/landscape, which may be adapted according to the local context and the main stakeholders involved in the process.

Guiding questions for an historical analysis of the territory/landscape

- *What are the most important economic, environmental and demographic trends, e.g. migration, and increases in female-headed households?*
- *How are these trends linked?*
- *What is improving in the territory/landscape? What is getting worse? What trends impact women and men differently?*
- *What trends impact the poor more than the rich? Are there differences according to ethnicity and caste, etc.?*
- *What are the causes and impacts of such changes in access to land? Do they impact men and women differently? If so, how?*
- *What are the opportunities and constraints of such changes for men and women?*
- *How can the challenges posed by change in terms of access to land be addressed?*
- *What are the triggers of such changes?*
- *How have emerging changes affected men and women, boys and girls?*
- *What are the current trends for these emerging changes?*

GENDER ANALYSIS OF DEVELOPMENT CONTEXT

It is crucial for the users of the IGETI Guide to be aware of the different socio-economic patterns (environmental, institutional, political, economic, demographic, etc.) that influence stakeholders' access to, and use and management of natural resources. Users also must be aware of how these patterns interact and impact on land, livelihood strategies and options for improving gender-equitable rights to land and other natural resources in a given territory/landscape for men and women, youth and the elderly.

This type of analysis will also allow the target users to have a deeper understanding of existing inequalities between men and women within the considered territory in the following three ways: (i) *it helps determine the specific issues* that women and men face in accessing, using and managing land and other natural resources; (ii) *it retraces the history of the territory*, distinguishing women's and men's livelihood strategies, and allows for an understanding of the origins of the existing inequalities between men and women; and (iii) it takes into account the *impacts of existing policies and programmes* on promoting gender equality. The analysis of the development context also examines the existing linkages between the socio-economic patterns at the intermediate and macro (vertical) levels.

Moreover, this participatory analysis of the specific rules of accessing, using and managing natural resources by men and women varies within contexts and at different levels. In certain socio-cultural contexts, gender roles, responsibilities and relationships in a given social system or subsystem for accessing land are strongly determined by socio-economic factors. For example, access to land by different households and by individuals within the households is strongly influenced or determined by social-cultural structures and/or family lineage (e.g. through marriage and inheritance systems).

The gender analysis of the development context should pay special attention to: (i) the roles of women and men, girls and boys as members of households within social structures; (ii) the interactions among members (men and women) in terms of equitable access to land; and (iii) intra-and inter-household dynamics and power relationships, which affect access to and control in decision-making over land, productivity and the well-being of individuals.

Guiding questions for gender analysis of development context

- *Does the legal (formal or customary law) framework recognize the role and position of women within the society?*
- *What are the types of social relationships and interdependencies exist regarding equitable access to land?*
- *How do gender roles affect men's and women's access to land?*
- *How much men and women time allocations of productive and reproductive work differ?*
- *Do gender inequality dynamics and unequal power relations affect access to land?*
- *How do social patterns such as population growth affect gender-sensitive access to land and other natural resources?*

GENDER ANALYSIS OF STAKEHOLDERS' PRIORITIES

It is crucial for IGETI Guide users to carry out a gender analysis of stakeholders' priorities, considering all the different individuals and institutions, both inside and outside a given territory, who may benefit or be disadvantaged from a particular development activity. The focus is on learning about men's and women's priority problems and the opportunities for addressing them. For every intervention, the different stakeholders must be identified, revealing where there is conflict or partnership between them.

Women and men at the household and community levels have different opportunities for social interactions, relationships, interdependencies and inter-linkages at the intermediate and macro levels. This identification of stakeholders, which takes into account the gender dimensions, allows to analyse their views and perspectives regarding interventions aimed at ensuring the equitable access to land and livelihood activities. This analysis will allow to better understand the differences between women and men in terms of their priorities, opportunities and bargaining power

Guiding questions for a gender analysis of stakeholders' priorities

- *What are the typologies/classes of stakeholders within a given territory?*
- *Who are the powerful stakeholders? e.g. private entrepreneurs who claimed parts of land formerly occupied by local and influential landowners*
- *What are the interests of the communities? How do men's and women's interests differ?*
- *What are their strengths and weaknesses, potentialities and differences by gender?*
- *What are their strategies to develop the territory (differences between men and women)?*
- *What are the kinds of opportunities and constraints faced by the different stakeholders? (by gender)*
- *How do they relate with other stakeholders within the same territory?*
- *Are there interdependencies among actors? If so, which ones?*
- *How are women perceived by the other stakeholders?*

GENDER ANALYSIS OF LIVELIHOOD STRATEGIES

Different stakeholders (e.g. social actors, NGOs, the private sector, the government) have their own development issues regarding livelihoods activities and their expectations on how the increased land access and territorial development can improve their livelihood systems. Each stakeholder's interests must be addressed with mutual respect and understanding. Stakeholders can partner, and form alliances and coalitions with each other, and strengthen and empower each other to undertake alternative livelihoods when vulnerabilities are envisaged. However, there is no blueprint for negotiations because each negotiation is tailored to its context and involves all stakeholders.

This *analysis* is useful for comparing households' livelihood strategies; understanding who makes decisions (by gender) regarding access to land, other productive resources and services, and power relationships; and identifying the main vulnerabilities of different socio-economic groups of men and women in the current livelihoods.

The gender analysis of livelihood strategies:

- **examines** and assesses the land tenure systems – under customary or statutory law – and how they affect livelihood activities of both men and women, such as farming and livestock keeping, i.e. means of land access by individual men and women, households or local socio-economic groups;
- **identifies** the roles and responsibilities of individuals (men and women) at the household or intra-household levels, and highlights their needs, perceptions and interests;
- **assesses** female and male stakeholders' commitments, priorities and opportunities, and how people respond to or are impacted by new interventions aimed at improving the equal access to land.

Livelihoods activities and responsibilities are heavily influenced by gender roles and responsibilities. Men's and women's social relations vary from one household to another. For example, household members have different access to land, labour allocation, and control and decision-making power over land and other resources. In addition, since women are in charge of domestic and low-skilled work (e.g. care, cooking, cleaning, and collecting water and fuel), they face unequal access to resources and are often overburdened with work. This could create obstacles to projects aimed at improving gender-sensitive access to land and other natural resources.

Guiding questions for gender analysis of livelihood strategies

- *What types of livelihoods are derived from land access in the territory?*
- *What are the alternatives or coping mechanisms for men and women who have access to land?*
- *As regards land resources, how sustainable are these coping mechanisms?*
- *Who are the most vulnerable men and women in terms of livelihoods, and why? Are there any opportunities and constraints in diversifying the livelihoods?*
- *What are the hazards and shocks experienced in certain livelihoods that affect access to land and productivity?*

Phase II: Dialogue and gender-responsive planning proposal

The objective of this phase is to start discussions among stakeholders on how to promote gender equality in access to and rights over land and other natural resources such as forests and water, and how to develop the territory/landscape in a sustainable and more equitable manner. During this phase, coherent and feasible territorial development proposals are defined, facilitating the participatory process and promoting social and gender-responsive dialogue.

Different actors will have different ideas and visions for the same territory. The emphasis should be on agreeing on coherent proposals. The scope of FAO's work is to ensure the coherence of these proposals in order to limit the political/ideological dimension. The more coherent the proposals, the easier the following negotiations.

This phase aims mainly at supporting male and female stakeholders in: (i) outlining coherent and feasible perspectives for the future development of the territory/landscape, taking into account different stakeholders' specific ideas and vision for the same territory; (ii) becoming aware of all issues from different stakeholders' point of view; (iii) formulating possible initial proposals for territorial development as a common ground for negotiation, ensuring that they are feasible and concrete for that specific context; and (iv) setting up a negotiation table whenever they are willing to negotiate, taking into account their bargaining power, and their ability to access the negotiation arena.

Guiding questions for designing gender-responsive proposals

- What are the historical interrelations and dependencies among male and female stakeholders regarding land access and territorial development?
- What were the challenges to the historical issues mentioned by men and women in the analysis?
- Are the male and female stakeholders still facing similar challenges?
- How useful are the current opportunities for both men and women in building the proposed scenario and for the future trend in gender equality in access to land and territorial development? What are the weaknesses in building these scenarios?

Although women are generally willing to negotiate, they face several difficulties in participating in negotiations. First, they must be accepted as equal participants by all the other stakeholders at the negotiation table, i.e. men must accept that women have the same right as they do to sit at the negotiation table to claim their interests. Second, women are also responsible for domestic tasks and care for their households, which may limit their time to attend meetings and negotiate for their own rights to access resources and services. Moreover, if negotiations take place far from the household,

there might be a problem of transportation due to the poor quality of infrastructures and participants, particularly women and girls, may also be a risk of being victim of violence.

Therefore, in order to achieve gender equality, it is crucial in this second phase to consider the specific constraints faced by women and men to be addressed before starting the negotiation.

Once the stakeholders have accepted the different views of those concerned with regard to gender equality and land access, and the preconditions for dialogue are met, concrete proposals are then developed by the stakeholders, with the support of a territorial facilitation team in order to meet specific needs of various socio-economic groups.

The identified proposals should include alternative scenarios that will later facilitate the consensus-building once common ground has been established. It would be preferable that scenarios focus on the land dimension and other productive resources such as water, forestry and technologies. However, a critical point would be to find issues and proposals that are in line with other stakeholders' views. This is critical at the beginning when mutual trust and confidence are still very low hence, it might be impossible to start immediately addressing the most critical problems such as access to land.

To facilitate the dialogue and negotiation process, it is suggested to identify a territorial facilitator or even establish a territorial facilitation team (TFT), whose expected tasks and roles are described in Box 1.

BOX 1

The role of the territorial facilitator or team

This role of facilitating the territorial development process may be assumed by a group of persons and not necessarily a single man or woman. The facilitator can support the dialogue and formulation of gender-responsive proposals. His or her main tasks are to:

- assist in launching the processes of dialogue and consensus and trust building, where the participation of individuals (often women or from ethnic groups) who are not directly involved is required;
- ensure that different stakeholders agree on the process and logistics, and support the participants in establishing ground rules for dialogue;
- build a comprehensive understanding of the challenges and their relevance, impacts and future risks involved;
- lead open discussions, support the participation of stakeholders within and beyond the territory, promote dialogue, establish linkages between the local community and other key players, and create alliances and partnerships through concerted actions.

Source: FAO, 2013. ...

The most important aspect of this initial phase is **dialogue and trust building** between all the stakeholders. To this end, the following actions are needed:

- **establishing** relationships that promote gender-equitable access to land and territorial development. Relationships among stakeholders should promote gender equality and include women in the negotiation to ensure that their specific interests are well represented and addressed;

- **strengthening** and empowering the weaker stakeholders (usually women due to their lower or absent bargaining power) so that they can actively participate in dialogue and trust-building processes, which are aimed at promoting gender equality in land access and territorial development.

The overall objective is to address the critical aspects of gender equality in land access and ownership (economic, social, legal, cultural and environment), such as: acquisition of land rights by the local community through occupation according to customary norms and practices; property and inheritance rights for men and women; social and cultural norms that affect the opportunities for women within the household and the community; and the difference between men's and women's time allocation in productive and reproductive work. Being able to address difficult and complicated issues will, however, depend on the mutual level of trust and confidence among stakeholders, and the perceived credibility of the TFT.

It is therefore suggested to start dialogue and trust building by analysing minor issues that all parties agree to address and that, in the facilitator's view, require limited resources and time. Solving a small problem might be essential for gradually instilling credibility in the entire process and for facilitating stakeholders' willingness to progressively approach more delicate issues and, finally, the main concern, i.e. a more equitable access to, and use and management of a given territory, which is socially legitimized among stakeholders as a result of the negotiated process.

Stakeholders' willingness to participate in establishing a dialogue is related to their perceptions and ability to share their experiences regarding the obstacles and limitations of such a negotiation. Women usually underestimate themselves and their bargaining capacities. The role of the TFT therefore becomes critical in empowering women, establishing a dialogue, and building trust among stakeholders to find a common ground for territorial dialogue, where both women and men feel comfortable. The lack of access to reliable information is profoundly disempowering and undermines individuals' capacity to make decisions and defend their own interests, making them easy prey to deliberate manipulation. Ensuring transparency and sharing information throughout the process is essential for guaranteeing quality results. Indeed, all data and information collected, and the studies developed should be transparent to the public involved and peer-reviewed, and reflect the perspectives of both men and women of different ages and socio-economic groups.

Transparent communication and good relationships are equally important for female and male stakeholders to feel comfortable in sharing their fears and interests, and giving them the courage to seek various possibilities for aligning their goals with those of other stakeholders. An atmosphere of mutual trust is the basis for constructive cooperation and for reaching a compromise. Transparency will help avoid hidden agendas and suspicion among the different parties, and thus prevent situations in which the stakeholders try to protect solely their own interests, rather than finding the most suitable compromise with all the parties involved.

Phase III: Negotiation and consensus building

The objective of this phase is to develop a continuous, multi-level (i.e. micro, intermediate and macro) and multi-stakeholder (internal and external), gender-responsive dialogue through negotiation and consensus-seeking on how to promote gender-responsive territorial development.

FAO defines negotiation as follows:

*Negotiation is a central component of national policy-making processes from setting agendas, to determining what issues are to be addressed by policy makers, exploring options, finding solutions and securing needed support from relevant parties in order to ensure that planned policies are sustainable. [...] Negotiations are a vehicle of communication and stakeholder management. As such, they can play a vital role in assisting policy-makers to obtain a better grasp of the complex issues, factors and human dynamics behind important policy issues.*⁷

Key guiding questions for negotiation and consensus building

- What are some of the preconditions for: (i) establishing or re-establishing a dialogue; (ii) building trust among stakeholders so that they will discuss issues on gender equality in territorial development; and (iii) including women in the negotiation?
- What determines the common ground to start territorial dialogue on promoting gender equality in access to land and other natural resources?
- How should female and male stakeholders be encouraged to become involved in dialogue and stimulate community understanding of the benefits from promoting gender equality in territorial development?
- What are the determinants of the stakeholders' assurance on ownership of the process addressing gender equality and access to land?
- How should sustainability of the dialogue process be ensured?
- What are the terms and conditions for continuous negotiation on different issues and at different levels in regard to gender equality in territorial development?

Territorial analysis enables consensus-building, which aims to address the plight of stakeholders and conflicting development patterns. Failure to set up meaningful consultations with the inclusive and informed participation of stakeholders who might be affected by the outcome of decision-making is a catalyst for conflict.

The territorial facilitator must make special efforts to reduce asymmetries in stakeholders' bargaining power, even if a common ground might have been identified from which negotiations started.

It is essential that all relevant stakeholders take an active part in consensus-building, which should also involve the most vulnerable groups (i.e. women and men from different socio-economic and ethnic groups) towards reaching a sustainable agreement acceptable to all. This includes stakeholders who might not yet be organized or

⁷ FAO (2008b).

BOX 2**Mozambique – Territorial development and paralegals**

Research carried out in Mozambique has demonstrated that women's participation in consultations is often quite low, and they have poor knowledge of their rights guaranteed by 1997 Land Law and Constitution. For this reason, a system of trained paralegals was established to support communities facing land and resource conflicts, and to increase women's rights to access land and other natural resources. Several useful tools were also prepared to guarantee participatory and negotiated territorial development. In addition, the territorial facilitator paid particular attention to the gender approach while facilitating the territorial development process.

The programme has made all of its target groups much more aware of gender, what it means, and how it applies to both women and men (it is not just about "projects for women"). All these aspects are addressed in interactive and practical training sessions with the expectation that, by considering both sides of the "landscape" (i.e. the communities and their members, and the "barren institutions"), real legal empowerment takes place, resulting in a far more equitable and sustainable development process where all sides gain at least sufficiently to be able to grow and gain both socially and economically.

The model developed by the joint programme of FAO and the Centre for Juridical and Judicial Training, Ministry of Justice of Mozambique recognizes that legal empowerment involves a great deal more than simply reforming or creating new laws, and providing judicial services and paralegals. It also requires a long-term perspective that puts in place a series of enabling conditions and implementing activities that may first seem irrelevant to legal support work. All of these various actors, steps and activities can be seen as an "empowerment chain", which begins at the process of engaging stakeholders in the development of policy and new legislation. The chain involves contributions by many different institutions and people, and the active engagement of the beneficiary target groups (i.e. communities, small-scale farmers and women) who are empowered by first knowing what their rights are and how to defend them. And then, they are further empowered by being given the tools to use their rights in a proactive way with other social, economic and political actors to participate fully in the development process. It also involves "extracting accountability" in the very likely context that political and institutional change will lag far behind the empowerment process.

Source: FAO (2014b). www.fao.org/fileadmin/user_upload/legal/docs/1_FAO_Legislative_study_110.pdf

empowered, such as women, or some individuals who do not reside in the area but whose involvement and consent are a precondition for the enactment of any agreement on territorial development.

The negotiation table should represent:

- a leading institution or forum where the largest possible local partnerships will be established (i.e. among local communities and representatives of various categories, private individuals, women and youth groups, as well as public officials) and where local stakeholders, both women and men, in a spirit of inclusiveness and cooperation jointly examine problems and potentials of the territory/landscape in terms of promoting gender equality in access to natural resources;
- the arena where it is possible to make sustainable positive changes in gender equality and close the gender gap in education, income and participation, which requires a long-term and, bottom-up process and adequate funding;
- the arena where communities draft new rules to conserve their resources and reinforce old rules that promote sustainable natural resource use.

BOX 3**Mozambique – A landscape/territorial historical analysis**

In Mozambique, rural communities have their own laws, established by culture, environment, traditions and history, which are different from other national laws. A deep sense of mistrust with laws and governmental programmes has developed among small-scale farmers. This occurs for several reasons: lack of education, political oppression determined by war, violence, huge numbers of internal displaced people, and also, during the 1970s, a production system based on state-owned cooperatives imposed by the Government. This perception has been reinforced by only informing historical communities about their negative rights or potential sanctions and penalties. As a result, Mozambican rural communities tend to be organized more like small and self-government nations than a single and bigger Mozambique state. However, since the 1997 Land Law protects communities' land rights and has been adapted to each local cultural system and tradition, local communities are beginning to integrate and accept state law as their own law.

Source: Based on Knight (2002).

Guiding questions during negotiations

- *How do the stakeholders address power asymmetries regarding local fora or arena in terms of participation and resolving grievances?*
- *How do the stakeholders and the facilitator handle inappropriate identification of interested participants at the negotiation table?*
- *What measures should be taken to ensure gender equality and legitimacy of representation at the negotiation table?*
- *How do the stakeholders and the facilitator handle attitudes, perceptions, and the “old way” of doing things?*
- *How do the stakeholders address social prejudice and entrenched forms of discrimination against other stakeholders? How are women perceived by other stakeholders?*
- *How can specific gender concerns be addressed during the negotiation?*

Guiding questions for reaching an agreement

- *How can the creation of micro-macro linkages be supported?*
- *What is the role of the intermediate levels and what capacities do they need?*
- *How can the principle of subsidiarity be applied to the development of the territory?*
- *What factors or combination of factors contribute to the ability of rural poor to apply the new “rules of the game”?*
- *How can incentives be established in order to motivate local actors to use the opportunities created by the new rules?*
- *How are marginalized groups of men and women involved in the definition of the new rules of the game?*
- *What specific incentives are required to address women's constraints and challenges?*
- *How can the commitment towards gender equality and women's empowerment be measured and assessed?*

Phase IV: Implementing the agreement

The outcome of the negotiation process described in phase 3 will be an agreement on specific activities contributing to the development of the territory of interest. This will include the diversity of stakeholders' interests that might not otherwise be voiced and integrated in decision-making on rural development. It is useful to recall that the entire process is driven by the will to enhance trust and confidence among this plurality of stakeholders, to negotiate and agree on concrete outcomes in a less asymmetric perspective. Field experiences have pointed out the need to start with small and relatively easy-to-be-solved initial problems that, once tackled, might allow moving into more complicated ones with an increased sense of ownership of the process by the concerned stakeholders.

To implement the agreements, the different stakeholders need to recognize the value of available resources to ensure optimization of their use. However, technical support might be required for the monitoring and evaluation tools that will enable stakeholders to fully own the process, maintaining social dialogue and voicing their needs. Creating or reinforcing these capacities while engaged in implementation (e.g. on-the-job training) will allow them to continue the negotiation approach when proceeding to more challenging levels.

Capacity development might also require raising gender awareness among main stakeholders and decision-makers, and strengthening the technical and leadership capacities of women so that they can actively participate in the implementation and monitoring of the territorial agreement, and express their views and concerns.

The negotiation should result in strengthened capacities of the governance systems for the development of both a horizontal and vertical dialogue, and require adequate institutional mechanisms for the implementation. These processes and mechanisms enable government, private sector and civil society stakeholders to work together over time to make policy changes and take actions to promote bottom-up decision-making.

Guiding questions to be used in implementing the agreement

- *What are the requirements for implementing the agreed activities?*
- *What are the instruments, mechanisms, responsibilities needed?*
- *How can the use of local resources be maximized (human, natural, financial, social, physical) before mobilizing the external resources?*
- *What mechanisms and instruments are in place to ensure a gender-responsive implementation?*
- *How can the impacts of the agreement on men and women from different socio-economic groups be monitored?*
- *Are corrective measures required to better integrate some marginalized socio-economic groups and ensure equal benefits among different stakeholders?*
- *What mechanisms and instruments are put in place to ensure gender-responsive implementation, and to monitor the impacts of the agreement on men and women from different socio-economic groups?*

CONTRIBUTING TO LOCAL, REGIONAL AND NATIONAL POLICIES, LAWS AND REGULATIONS

The agreement reached should be coherent with the national regulatory and legal system, or should be adaptable to meet the conditions for enactment. The key issues for such a harmonization are the creation of micro-macro linkages, the definition of proper roles of different stakeholders, and the strengthening of the capacities of mid-level administrations in serving as negotiation arenas for territorial development. Furthermore, the factors that contribute to the ability of the rural poor to use the newly established rules of the game should be identified and supported. Local actors should be motivated to take advantage of the opportunities created by the negotiated territorial development process. Special measures are also required to empower the most vulnerable groups of men and women, including indigenous groups, and to integrate boys and girls in the negotiation.

Phase V: Gender-responsive monitoring and evaluation

A gender-responsive monitoring and evaluation system helps to monitor whether the work is on track, if the resources are sufficient and well used, and what is the capacity of the team, looking at the differential effects and potential long-term impacts on men and women. It allows the territorial facilitator to know when problems arise and assess how different groups of men and women are affected. At times, corrective measures are required to ensure equal benefits for men and women derived from a given territory.

The evaluation can focus on different issues to assess the progress made towards reaching a territorial agreement and some examples of how to conduct the evaluation are provided below.

Evaluation of the dialogue process and the work of the facilitator: the specific issues that could be analysed include how the territorial facilitator leads the entire process and facilitates the meetings; the attention he/she pays to each party; how he/she has taken the gender perspective into consideration; and his/her capacity to identify men's and women's needs, and to facilitate the search for solutions, among other things. This evaluation is possible if there is a co-facilitator in a position to observe, intervene and advise the territorial facilitator.

Evaluation of the secondary effects of the negotiation process: it is essential to consider that the purpose of the dialogue process is not only to prepare a development plan and sign a territorial pact or agreement, but also to strengthen social bonds, democracy and/or equality. In this case, it is important to analyze the dynamics existing between different stakeholders (men and women) that lead to such agreements, and see if all stakeholders involved in the process are receiving equal benefits.

Evaluation of the effects of the negotiation process on gender equality and women's empowerment: this assessment is crucial for understanding if women have increased their bargaining power within the household and the community. Possible questions to consider are: Do women feel more comfortable in claiming their interests and rights? Do the other stakeholders take into account women's concerns? How has the commitment towards gender equality and women's empowerment improved or changed during the negotiation and implementation? The answers to these questions will determine whether the negotiation has been effectively gender-sensitive.

There are several possible criteria for evaluations that focus on the following topics:

- *Social ties* – mutual understanding and acceptance of others (concerning also differences between men and women, boys and girls), trust building (not only between men, but also between men and women), the ability to act together, awareness raising of the territorial identity, and ongoing conflicts, etc.
- *Participation in public life* – overall perception of reality, awareness of the collective interest, strength of citizens' proposals, initiatives and actions, involvement of new stakeholders, and active participation of women and their enhanced self-esteem.

- *Change in the balance of power and the balancing of power relations* – e.g. individuals who were used to leading may find themselves marginalized, and women gain more bargaining power to claim their rights.

Other relevant issues to consider to ensure adequate monitoring and evaluation are the establishment of:

- cross-sectoral **stakeholder platforms and policy dialogue**, lobbying, sharing of information and the promotion of working codes of practice (e.g. the Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication [SSF Guidelines], FAO's Guidance notes on Child labour, and on Sexual and Gender-based Violence) at the national level to contribute to and create an enabling environment for implementation, and to collect the views of different stakeholders;
- mechanisms that enable the participation of all stakeholders – men, women, boys and girls – in **decision-making** at all levels;
- accessible and effective **accountability** mechanisms involving the main stakeholders in the implementation, monitoring and evaluation of the agreement, with clear individual roles and responsibilities.

1.5 The role of the territorial facilitator and team

To help initiate the process of dialogue and consensus and trust building, the participation of individuals who are not directly involved is often needed. The territorial facilitator, whose position may not be necessarily held by a single man or woman, but could also be held by a group of individuals, is responsible for supporting the establishment of intercultural relations and social dialogue.

Listening and openness are conducive to change. As people learn to listen and to become more open, they are more accepting of change. Indeed, fear of what is different can be overcome; there is hope for establishing a stable and sustained dialogue. Conditions for dialogue are therefore dependent on learning to respect others and to accept diversity. Listening plays a critical role both as a measure of attention paid to another person and as a methodology of learning: listening must be combined with an open mind and a desire to learn through experience.

The territorial facilitator's main tasks can be summarized as follows:

- **Ensure** that all female and male stakeholders agree on the proposed process and logistics, and support the participants in establishing adequate ground rules for a successful dialogue. Key ground rules neutralize the effect of unequal power dynamics during dialogue and negotiation, such as: encouraging women to fully participate in discussions and not just be present in order to respect gender quotas; supporting stakeholders' active participation for reaching an agreement that truly satisfies the interests of all the parties involved for effective action-research in order to carry out an analysis of critical issues within the territory/landscape.
- **Understand** the basics of the legal system – statutory and customary – with regard to women's and community rights, or alternatively, be able to call on expertise or a legal consultant from NGOs, paralegals or other legal experts. Key legal information that has an impact on natural resources must be provided:
 - *land policy and law*: articles on land use, land administration, land ownership, rural land access for community members, urban/peri-urban land access, women access to land, land rights formalization (title documentation) and transferability of land (leases, rental agreements, etc.);
 - *basic principles of inheritance and family law*: basic inheritance rights of women and children, spousal rights and community property, and the obligation of spouses in the event of separation or divorce;
 - *environmental law*: land use planning, natural resource conservation and utilization.

A comprehensive understanding is needed of the problems, their relevance, impacts and the related future risks. For example, the facilitator may become “the catalyst and provider of opportunities for stakeholders to analyse their own problems, thus enabling them to engage actively in decision-making.

The territorial facilitator leads in open discussion; supports the organization and participation of stakeholders within and beyond the territory/landscape; creates and promotes dialogue and linkages between the local community and other relevant key players; and creates partnership/alliances through concerted actions that support different institutional levels for the implementation of the negotiated agreements.

In order to gather relevant information and carry out a comprehensive analysis of territorial issues, the territorial facilitator must have sufficient knowledge of the territory and be aware of the heterogeneity of stakeholders and gender-based inequalities. He/she should also have an excellent understanding of the territory/landscape dynamics and be aware of existing gendered power relations. He/she should have good knowledge of the topics to be discussed and give exhaustive feedback on socio-cultural, political, economic, environmental and gender issues regarding access to land and territorial development.

Cultural mediation skills are fundamental for creating an open and effective space for dialogue, with a good knowledge of customs and local cultures.

The facilitator should be an active listener, a team player, a role model, a keen observer, a learner and an assertive guide. He or she should be trustworthy, flexible, credible and respectful, show interest in what people say, and observe group dynamics to see who is speaking and who is not, and how various groups of people interact, e.g. women and men or different ethnic groups. Different methods must be used to ensure that everyone has the opportunity to participate.



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Part 2

Participatory Tools

The main purpose of Part B is to present selected participatory tools that could be used during the planning of gender-responsive territorial development. These tools can be adapted on the basis of the specific needs of the Guide's users, the context and the expected

The territorial facilitator should first prepare a checklist with a set of guiding questions for semi-structured interviews on the topics of discussion, test them and make adjustments/necessary changes before the meeting with the target group. The questions should be short, clear, and not “too technical” for the participants. They should be culturally sensitive and, if possible, in the language that the informants understand best. The facilitator should choose a place accessible to everyone. For women who suffer mobility constraints, it may be the most suitable if the training takes place fairly close to home. For disadvantaged socio-economic groups, it is important to avoid places that restrict their access, such as holy sites of the predominant religious group, or the grounds around the water point of a high caste group. Public places such as schools or sports fields may be the most suitable.

The group could be composed of external stakeholders from civil society organizations, faith-based organizations, non-governmental organizations, community-based organizations, farm organizations, farmers’ associations and women welfare, fishery organizations, fishery cooperatives, women organizations, youth groups, etc.

Random sampling could be used as a selection criteria in identifying categories/typologies of stakeholders at the field level such as: (i) those affected by gender inequality issues with regard to land access; (ii) women and men from ethnic minority groups; (iii) people belonging to groups with same social and political interests and affiliation; (iv) people from same agro-ecological zones; and (vii) migrants, people from vulnerable, poor households, and from households affected and infected by HIV/AIDS. Ensure that women and men are equally represented in negotiations so that women do not feel undervalued by other stakeholders.

In addition to plan meetings with both men and women, it is recommended to organize, when possible, separate meetings with women to ensure that their specific needs are identified and specific solutions are identified for each group.

Phase I: Gender-sensitive territorial analysis

Tool 1: The village/ community resource map

Additional tools available in the SEAGA field handbook are social maps, transect walks, trend lines and the Venn diagram (www.fao.org/docrep/012/ak214e/ak214e00.pdf).

PURPOSE

Resource maps can be used to identify the socio-economic and gender-sensitive access to land within the development context, livelihood systems, stakeholders' priorities and territorial development. They are used for learning about a community natural resource base (land, water, forests, land use patterns, locations, size of farms, infrastructure social amenities and services). The aim of drawing village maps with cartographic precision is to obtain useful information on local stakeholders' perceptions. Resource mapping helps identify other natural and productive resources that are useful for livelihood activities.

SEAGA Guiding questions for gender-sensitive territorial analysis

- *Which gender inequalities in land access are you aware of?*
- *What has determined failure in initiatives aimed at ensuring land tenure security for both men and women?*
- *How do you manage an individual or communal claim over a disputed land?*
- *How should gender inequality be reduced to enhance access and tenure security over land by men and women?*
- *What is the community's origin (geographical and historical)? In which direction has it been expanded?*
- *Which resources do you have in large quantity and which in small quantity? Which resources are you utilizing and which are you not utilizing? Who manages these resources, men or women?*
- *Do you have cases of common property lands? Who decides on the use of common resources (men, women, or both)?*
- *Who decides who can use land, water or other important resources (men, women, or both)?*
- *Where can people find water, wood, pasture and other resources?*
- *Do men and women have the same rights to access natural resources? How do these rights change for different ethnic groups? And for different socio-economic groups?*
- *Among the resources mentioned, which present the major problems and why?*
- *Do some families have land rights acquired from inheritance?*
- *What would happen to the land if the head of the family dies? How would the surviving spouse and the children be affected?*
- *How many families have no land in the community? How many of these households are women-headed?*

QUESTIONS FOR GENDER ANALYSIS OF DEVELOPMENT CONTEXT

- What are some of the preconditions necessary to: establish/re-establish a dialogue; build trust among stakeholders to participate in issues addressing gender equality in territorial development; and include women in negotiations?
- What determines the common ground to start a territorial dialogue for promoting gender equality in the access to land and other natural resources? ,
- How should female and male stakeholders be encouraged to become involved in dialogue and how can the community's understanding of the benefits derived from promoting gender equality in territorial development be increased?
- What are the determinants that ensure the stakeholders' ownership of the process in addressing gender equality and access to land?
- How should the sustainability of the dialogue process be ensured?
- What are the terms and conditions for continuous re-negotiation on different issues and at various levels in regard to gender equality in territorial development?

PROCESS

The meeting should be organized at a central venue for all the male and female participants at a convenient time for them and for other socio-economic and cultural groups to attend. It is important to carry out the mapping with different groups of men and women separately because each of them uses and has control over different resources.

A large stone or a leaf could be used to represent an important landmark. Participants are then asked to draw other resources that are important to them by placing leaves or stones on the map. Participants are given time to explore, question, analyse and learn from one another.

SEAGA questions can be used to deepen the discussion. When the maps are completed, the facilitator can ask participants to describe them and discuss the resources presented. Who controls the types of economic activities related to the land? Who cultivates it? Where and why? The facilitator may ask the participants to draw a map of how they would like to see their territory/landscape in the future.

PARTICIPANTS

All concerned stakeholders (women, men and youth; socio-economic and cultural groups identified during the analysis).

MATERIALS

Sticks, pebbles, leaves or any local materials such as cow dung, mud balls, flipcharts papers and markers.

EXAMPLE OF A VILLAGE LAND USE AND RESOURCE MAP

An exercise was carried out during a participatory land delimitation project in Mozambique. The two maps below provide a similar view of the geographical layout of the community, its location near the river, housing areas and crops. There are many differences in the maps produced by men and women: women showed the school and the route taken by elephants that pass by the community and cause a great deal of damage to crops, while men included a key communal resource that is not indicated by women, a large forest and scrubland area used for hunting and gathering medicinal plants. Men also show the campsite where the reserve management office is based and the problem related to the elephants is discussed.

FIGURE 1

Different perception between men and women in a village land use and resource map

Men's perception map



Women's perception map



Source: FAO, 2009b

Tool 2: The seasonal calendar

PURPOSE

The seasonal calendar tool is used to identify farmers' perceptions of typical seasonal conditions, such as rainfall amounts and timing, and relevant dimensions of food security and livelihoods. This tool allows for a discussion of the linkages between climate variability and specific key activities and resources that occur or are available at different points during the year.

PROCESS

- Explain that you want to learn about people's activities throughout the year.
- Find two large open spaces, one for a group of men and one for a group of women.

Calendars can be drawn on a large piece of paper or on the ground or floor. Draw a line all the way across the top of the cleared space (or paper) and explain that it represents a year. Ask participants to mark the seasonal divisions along the top of the line.

- It is usually easiest to begin drawing the calendar by asking about rainfall patterns. Ask the participants to put stones under each month (or other division) of the calendar to represent relative amounts of rainfall (more stones equal more rain).
- Once the rainfall calendar is finished, you can draw another line under it and ask participants to make another calendar, this time showing their labour for agriculture (putting more stones over the time periods of high-labour intensity). Make sure that the labour calendar, and all subsequent calendars are perfectly aligned with the rainfall calendar.
- This can be repeated with the following topics: food availability and food security.

SEAGA Guiding questions for understanding the local context

- *Are the overall livelihood systems fairly stable or do they have great seasonal variations?*
- *How do women's calendars compare with men's? What are the busiest periods for women?*
- *For men? For youth?*
- *How do resources vary over the year? Which resources are controlled by women? Which resources are controlled by men? Which resources are controlled by both women and men?*
- *How does food availability vary over the year? Are there periods of hunger? Does this differ for men and women? Does this differ for boys and girls?*
- *How does income vary over the year? Are there periods of no income? Are there differences in who earns income during the year?*
- *How do expenditures vary over the year? Are there periods of major expenses (e.g. school fees, food purchases)?*
- *Do women and men agree on the identified list of sources of income and expenditure? Who decides on them?*
- *Have the seasonal calendars changed over time (e.g. does planting, sowing or harvesting, start earlier or later than previously)?*
- *Did the period with the greatest workload occur later or earlier with respect to the previous year?*
- *What were the key linkages between different elements on the calendar that the participants discussed, e.g. how do weather circumstances, such as rainfall, influence workloads; how do periods of great expense influence food availability and labour?*

Table 1
Example of a seasonal calendar: Women farmers in Xuan Truong, Viet Nam

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Rainfall		*	**	**	***	****	*****	****	*	*	*	*
Agricultural labour	*	**	***	****	*****	****	***	**	*****	*****	**	****
Off-farm labour	*	*	*	*	*	*	*	*	*	*	*	*
Food availability	****	***	*				**	**	*****	*****	*****	****
Water availability	*	*	**	***	****	*****	*****	****	*	*	*	*
Human diseases	*	*	*			***	***					
Animal diseases	***	***	*	*	***	***	***	*	*	*	***	***

Each star represents a kernel of maize

Source: FAO, 2001b

Tool 3: Documenting changes in farming practices

PURPOSE

The purpose of the tool is to document how changes in farming practices, such as planting trees or modifying soil management, and of external inputs can impact the activities and the territorial development for men and women. It can also foster discussions on how the change in a farming practice occurred, how it impacted on the roles of different stakeholders in decision-making, as well as access to the benefits created by the new farming practices.

PROCESS

Explain that you now want to understand how a change in farming practice has altered the average agriculture season for a woman or a man in their village. With the group, choose an important change in a farming practice. If there is no dominant practice, you can carry out this exercise for multiple changes. Make a list of the activities that appear on the seasonal clock and ask participants to describe how the decision was taken and how the change was made. Then, ask them whether the change in farming practice led to other activities that should be added to the list or affected any of the activities that were already on the list. Finally, ask about how the change has affected them overall in terms of their wellbeing, income and food security.

SEAGA guiding questions for documenting changes in farming practices

- *What was the change made? Who decided to make the change, women or men? How did you learn about this new practice? Who provided you with information, women or men?*
- *Who implemented the change, women or men? What was needed to make the change? Did you need new technology? How did you obtain what you needed to effect the change and/or was the change based on a revival of traditional knowledge systems?*
- *If the change required new technology, who owns it, women or men? Who uses it, women or men?*
- *Because of this new practice, did your responsibilities change?*
 - *Did members of your household have new responsibilities? How did this affect the responsibilities you already had?*
 - *Did you have more free time because of this change?*
 - *Did you see any financial benefits or burdens from making this change? Was there an increase in income, for example? If there was, who decided what to do with it, women or men?*
- *Did this change impact your diet or how much you had to eat? Did members of your household have more or less food after this change, or better or worse food?*
 - *Did the change create any problems? For whom, women or men?*
 - *Did you keep the change in place or return to previous practices?*

Table 2
Example of changing farming practices

CSA practices being pursued	Who participates? (% men, %women)	How do men and women participate?	How are benefits shared?	Constraints to participation	Strategies for empowering marginalized groups
(for example:) Tree nurseries or agroforestry initiatives					
Water management initiatives					
Soil fertility enhancement activities					
Crop or livestock productivity enhancement activities					

CSA = Climate-smart agriculture

Source: *Climate Change Agriculture and Food Security*, CGIAR, FAO. 2012.

Tool 4: Analyzing climate-related risk management practices

PURPOSE

The aim of this tool is to capture the female and male farmers' perceptions of the cause and effect of a major past climate-related event and the impacts and responses, particularly with regard to food security and natural resources access, use and management. This tool helps to analyse various risk management strategies in order to understand the dynamics within a territory/landscape and also the scope and scale of a territorial intervention.

PROCESS

Drawing on results of the *seasonal calendar* tool, identify a previous major climate change event with the participants, such as a severe drought or flooding. This can also be done by using a *village history approach*, where older members of the community are asked to produce a timeline of major weather-related events that have affected the village. Focus on the selected event and ask participants to describe it in more detail: why it was unique, the problems they faced, and the kind of help that was available. Discuss and list the problems/vulnerabilities and coping strategies that were employed. Have the participants draw a circle representing the major event. Have them draw lines extending from the circle representing the effects of this event. They must note what the impact was due to these effects.

Questions related to climate change events

(Ask both men and women on the farm in order to capture gender differences in perceptions.)

- *To what extent do you think you are at risk of facing a drought or a flood? (levels of risk perception: low, medium, high)*
- *How do you minimize risks in your family to ensure that you have food after a drought or flood? What risk management strategies have you been using in the last five years?*
- *Do you have equal access to services such as agricultural extension or financial services, and/or services as members of a community organization? If so, how have these services helped you manage risk and ensure access to food?*

- *Do you have secure land tenure? If so, has this helped you recover from after a flood or drought? How?*
- *How many months following a natural disaster does it take for you before you feel you have enough food for yourself and your family?*
- *How has a natural disaster/climate change affected your access to, and use and management of, land and other natural resources?*
- *How do your risk management techniques maintain food security during droughts and floods?*
- *How do they affect your income?*
- *When a weather-related disaster occurs, who is responsible for which coping activities in your household? Who makes decisions on what?*
- *What future actions do you plan to take to ensure food security?*
- *What is needed to ensure food security (differentiate between male and female households and family members)?*

Phase II: Dialogue and gender-responsive proposal planning

Tool 5: Problem tree and problem analysis chart

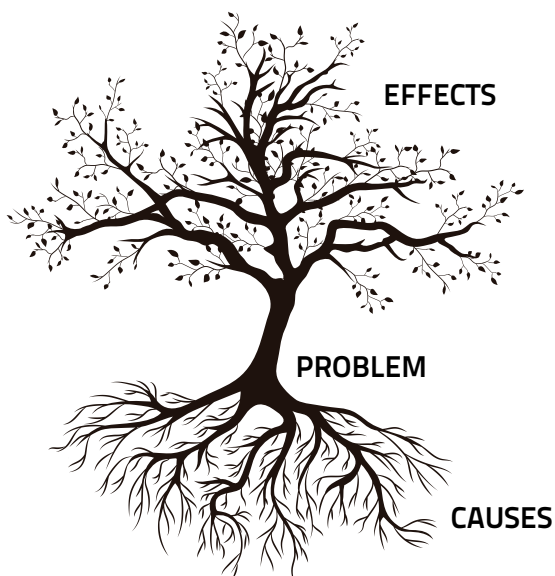
PURPOSE

These two related tools⁸ can be used to discuss on the causes and effects of the problems and the existing coping strategies of the affected groups. For example, due to unequal access to land by women, men, girls and boys, the poor or minority groups, affected people may recur to strategies such as land leasing and diversification of activities for alternative livelihoods such as charcoal burning. It is important to acquire knowledge on local coping strategies because they can serve as the basis for further development. It is also important to learn if efforts to address a particular problem (historical analysis) have failed or have not addressed the problem completely.

These tools allow to identify opportunities for development such as available options for stakeholders to access land and strategic alliances with external supporters (donors, NGOs, and government). In addition, technical experts can also be invited

to participate. Often, stakeholders at the micro level know exactly what they need but lack information and thus awareness of available options and access to justice on land-related matters. It is very important at this analysis stage that the stakeholders obtain sufficient and appropriate information to make informed decisions about land issues.

FIGURE 2
A problem tree



Source: This study

DEVELOPMENT OF THE PROBLEM TREE

The problem tree is a visual tool that can be used by both field development agents and the community to specify and investigate the causes and effects of a problem and to highlight the relationships between them. It is a tool for the identification and analysis of the relevant causes of the main problems, which will later form the bases for formulating solutions and objectives by using the problem analysis chart and other tools. A discussion of the causes can help identify those in the

⁸ Additional tools that can be used are the Pairwise ranking, Venn diagram, Resource maps, Village social maps, Transects and Trend lines. Tools are described in the SEAGA field handbook, available at www.fao.org/docrep/012/ak214e/ak214e00.pdf

community who are most affected and have a keen interest in participating in activities aimed at removing the causes of the problem.

This tool resembles a tree, with its roots in the lower part of the drawing representing the causes of the main problem for men and women. The trunk at the centre of the drawing represents the main problem and the tree branches, on the upper side of the drawing, provide a visual representation of the effects of the main problem. The main purpose of the problem tree is to define the main problems present in the community in order to analyse and prioritize their causes as the first step towards effective sustainable solutions.

THE PROBLEM ANALYSIS CHART

With this tool all the different problems are presented and discussed with the community as a whole, showing where different people's priorities overlap and where they differ. It also allows for an expanded discussion of the causes of the problems, as well as current coping strategies that different groups of men and women have adopted.

Organize a meeting for the entire community at a time and a place where both women and men can attend, including mixed socio-economic groups and at least two or three technical experts from external agencies and organizations; outsiders/experts in topics directly relevant to the problems identified by the community members should be invited. Since development opportunities are presented in the chart, it is recommended to invite these external stakeholders to define consensual, real and feasible solutions.

The meeting should begin with a presentation of the learning based on the validation of the territorial analysis. This provides a complete overview of the territory/landscape and an excellent opportunity for the outside experts to learn about the local situation, including the social cultural issues and existing institutional set-up that affects the differentiated access to land between men and women from different socio-economic and ethnic groups.

The presentation should be accompanied by various maps, diagrams and charts produced by the participants. It is best if they are posted throughout the meeting room so that participants can look at each one as they walk around. It is also appropriate to ask different members of the community involved in the particular exercise to stand by the posted graphics to answer people's questions. Depending on the size of the community, allow at least a few hours.

Prepare the problem analysis chart listing the three priorities on the far left column. Where a problem has been identified by more than one group, list the problem only once. In the second column, list the causes of the problems as identified in the flowcharts (see Table 3).

Explain which groups identified which problems and point out where priorities overlap. For each problem, present the causes identified and ask if anyone, including the outside experts, has anything to add. Then ask people to explain how they cope with their problems. List the coping strategies in the third column.

Finally, with specific reference to each problem, discuss opportunities for development, based on the solutions identified in the causes and effect charts by community members and external stakeholders. List the solutions in the fourth column.

PARTICIPANTS

Separate focus groups of women, men, youth or socio-economic groups.

MATERIALS

A copy of previous tools (maps, diagrams and charts), flipchart paper, adhesive tape, markers and white papers to prepare the charts.

SEAGA guiding questions

- *What are the primary challenges of the different groups? Which are the interrelated ones? Which ones were identified by women? Which ones by men? Is there a general consensus among the whole community on what the major problems are?*
- *Have external stakeholders identified other problems? Which problems are gender-related (for example: women walking long distances every day to collect water)?*
- *Which are the opportunities available for solving the problems? Which opportunities community has mentioned and which external stakeholders have mentioned? Do these opportunities include women?*
- *Which local community can apply? Which opportunities need external assistance?*

Table 3
Example of a Problem Analysis Chart

Problem	Causes	Coping strategies	Opportunities
Lack of productive lands	Rain and water scarcity, and lack of agricultural inputs.	Drop-by-drop watering and natural fertilizers.	Building of community reservoirs.
Erosion	Floods (gully and sheet erosion), wind erosion, overstocking and deforestation.	None at present.	Planting of grass and shrubs; use of erosion control blankets to add vegetation to slopes; building of terraces and creation of water diversion devices to help drainage.
Lack of water	Lack of water pipelines, lack of maintenance, diesel shortage, droughts.	Fetching water from long distances; provide funds for engine maintenance; migration to where water is available; water reservoirs.	Water pipelines. Diesel for pump engines. Construction of water tanks.

Source: This study

Phase III: Negotiation and consensus building

Tool 6: The pairwise ranking matrix

PURPOSE

The *pairwise ranking matrix*⁹ is useful for learning about the most important problems of different stakeholders who are affected by unequal access to land and territorial development. This participatory rural appraisal allows easy comparisons of different stakeholders' priorities, while building on tools that demonstrate the barriers to gender-sensitive access to land of different stakeholders.

Male and female, young and old stakeholders have different priorities and problems either based on the day-to-day livelihood struggle for basic needs or on their efforts to provide for future needs. Some problems are gender-specific, such as access to and control over land, decision-making over household income and agricultural production, division of labour, and effects on livelihoods from gender-specific, defined roles and responsibilities.

The *pairwise ranking matrix* highlights how priority problems of women, girls, boys and men, different socio-economic groupings differ, and at times overlap. At the same time, the tool reveals the stakeholders' priority needs that are different across socio-economic groups, and can change in time and space. For instance, improving gender-sensitive access to land among HIV/AIDS-infected individuals, households and communities may not be a priority but shelter, treatment and nutrition.

PROCESS

The participants are organized into two separate groups by gender while ensuring that they are a mix of people from different socio-economics groups identified by the social map. The facilitator could then ask participants to think about their problems (referring to the territorial analysis carried out). Participants are asked to name about six problems on the vertical and horizontal axes of the prepared *Pairwise ranking matrix* below. The six problems are then written on separate cards. The groups are then presented with a pair of cards showing two different problems. The participants are asked to choose the most important one. The facilitator then records their choices on the prepared matrix and asks participants to explain the reasons for their choices. The exercise is repeated until all combinations of cards have been presented and decided on.

Look at the completed *Pairwise ranking matrix*, count the number of times each problem was selected, and rank them. The three problems selected the highest number of times are the priority problems of the group.

⁹ Additional tools and linkages: community resource and social maps, problem analysis chart, preliminary community action, best bets, seasonal calendars and community action plan

Once all stakeholders' priority problems are identified through the *Pairwise Ranking Matrix*, bring everyone together to **evaluate the results of the territorial analysis**. Specific problems are presented (as already illustrated in the *problem tree* and in the *problem analysis chart*) and discussed, demonstrating the respective actors' priorities that overlap or differ.

PARTICIPANTS

Participants are all stakeholders within a territory/landscape: men, women, the poor, ethnic groups, peasant farmers, private developers, large-scale farmers, youth groups, local leaders, local representatives of civil society organizations (CSOs), non-governmental organizations (NGOs) and faith-based organizations (FBOs), representatives women's welfare groups, farm organizations, informal customary institutions such as councils of elders, village land committees, community leaders. It is recommended that the participants are organized into separate focus groups identified in the village social maps.

MATERIALS

Prepared a blank pairwise ranking matrix and flipchart paper, masking tape, markers and A3 cards.

SEAGA questions

- *How are the different problems identified by women and men related to promoting gender equality in terms of land access and territorial development?*
- *Which problems arise from gender inequality in the access to land? Which problems should be immediately addressed to ensure the equal access to land?*
- *What are the difficulties arising from identifying land access-related problems?*
- *How do they cope with these problems?*
- *How do the stakeholders address power asymmetries regarding local fora or arena for participation and resolving grievances?*
- *What role do women play in decision-making?*
- *How do the stakeholders/facilitator handle inappropriate identification of interested participants (both men and women) at the negotiation table?*
- *What efforts should be made to ensure gender equality and legitimacy of female and male representation at the table?*
- *How do stakeholders and facilitators handle attitudes and perceptions such as "old ways of doing things"?*
- *How do stakeholders address social prejudice and entrenched forms of discrimination against other stakeholders?*
- *How are women perceived by the other stakeholders?*
- *How can specific gender concerns be addressed during the negotiation?*

Table 4
A Pairwise ranking matrix in Kenya

Problems	Lack of Drinking water	Pests	Costs of inputs	Lack of Land	Lack of irrigation	Lack of technical knowledge	Number of times mentioned	Rank (results in order of voting)
Lack of Drinking water		Lack of Drinking water	Lack of Drinking water	Lack of Drinking water	Lack of irrigation	Lack of land	3	3
Pests			Costs of inputs	Lack of Land	Lack of irrigation	Pests	1	5
Costs of inputs				Lack of Land	Lack of irrigation	Costs of inputs	2	4
Lack of Land					Lack of land	Lack of land	5	1
Lack of irrigation						Lack of irrigation	4	2
Lack of technical knowledge							0	6

Tool 7: The Venn diagram of stakeholders

PURPOSE

Venn diagrams illustrate data in a logical way, which will enable to clearly see groupings of stakeholders. The Venn diagram of stakeholders focuses on the local and external institutions, organizations and groups, and individuals who stand to gain or lose given a particular development activity. There will be some overlap between the groups identified in the two types of Venn diagrams, but the latter should reveal more details of direct relevance to this stage of participatory development planning.

The Venn diagram (figure 3) shows the stakeholders involved in the proposed development activities for addressing a problem, in this case, animal health. The local stakeholders identified as those who stand to gain the most are female heads of households followed by poor men. Although female heads of household tend to have only a few animals, they gain the most because the animals are essential to meeting their basic needs. They are the households most negatively affected by the current situation of high incidence of animal disease. The external stakeholders who stand to gain include the private drug companies (through increased sales of vaccinations and medicines) and the meat marketing board (through increased supply of livestock). The only losers identified are the neighbouring villagers. Because grazing areas are shared among nearby villages, an increased number of livestock puts the common areas at risk of deterioration. Having identified this problem, it is important to discuss ways to avoid it, such as adding range management or fodder production to the list of proposed development activities.

PURPOSE

The *Venn diagram of stakeholders* is a tool that helps us understand who will be affected by proposed development activities. Stakeholders within and outside the community have resources to invest in development activities. It is important to know who they are and where they live in order to promote participatory management.

PROCESS

- Plan and organize a meeting for the entire community. Ensure that it is scheduled at a time when both women and men from mixed socio-economic groups can attend. Also, invite two or three technical experts from relevant outside agencies and organizations, preferably the same individuals who have formulated the community preliminary plan.
- Focus on one problem and its related set of proposed development activities at a time.
- Write the problem at the top of a flip chart paper. Then draw a large circle in the centre of the paper and explain that it represents the community (Figure 3).
- Ask participants to name all the different stakeholders involved in those particular

development activities. To help identify all the different stakeholders, it is useful to look at the resources needed and discuss who would gain or lose by their increased use. For example, if the activity is a dipping post, local stakeholders may also include the owner of the land where the dipping post will be located. Stakeholders from outside the community may include the veterinary extension service and meat marketing board, and neighbouring villagers that may be impacted negatively by an increase in the livestock population dependent on common grazing areas.

- Decide on how much stakeholders stand to gain or lose. In the discussion, participants must select whether each stakeholder should have a big, medium or small circle of sticky paper (the larger their stake, the larger the circle). Ensure that one colour of sticky paper is used to represent those who will gain, and another colour of sticky paper to represent those who will lose.
- Place the sticky paper representing local stakeholders inside the circle in the middle of the flip chart. The sticky paper representing outside stakeholders belong outside the circle. If interests are shared among stakeholders the circles should overlap. Use SEAGA Questions to facilitate the discussions.

Draw a Venn diagram of stakeholders for each problem identified in the *Pairwise ranking matrix*.

PARTICIPANTS

All community members (representing all socio-economic groups and age, both women and men).

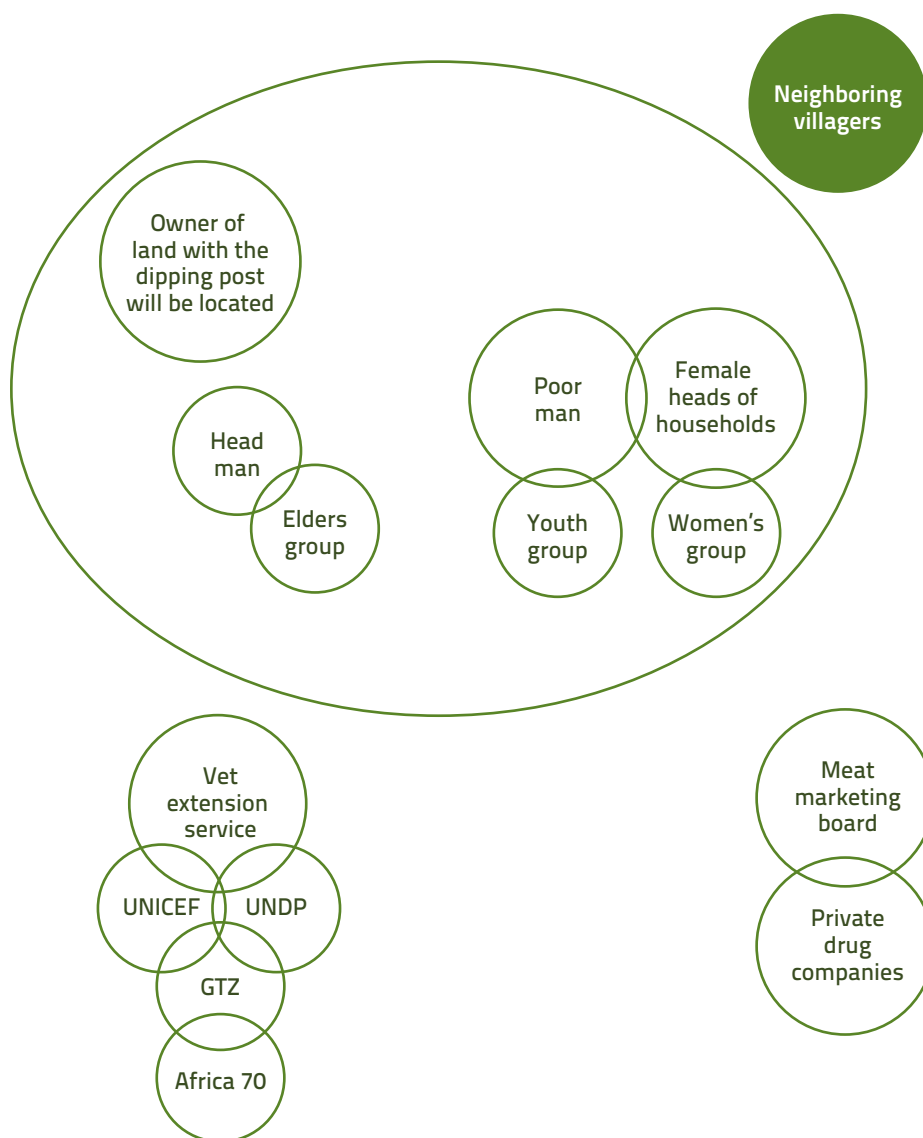
MATERIAL

Flip chart paper, masking tape, markers, sticky paper (different colours), scissors and a copy of community preliminary plan.

SEAGA questions

- *Who are the local stakeholders involved in the negotiation process? Do they include women or men, or both? Do women represent at least 50 percent of the local stakeholders? Do stakeholders represent different socio-economic groups?*
- *Who are the external stakeholders involved in the dialogue process?*
- *Who stands to gain from the proposed approach? To lose? Do women lose more or less than men? Why?*
- *How can the proposal for territorial development be adjusted to mitigate the negative impacts on certain socio-economic groups?*
- *Compare the different Venn diagrams of stakeholders produced for priority development problems.*
- *Are there certain groups that stand to gain more than others? Men or women? The rich or poor?*

FIGURE 3
A Venn diagram of stakeholders: Scarcity of productive lands (men's perception)



Source: FAO, 2001

Tool 8: Stakeholders' Conflict and Partnership Matrix

PURPOSE

This tool helps understand where there is conflict and any partnership between different stakeholders, as well as the extent of the conflict or partnership.

By allowing everyone to share information and air their views, the participatory planning often creates a supportive environment for resolving conflicts and reaching consensus. However, this is not always the case; at times conflicts are very strong and enduring. It is important to recognize where such conflicts may doom specific development activities to certain failure.

There are often partnerships between different stakeholders. Networks of groups of individuals or institutions that share a common interest may be strengthened in the development process. The identification of such partnerships can promote more efficient ways of obtaining information and show where there is available expertise to address a particular development problem. Working with partnerships in place and forging new ones are effective in ensuring the successful implementation of development activities.

PROCESS

Continue to work with the community members and technical experts who produced the *Venn diagram of stakeholders*.

To design the *Stakeholders' conflict and partnership matrix*, focus on one development problem at a time and list all the stakeholders identified in the *Venn diagram of stakeholders* for a specific set of development activities on both the vertical and horizontal axes of the pre-prepared flip chart (see example in table below). Also, write the names (or symbols) of the stakeholders groups on two sets of A3 cards.

Prepare small, medium and large circles of sticky paper in one colour, and small, medium and large squares of sticky paper in another colour. Present one pair of cards at a time, showing two different stakeholder groups, and ask whether there is conflict, partnership or neither between them. Ask whether there is conflict or partnership, or neither among them.

If the participants answer that there is "conflict", for example, show the sticky paper circles and ask whether the conflict is small, medium or large. If they answer "partnership", show the sticky paper squares and ask them to choose small, medium or large. (If they say neither, proceed to the next set of cards.) Investigate the reasons for their selection. Then put the selected size circle or square in the appropriate box on the flip chart paper matrix. Repeat until all combinations of cards have been presented and decided upon.

After observing completed the *Stakeholders' conflict and partnership matrix*, ask the participants to explain reasons for conflict and histories of partnership. Use the SEAGA Questions below to deepen the analysis.

Repeat for each proposed development activity.

PARTICIPANTS

All community members divided by sex and representing all socio-economic groups and ages, both women and men.

MATERIALS

Flipchart paper, masking tape, markers, A3 cards and sticky paper (in two colours).

SEAGA questions for Stakeholders' conflict and partnership matrix

- *Which stakeholder groups have common interests in the development activities in question? Do women's and men's groups interact or do they remain separate?*
- *Are there existing partnerships (or histories of support and collaboration or networking) between some of the stakeholder groups? Around which activities, issues or ideals were these partnerships formed? Are there partnerships linked to gender or other group attributes?*
- *Could these partnerships be built on for implementation of specific development activities? Alternatively, could new partnerships be formed?*
- *Which stakeholder groups have conflicting interests with respect to the development activities in question? Is there a history of conflict between these groups? Are there conflicts linked to gender or other group attributes? How have past conflicts been resolved?*
- *Are there conflicts so deep and enduring that certain proposed development activities are doomed to fail? What are the implications for women? For other marginalized groups?*
- *Given areas of conflict and partnership, which of the proposed development activities are most likely to succeed?*

This matrix focuses on the local, intermediate and macro-level stakeholders in tree resources in northern Thailand. It shows that there is a conflict of interests between the local people and government departments, but strong partnership between the local people and NGOs.

For the SEAGA approach, the local stakeholder category needs to be further disaggregated to include women, men and other group differences, since there may be conflicts or partnerships among these local groups.

Table 5
The Stakeholders' Conflict and Partnership Matrix:
Tree resources in northern Thailand (men's perception)

Government department					
Non-governmental organizations (NGOs)	0				
Wood-based industry	0	0			
Landowners	0	0	X		
Local people	0	X	0	0	
	Government department	NGOs	Wood-based industry	Land owners	Local people

Note:

The symbol '0' represents the existence of conflict.

The symbol 'X' represents the existence of partnership, support or cooperation.

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Practical Guide for Improving Gender Equality in Territorial Issues (IGETI)

Land and other natural resources in many developing countries remain a fundamental part of people's cultural identity, social relations, livelihood strategies and economic well-being. However, great setbacks are still experienced in terms of tenure security, natural resources governance and territorial/landscape development because of existing inequality between men and women in access to land and other natural resources required for territorial development.

Across regions, rural women face even greater constraints than their male counterparts in accessing productive resources and services, technologies, market information and financial assets. They are also under-represented in local institutions and governance mechanisms and tend to have less decision-making power.

This Guide promotes adapting a convergent and people-centred gender approach towards increasing and improving the provision of goods and services from agriculture, forestry and fisheries in a sustainable manner while reducing rural poverty in different priority areas of FAO's work. This includes gender equality, territorial development, legal aspects and natural resources management (i.e. pastoralist, forestry, watershed management, climate change and fisheries). The approach of 'putting people first' entails accepting their diversity of interests, values and positions, and understanding who they are and the reason for their actions. The objective is to find an entry point to promote this approach based on dialogue and negotiations in order to reach a shared vision for a given territory.

This paper was prepared by:

- **FAO Land and Water Division (CBL)**
- **FAO Social Policies and Rural Institutions Division (ESP)**
- **FAO Development Law Service (LEGN)**

ISBN 978-92-5-130396-2



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I8769EN/1/11.18