

FOREST TENURE PATHWAYS TO **GENDER EQUALITY**

A PRACTITIONER'S GUIDE

NAYNA J JHAVERI

EDITORS
ILIANA MONTERROSO & ANNE M LARSON



RESEARCH
PROGRAM ON
Forests, Trees and
Agroforestry



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and Markets

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Center for International Forestry Research (CIFOR)

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ABBREVIATIONS

ACM	adaptive collaborative management	IUCN	International Union for Conservation of Nature
AMAN	Indigenous People's Alliance of the Archipelago (<i>Aliansi Masyarakat Adat Nusantara</i>)	JFM	joint forest management
AAL	adequate asset livelihoods	JKPP	Indonesian Community Mapping Network (<i>Jaringan Kerja Pemetaan Partisipatif</i>)
BWRA	Ancestral Domain Registration Agency (<i>Badan Registrasi Wilayah Adat</i>)	KPA	Consortium for Agrarian Reform (<i>Konsorium Pembaruan Agraria</i>)
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women	LAL	low asset livelihoods
CFUG	community forestry user group	MRVS	monitoring, reporting and verification system
CIFOR	Center for International Forestry Research	NFLRA	National Forest Landscape Restoration Assessment
CONAFOR	National Forestry Commission of Mexico (<i>Comisión Nacional Forestal</i>)	NGO	non-governmental organization
COP	Conference of the Parties	NMWA	National Mechanism for Women's Affairs
CRL	Community Rights Law	NTFP	non-timber forest product
CSO	civil society organization	ONAMIAP	National Organization of Andean and Amazonian Indigenous Women (<i>Organización Nacional de Mujeres Indígenas</i>)
DRC	Democratic Republic of Congo	OTFD	Other Traditional Forest Dwellers
FAO	Food and Agriculture Organization	PES	payment for environmental services
FDST	Forest Dwelling Scheduled Tribes	PPA	participatory prospective analysis
FECOFUN	Federation of Community Forestry User Groups, Nepal	REDD+	reducing emissions from deforestation and degradation plus
FLR	forest landscape restoration	ROAM	Restoration Opportunities Assessment Methodology
FPIC	free, prior and informed consent	RRI	Rights and Resources Initiative
FRA	Forest Rights Act	SDG	sustainable development goal
FRC	Forest Rights Committee	SGBV	sexual and gender-based violence
GAD	Gender and Development	SLAL	severely limited asset livelihoods
GESI	gender and social inclusion	SSFE	small-scale forest enterprise
GPA	gender plan of action	UNDRIP	United Nations Declaration on the Rights of Indigenous Peoples
Ha	hectare	VGGT	FAO Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security
INDC	Intended Nationally Determined Contributions	WID	Women in Development
IPCC	Intergovernmental Panel on Climate Change		
IPLC	Indigenous Peoples and local communities		
ITTC	International Tropical Timber Council		
ITTO	International Tropical Timber Organization		

THE *PRACTITIONER'S GUIDE* IN A NUTSHELL

This practitioner's guide explains how to promote gender-responsive forest tenure reform in community-based forest regimes. It is aimed at those taking up this challenge in developing countries. There is no one single approach to reforming forest tenure practices for achieving gender equality and women's empowerment. Rather, it involves taking advantage of opportunities that emerge in various institutional arenas such as policy and law-making and implementation, government administration, customary or community-based tenure governance, or forest restoration at the landscape scale. The overall aim is to promote the responsible governance of forest tenure so that it serves the interests of both women and men of all backgrounds.

This sourcebook provides multiple forms of guidance: conceptual ideas, operational direction, good practices, case-study insights, research findings and resources for further exploration. It is designed to support a wide range of practitioners, women and men, from a range of institutions such as government offices, non-governmental organizations, civil society organizations, donor agencies, women's organizations, as well as networks and federations. This includes gender experts who are responsible for the integration of gender equality and women's empowerment in their respective organizations, and also those working broadly in the world of land tenure, forest tenure and governance, forest landscape restoration, agroforestry, value-chain development and social impact enterprises.

The goal is to journey along the pathways to forest tenure reform through a three-step process: *Analyze*, *Strategize* and *Realize*. Focused diagnostic analysis to create an empirical foundation for change can support the design of sequential interventions to promote gender-responsive forest tenure reform at various scales. To this end, the guide is a timely resource to support high-impact interventions suited to accelerating change within the national and local context in community-based forest tenure regimes.

The first chapter sets out how to think about creating gender-responsive accelerators for forest tenure reform. The focus is narrowed in the second chapter on improving gender equality and women's empowerment through forest tenure policies, laws and government administrative systems. The final chapter focuses on how to bring about gender-responsive changes in community-based forest tenure regimes. No one set of methods or approaches will work for all contexts and, as such, the guide aims to showcase a range of knowledge and tools. These can be tailored and adjusted over time in an adaptive and collaborative manner to suit particular situations. This practitioner's guide offers numerous case studies as well as resource materials from across Africa, Asia and Latin America so that each issue can be explored through real-world experience. Moreover, the guide draws upon the latest manuals and guidance documents available on promoting gender-responsive forest tenure reform.



1

GENDER - RESPONSIVE ACCELERATORS FOR FOREST TENURE REFORM

We *were not seeking women's participation to increase statistics, but to be active in every process. We also simultaneously engaged in creating awareness that as well as becoming beneficiaries of managing the forest, women were equally responsible for any losses encountered. We encouraged women to take leadership in capacities building activities such as training, workshops, public speaking. Thus, identifying the needs of women and deprived people, giving them policy priority and supporting them has been paying off in leadership skills and capability.*

In gender development, the role of men is equally crucial. In many forestry user groups, men are the ones who insist on women's greater participation and their capacity building. We have to give opportunities to whomever is disadvantaged on their terms. In our community there are people with different interests and need and opportunities should be tailored to each interest group. We have to mainstream such practice in all villages in rural areas. FECOFUN has been playing a significant role throughout the country at different levels.

Apsara Chapagain

ex-Chairperson, FECOFUN (2012)

GENDER AND THE GLOBAL FOREST TENURE SCENARIO

The majority of the world's forested areas in developing countries are publicly owned. However, there is an increasing trend toward forest tenure rights and ownership being held by communities, individuals and private companies (Sunderlin et al. 2008; Larson et al. 2010; FAO 2011, 2015a; RRI 2015, 2018). Over the past four decades, many governments in Asia, Africa and Latin America have revised land and forestry laws to provide greater statutory (*de jure*) recognition for forest tenure rights of Indigenous Peoples and local communities (IPLCs). Although the total land area outside the state's jurisdiction is still small, this forest tenure transition is an influential devolution trend with significant positive ramifications (Sunderlin et al. 2008; Larson et al. 2010; Dahal et al. 2012; Alden Wily 2014; Sunderlin 2014; RRI 2018).

Within this devolution process, however, only a few countries have tackled head on the issue of gender equality and women's empowerment (see Annex 1: Common Terms on Gender). Although gender and forestry programming started in the 1980s (see Rojas 1993; FAO 1997; Hoskins 2016), progress has been limited. It is clear that community rights do not equal rights for women in today's forest sector. There is structural discrimination that sidelines women's influence in how forest resources are used and governed in community-based forestry. For example, women are rarely as well-represented as men within local forest governance bodies. That said, the gendered dimensions of forest tenure can vary significantly from place to place because they are the result of complex historical processes (such as colonialism), women's movements, policy and legal transformations, and local institutional dynamics (see, for example, Elmhirst et al. 2017).

Fully achieving social and environmental improvements from the ongoing forest tenure transition critically hinges on its ability to inclusively support the diverse needs of both women and men (FAO 2018c). While the message of the importance of gender equality is beginning to be heard, it has not always been accompanied by real transformative action on the ground (Monterroso and Larson 2019a). In order to accelerate practical change, we need to better understand the multiple pathways to achieving gender equality in forest tenure. There is much to learn and be inspired by. What pathways have reduced the gender gap? Taking a look at specific countries who are leading the way can guide others to make the gender leap. In particular, learning from failures and the need to identify the ways in which women's practices are socially embedded and networked, as well as the multidimensionality of women's agency will lead to real and lasting transformation (Rao 2017). This is the aim of the *Analyze*, *Strategize*, and *Realize* pathway set out in this publication (Figure 1). Sustained multipronged actions are required, appropriately sequenced in time, to systematically advance.

Forest tenure is a broad concept that refers to who has rights to forestlands, and therefore who uses, manages and makes decisions about forest resources (see Annex 2: Common Terms on Tenure) (Larson 2012; Larson and Springer 2016; World Bank 2019a; also see Borelli et al. 2019 on tenure in agroforestry). Forest tenure encompasses diverse institutional arrangements within broad categories, such as state control, ownership, tenancy, community-based tenure and customary (or *de facto*) tenure over forests. Even a term such as 'customary tenure' is simply an omnibus term with

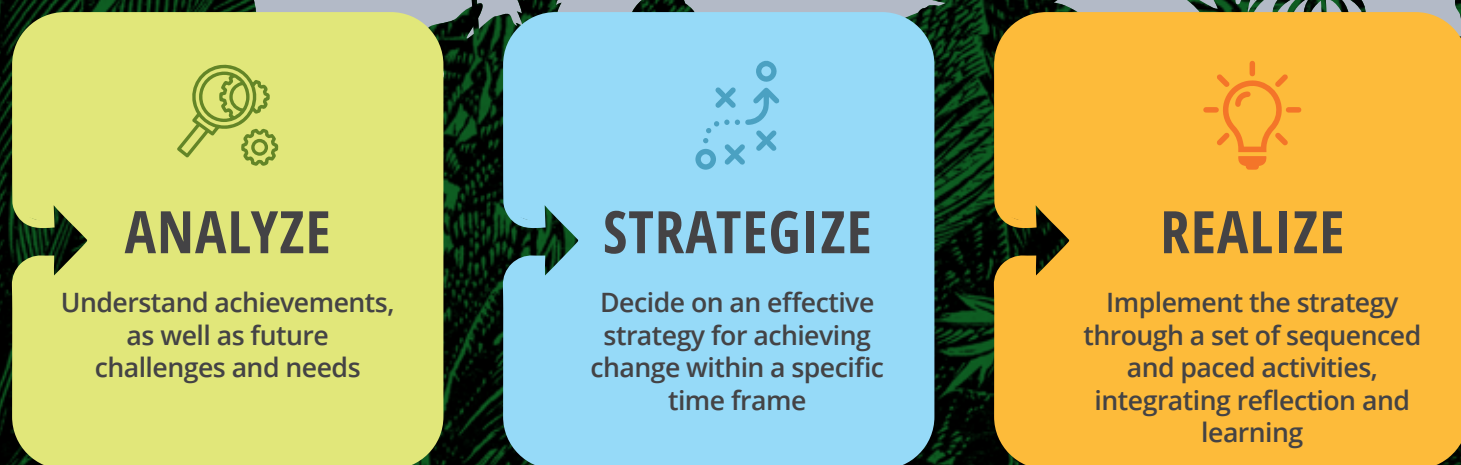


Figure 1. Accelerating gender-responsive forest tenure reform involves three key steps.

multiple types of tenure systems (Chimhowu 2019). Each has its own tenure governance arrangements involving various degrees of participation and collaboration with the government. Often, communally owned forests are part of customary territories (Alden Wily 2014; Jhaveri et al. 2016). Each type of tenure affects women and men living in and around forests in very particular ways. When we examine the bundle of tenure rights held by women and men (see Figure 2), the picture for any forested area is complicated. Women typically have rights to forest resources, such as fodder, fuelwood, medicinal plants, and some commercially valuable non-timber forest products (NTFPs). Men typically have rights to forest resources that bring in more cash value, such as timber and high-value NTFPs. Moreover, it is men who typically hold authority and influence over how rules are made on rights such as access, use, management and alienation, whereas women often work in a more informal and negotiated way to assert their tenure rights.

If we look at forest use from the household perspective, women and men negotiate who will use which forest resources and how the benefits are to be shared. Mostly, it will be prevailing social norms that determine such distributions. Any given household uses a range of

resources within their landscape: agricultural cultivation areas (irrigated and rain fed), forests used in common, home gardens and orchards near the household, private agroforestry plots and even forest concession areas in which timber harvesting takes place. Besides resource use, women and men may be employed in forest plantations, such as for oil palm, Brazil nut or cocoa production. As such, community-based forestry takes place within a broader context in which there are areas for agricultural production as well as complex ‘forest–tree–landscape’ continuums (Parrotta et al. 2016).

The way women and men with different levels of social and financial assets are involved in decision making and manage forests used jointly by the community has important implications. It affects the condition of the forest, as well as household food security, poverty reduction, livelihoods and income generation (see IFRI and RRI 2016; Larson et al. 2019c). It is not useful to look at women as one monolithic category. Instead, examining gender intersectionality involves identifying the multiple types of structural discrimination that come together to create obstacles to groups of or individual women (Figure 3). Women and men will apply the benefits they receive from forest resources

ACCESS

The right to enter or pass through a forest may be granted to the individual or a group. Within this forest, there may be further delineated rights such as women's and men's ability to access particular parts of the forest or specific trees to harvest any given forest product.

WITHDRAWAL OR USE

Women and men may hold different rights to harvest and benefit from diverse forest products such as timber, fuel, food, fodder, medicinal and other NTFPs.

MANAGEMENT

The right to make decisions regarding use and management of a forest area to meet women's and men's needs, including, for example, through zoning and silvicultural techniques. Management is the most complicated of the tenure rights because it involves establishing forest management objectives, understanding how to assess forest condition across the landscape, determining ways to regulate varied types of uses across an annual cycle and how to ensure these rules are observed in practice.

RIGHTS

EXCLUSION

The right to regulate and exclude outsiders who do not hold forest access rights. That said, some outsider women or men may be allowed to access and use the forest at specified times in particular ways.

Figure 2. The bundle of tenure rights and responsibilities.

ALIENATION

The property holder's right to transfer any part of the forest to another by sale, lease or other means, as well as the ability to use the resource as collateral.

DURATION

The length of time the rights holder can exercise their rights, be it for a specified limited time or in perpetuity.

EXTINGUISHABILITY

Legal right to due process and compensation for individuals or community members in the face of any attempts to extinguish any rights.

FUTURE INTEREST

Right to inherit the rights at some point in time.

REGULATORY RESPONSIBILITIES

Can include: preparation of forest inventory and sustainable forest management plan, paying taxes, permits for extraction and transport of resources, and profit-sharing with the state.

RESPONSIBILITY & SUPPORT

SUPPORT SYSTEMS

Government support for preparation of forest inventory and management plans, forest nursery, and subsidies; donor agency and non-governmental organization (NGO) support for capacity building on such themes as silvicultural approaches, gender equality, poverty or well-being ranking; funding support for technical equipment; and enterprise development.

Note: This framework of bundle of tenure or property rights has evolved over time (see World Bank 2019a). There have been recent arguments for reframing this framework because many other stakeholders besides the local communities are involved in tenure regimes (Sikor et al. 2017).

Source: Adapted from Larson (2012); FAO and RECOFTC (2016); Larson and Springer (2016); Doss and Meinzen-Dick (2020); World Bank (2019a); FAO (2019a).

Gender-based discrimination will often intersect with other forms of discrimination to create varied forms of disadvantage

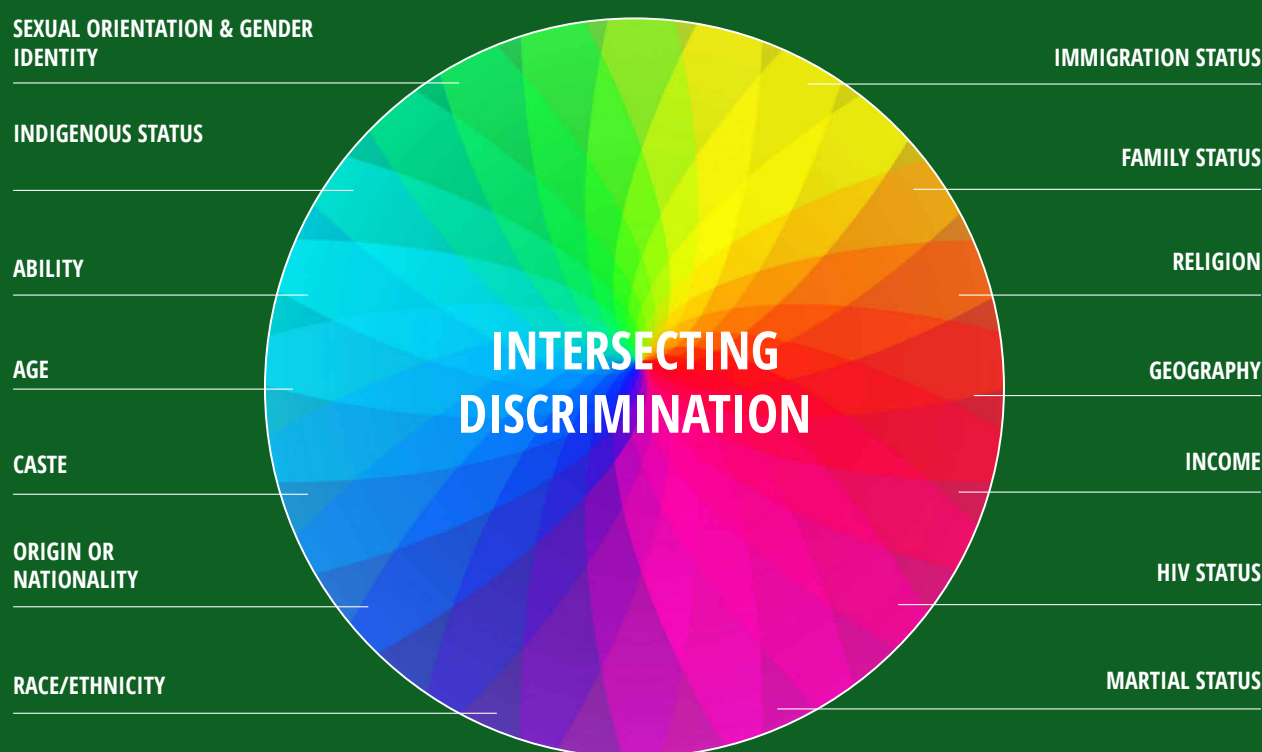


Figure 3. Intersectional character of gendered structural discrimination patterns.

Source: UN Women (2018b).

in different ways, whether for personal use or for their family's needs. Different IPLC households have different social networks within local communities that hold influence over how tenure rights are decided and exercised both within the forest governance body and in day-to-day practices. Tenure rights work in both formal and informal ways. Moreover, when new resources, such as carbon, are found in forests, tenure rules will necessarily change to reflect the newly introduced goals. Changes in tenure rules can come from many quarters: not only climate change, but construction of new road infrastructure, market development, pressure to convert forestland to agriculture or create forest concessions for timber production and so on. The list goes on.

All in all, this ongoing forest tenure transition has important positive effects because it provides incentives to IPLCs to actively engage with and benefit from local forest management. It thereby promotes social stability and security by reducing poverty and disputes. There is an emerging consensus that given the right set of governance conditions, community forest tenure has the potential to reduce deforestation, improve carbon sequestration and expand livelihood options for rural communities when compared with state-managed forests (see, for example, Stevens et al. 2014; Ding et al. 2016; IFRI and RRI 2016; Stickler et al. 2017; World Bank 2019a; Hajjar et al. 2020).¹ Moreover, it is well recognized that gender equality catalyzes positive

¹ The research on this topic is not conclusive – see Runsheng et al. (2016) and Ojanen et al. (2017).

multiplier effects for a range of development issues, be they forests, health or education (UN Women 2018a). Since it is evident that women's and men's knowledge of forests and specific trees is quite different and can be complementary, their joint contribution is needed to put into place collaborative forms of sustainable forest management (FAO and RECOFTC 2016; Colfer et al. 2017; Kristjanson et al. 2019). By pooling their financial resources from forests, communities can install local clinics, better roads, infrastructure and technology that reduces women's work burden. In this way, women and men are able to participate effectively in decision making jointly providing for social welfare needs. In terms of household benefits, women will typically use their earnings from forest resources to pay for their children's health, education and other needs. All in all, such inclusive improvements can reduce conflict and strengthen community bonds. Combining the efforts of women and men improves the chances of equity, efficiency and effectiveness in forested landscapes. It can also reduce poverty and enhance development benefits.

There is now a new wave of forest tenure reform raising the profile of gender equality in community-based forest tenure regimes. It aims to change the entrenched system of discrimination. Tremendous diversity in forest tenure reform arrangements means that creating gender-responsive reform requires attention to the details. Using a situational gender analysis, a strategy can be designed to inform the specific set of sequenced and paced interventions needed to achieve the vision. The actual changes in forest tenure pathways through these interventions, of course, will not necessarily be linear or predictable. Forest tenure reform differs from agrarian reform because it does not involve redistributing land but rather focuses on how local governance and secure rights are responsibly structured. Meeting the development hopes and environmental well-being of all requires multiple changes in tenure regimes: enabling women and men to equally participate, collectively deciding rules that are

socially inclusive, building sustainable forests, equitably sharing distributed benefits and leveraging forest resources for enterprise development. Working toward gender equality and women's empowerment will involve inclusive as well as women-focused and men-focused change pathways.

The push for gender equality in community-based forest tenure regimes comes from many directions: local women, male champions, women's federations, forestry federations, civil society groups, local and international NGOs, parliamentarians, donor agencies and, importantly, from the government's development and policy agenda. Such reform does not happen overnight or in a linear way: change can come from above as well as below. All significant opportunities need to be leveraged. Global policies and guidelines can play a pivotal role in driving change at the national level. At the global scale, there are international conventions and declarations relating to women's human rights that inspire the push for gender equality. This includes the 1979 Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)² (and its subsequent Optional Protocol) and the 2007 United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) that explicitly states the importance of protecting Indigenous women and children from violence and discrimination. More specifically on tenure issues, a groundswell of support for strengthening tenure rights has been surging in recent years. The 2012 Food and Agriculture Organization's (FAO) Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT) have played a major role in meeting a range of key development goals (FAO 2012). Gender equality is one of the VGGT's 10 guiding implementation principles (see FAO 2013).

Created in 2015, the 2030 Agenda on Sustainable Development, with its 17 Sustainable Development Goals (SDGs), has much to say on gender (UN Women 2018b). Even though there is no specific mention of

2 This includes related regional protocols such as the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women (known as the Maputo Protocol) passed in 2005.



Figure 4. SDG 5 targets on gender equality.

Source: UN (2017).

the importance of community tenure and governance for forests (IFRI and RRI 2016; Katila et al. 2020), it is clear that gender responsive forest tenure reform can support the achievement of many SDGs (FAO 2018; RRI 2018; Arora-Jonsson et al. 2019; Winkel et al. 2019; Katila et al. 2020). One SDG gender target relates to ownership, property and natural resources: Target no. 1.4.2 sets out that “by 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services including microfinance” (FAO 2018c). Additionally, Goal 5 on Gender Equality includes a target on women’s equal “access to ownership and control over land and other forms of property” (see Figure 4) (UNGA 2015) although the related indicator 5.a.1 focuses only on ownership or secure rights to agricultural land (not forests) by sex.

Notably, recent reports on global climate change have specifically underscored the importance of community land tenure. While support for community tenure and

governance is missing from the Paris Agreement³ (RRI 2016), the Intergovernmental Panel on Climate Change’s (IPCC) 2019 special report on *Climate Change and Land* recognizes the importance of land tenure, including community and customary forms of tenure, as well as gender agency as critical factors in climate and land sustainability outcomes (IPCC 2020). It states that:

Insecure land tenure affects the ability of people, communities and organizations to make changes to land that can advance adaptation and mitigation. Limited recognition of customary access to land and ownership of land can result in increased vulnerability and decreased adaptive capacity. Land policies (including recognition of customary tenure, community mapping, redistribution, decentralization, co-management, regulation of rental markets) can provide both security and flexibility in response to climate change.

In parallel, the report calls for a gender-inclusive approach because the recognition of women’s land rights and involvement of women with land management knowledge into land-related decision-

³ A review of 161 Intended Nationally Determined Contributions (INDC) submitted for the 21st session of the Conference of the Parties (COP-21) indicates that only 21 countries representing 13% of tropical and subtropical forest areas made a clear commitment to implement IPLC tenure security or community-based natural resource management in their INDC submissions (RRI 2016).

5.A

Undertake reforms to give women equal rights to economic resources, and access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws

5.B

Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women

5.C

Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls

making can enable the take-up of integrated adaptation and mitigation measures. Importantly, it acknowledges that because women are not a homogenous group, an intersectional approach is needed (see Annex 1: Common Terms on Gender). This requires the climate change–gender nexus to be researched before appropriate rights-based instruments can be leveraged to create change, be it for adaptation or mitigation.

Global policy changes on gender equality as well as on forest provide a strong foundation for the launch of national and local forest tenure reforms for gender-responsive transformation. Advancing forest tenure pathways to gender equality requires creativity, determination and swiftly taking up opportunities that present themselves. In the end, a gender-equal world in communally used forested landscapes will be of our making.

SECTION 1.1

FURTHER READING

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MASSIVE POTENTIAL

Gender justice through the Forest Rights Act in India

QUESTION FOR REFLECTION

How can women and men in forest-dependent communities legitimately reclaim their forestland rights in India?

In 2006, the “Securing Rights of the Forest Dwelling Communities through Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act” (or Forest Rights Act (FRA)) was enacted. It aimed to address historical injustices and reinstate the land and forest rights of forest-dependent communities traditionally living on lands notified as state forests. The FRA creates a new rights-based paradigm for forest governance with recognition of two types of forest rights: individual forest rights and community forest rights for both women and men. Both forest dwelling Scheduled Tribes (FDST) and Other Traditional Forest Dwellers (OTFD) (some 250 million people living in and around forests) are eligible to submit claims under the FRA. Although the lead agency for implementation is the Ministry of Tribal Affairs, in practice it is undermined by an array of laws, policies and programs implemented by the much more powerful Ministry of Environment, Forests, and Climate Change.

The FRA provides equal rights for women over both individual lands and community forest resources, and aims to secure women’s representation. However,

these provisions in the law have been largely disregarded (TISS 2018; see also Tyagi and Das 2018). The FRA enables women to claim titles jointly with spouses as members of households, and permits households to submit claims with women as the first title holder (such as single women or women-headed households). Additionally, one-third of the members of the Forest Rights Committee (FRC) under the *Gram Sabha*⁴ (a permanent body for village governance that is responsible for processing FRA claims) must be women. The Sub-Divisional Level Committee and Divisional Level Committee involved in processing forest claims also must have an elected woman member.

Difficulties in a number of dimensions, however, have been identified in the FRA’s gender-equal implementation (Bhalla 2016). The prevailing patriarchal mind-set among state agencies means that women are perceived to be encroachers rather than legitimate title holders (Ramdas 2009; TISS 2018). FDST women are often unaware of the requirements that one-third of *Gram Sabha* meeting attendance must be by women. They do not know what their role on the FRC is, and do not appreciate the importance of participating in site verification (Working Group of Women and Land Ownership 2018). Moreover, in the absence of adequate public services for water, health and so on, women have found it difficult to significantly improve their economic realities, despite obtaining FRA rights (Zaidi 2019). In a twist, Bhil women in southern Rajasthan, who were already managing the community-based forest resources in their relatively more egalitarian society, had their authority usurped when the FRC (with only 30% women membership) took control of community forestry resources (Bose 2011). This reversal demonstrates the importance of examining existing forest access and use patterns before mobilizing programs for gender equality.

4 The quorum of the *Gram Sabha* shall not be less than half of its members, and at least one-third of the members present in meeting should be women.



Lastly, even though the FRA allows title holders to sell their NTFPs as they choose, this does not always work in practice. In states, such as Madhya Pradesh, where the FRA is undermining the forest department's lucrative monopoly on *tendu* leaf (an NTFP typically collected and sold by women for making *beedi* cigarettes), forest staff confiscate *tendu* leaves not directly sold to the forestry department (Kukreti 2017). Unlike Maharashtra, Madhya Pradesh has not amended its forest laws to recognize the NTFP rights awarded under the FRA. Despite such obstacles, there have been some positive changes in women's empowerment due to supportive civil society organization (CSO) work. In southern Rajasthan, once women obtained FRA rights, they were able to access forestlands more easily without the arbitrary behavior of officials and having to pay to collect fodder (Zaidi 2019). Secure land rights also enabled them to sell agricultural products at the local market. Importantly, having FRA land assets has increased confidence among women, especially widows, and regressive practices such as polygyny have been challenged.

Recommendations for strengthening gender rights under the FRA in the states of Odisha and Jharkhand include the following (Bhalla 2016; Richardson 2016):

NATIONAL LEVEL

- increase women's minimum membership in the FRC (from one-third to one-half), Sub-Divisional Level Committee, and Divisional Level Committee
- mandate that the head of every alternate FRC be a woman
- ensure that CSO members in Sub-Divisional and Divisional Level Committees have a proven track record of FRA work

- require mandatory serving times for committee members which are not based on national election cycles
- integrate a module on gender mainstreaming in FRA training for committee members
- disaggregate data by gender, caste, ethnicity and OTFD-related categories.

DISTRICT AND STATE LEVEL

- support government agencies through training and sensitization for government officials
- exchange best practices and lessons learned, including on forest land verification for individual and community rights and recording FRA titles
- support applicants in weighing benefits of individual versus communal titling or a combination of both, each with their own linked benefit streams
- promote deep involvement in target communities to change long-standing customs and practices that work against gender equality
- hold frequent meetings of women's groups to help empower women
- initiate exchanges on gender mainstreaming and integration of marginalized groups (e.g. women, OTFDs) in the FRA implementation process
- distribute Odisha's progressive FRA government circulars to other states
- hold consultations at district level to explore how positive lessons can be implemented in other parts of the state.

Strong support from NGOs and CSOs to help women recognize and assert their rights can create fundamental change in the lives of many millions of marginalized and poor women across India's substantial tribal belt.

LESSONS

Having a law that supports gender-equal principles is an important starting point that enables other supportive activities (typically through NGOs and CSOs). These are critical for achieving the objectives: amending rules, changing prevailing practices, gender-sensitization work, capacity-building programs, reviewing benefit streams, and so on.



If we don't take a gendered approach, we're likely to do more harm than good for women.... In the REDD+ [reducing emissions from deforestation and degradation plus] context, if the status quo is inequitable then interventions that don't understand and address those inequities from the beginning are doomed to perpetuate them.

Dr. Anne Larson

CIFOR Team Leader for Equity,
Gender, Justice and Tenure (2014)

BUILDING GENDER-RESPONSIVE ACCELERATORS FOR EFFECTIVE TENURE CHANGE

Gender-responsive forest tenure reform is possible: women and men working together to create change is now well-demonstrated (Mayers et al. 2013). At the national level, more than two-thirds of heads of forestry agencies in the Asia-Pacific have observed that gender issues are being given greater attention (FAO 2019b). This presents a growing opportunity. Creating positive influence over pivotal policy and decision-making arenas for achieving gender-responsive changes can be done provided there is careful analysis, strategic planning and practical realization of those ideas. In doing so, it is critical to take advantage of the supportive momentum for forest tenure reform, as well as the lessons that have been widely shared in recent years.

There have been changes in how women's role in forestry should be conceived. The importance of women in forestry first came into focus in the 1980s as a result of the fuelwood crisis bringing a "Women in Development" (WID) orientation into action. By the 1990s, however, shortcomings of the WID approach became evident because *both* women's and men's roles in development needed to be considered. Social norms regarding women's and men's roles in the household and livelihood activities were fundamental. As such, a new paradigm called "Gender and Development" (GAD) was introduced. This focused on how the structural and power relations between women and girls, on the one hand, and men and boys could be transformed in positive ways.

There has been much debate about how to achieve gender equality. An important strategy introduced in 1985 for mobilizing such change was gender mainstreaming. After some decades of this approach,

there is growing debate about what the merits of gender mainstreaming are. While many institutions have tried to mainstream gender issues within their work programs, implementation has been weak or uneven with the benefits unclear. There has been doubt as to whether all energies should be put into this gender mainstreaming basket. Instead, it is believed that making development work for women and men requires an approach that is broader in vision than mainstreaming. This can involve, for example, focusing on women's organizations, and carrying out stand-alone work that builds leadership and capability among women and girls (see, for e.g., RECOFTC 2019). Supporting male gender champions in local and national institutions is another approach. Taking advantage of opportunities as and when they arise can instill a more agile and grounded method for mobilizing gender change agents. Rather than seeking sensitivity toward gendered differences, there is a growing move toward gender-responsive approaches that aim to create transformative changes. At times, impatience with the speed of change has led to calls for gender justice.

It is evident that there are a wide range of gender gaps to consider when it comes to community-based forest tenure (Figure 5). How do we prioritize which gaps to focus on first to accelerate change? What type of situational gender analysis is needed to figure out which gaps are of priority importance? Once an analysis is done, a good step-wise strategy can be put into place and a sequential set of actions or interventions can be designed.



POLICY, LAW & GOVERNMENT ADMINISTRATION

- Government forestry policies and laws either do not address gendered needs at all, or if they do, address them in peripheral ways or lack provisions or guidelines to implement them.
- Men who are not aware about gender-equality responsibilities dominate important decision-making institutions.
- Government agencies and other key forestry institutions have weak knowledge, capacity as well as budget to carry out gender-responsive forest tenure work.
- Sectoral divisions between the forest agency and others such as the Ministry of Women, Ministry of Environment, or the National Planning Commission stand in the way of gender integration and coordination in the forest sector.
- There is a lack of gender-disaggregated data for understanding how and why gender is critical for supporting poverty reduction, local livelihoods and equity, conflict reduction, as well as effective forest management among other goals.
- Forest tenure rights are not recorded in a gender-disaggregated way.



FORESTRY PROGRAMS & PROJECTS

- Programs and interventions by the government, donor agencies or NGOs are gender blind.
- The needs of different types of women and men and intersectional forms of discrimination are not recognized.
- Project proponents have poor understanding and recognition of women's role, within *de facto* and legitimate customary and indigenous rights institutions in the implementation of policies and laws.
- Staff are insufficiently sensitized to gender issues.
- Budgetary or technical resources devoted to gender-responsive forest tenure improvements are inadequate.



SUPPORTIVE WOMEN'S & FORESTRY ORGANIZATIONS

- Insufficient understanding of the importance of gender equality and women's empowerment broadly in the forestry sector, in particular tenure issues.
- There is a strong tendency to give importance to obtaining and strengthening community-level tenure rights over focusing on women's and men's specific rights.
- There is insufficient direct and consistent support by NGOs and grassroots federations for local communities in obtaining tenure recognition and asserting forest rights for women as well as men through building women's leadership for effective participation in forest governance bodies.

Figure 5. Gender gaps in forest tenure institutions.



RESEARCH ORGANIZATIONS

- There is inadequate evidence-based research on many key gendered themes of forest tenure from the local, regional to the national scale.
- There is a need to provide educational support and training to new researchers (as well as others, such as government officials, academics, and NGO/CSOs) on integrating gendered approaches into their research and action-oriented analyses.
- Research findings on gender and forest tenure are not communicated in accessible ways to policymakers, parliamentarians, local leaders and other relevant stakeholders.



LOCAL FOREST TENURE & GOVERNANCE

- Patriarchal gendered norms and moral notions of women's role prevail that restrict women's active engagement in forestry beyond the collection of food, fuel and fodder while sanctioning men's freedom of movement, public speech and authority, as well as types of forest uses.
- Constraints on women in terms of the heavy burden of household and childcare responsibilities lead to time and mobility restrictions to effective participatory engagement in tenure governance.
- Long-standing conflicts over forest tenure rights negatively affect women's ability to access and manage their forest resources.
- Forest policies and laws do not explicitly recognize the importance of, and therefore support needed, for gender equality leading to gender constraints and exclusionary outcomes in local communities.
- Women and men may both not be aware of the provisions in laws, regulations or policies regarding gender equality as well as how they are to be implemented.
- Women and the marginalized are often not included in forest governance bodies and also do not possess the authority, legitimacy or leadership skills to influence rule-making.
- Roles, rights, and responsibilities, particularly for women, are unclear or insecure, leading to poor management, conflict and poverty.
- Women's specific rights over trees and forests not recognized within the community-based forest management plan.
- Women and men's differential knowledge about forests over the annual cycle is not acknowledged in policy processes, project design and forest governance.
- Women typically receive lower financial benefits from sale of forest products or payment for environmental services (PES) than men.
- Significant gender gaps exist across a spectrum of additional arenas relevant to forest tenure such as literacy and education; fair employment; access to information and mobile technologies; availability of extension services, technical and business training; credit and markets; accessible transport; and engagement in forest-based enterprises.



ANALYZE

- Understand the achievements to date, as well as future challenges and needs.
- Conduct a situational gender analysis at multiple scales from macro to micro.



STRATEGIZE

- Decide on an effective strategy for achieving change within a specific time frame.
- Develop a vision of what the gender-equal responsible governance of forest tenure would look like.



REALIZE

- Implement the strategy through a set of sequenced and paced activities in which reflection and learning are integrated.
- Identify the right partners for collaborative action and pathways for change.

Figure 6. Three steps for building gender-responsive accelerators for forest tenure reform.

Whatever the context or goals, accelerating gender-responsive forest tenure reform involves three steps to create change in these gender gaps: *Analyze*, *Strategize*, and *Realize* (Figure 6). This covers the whole iterative cycle of reforming forest tenure through a gendered lens irrespective of whether it is being initiated by a community, a gender office in the forest ministry, a women's NGO, a donor agency project, or a local-level grassroots forestry group. While a number of guides and tools are available on forest tenure reform, many of these need to be re-interpreted through a gendered lens (see FAO 2011, 2014; Mayers et al. 2013; Coleman 2019; World Bank 2019a). Thinking afresh is vital because new ideas are needed to envision a gender-equal future. As the VGGT sets out, forest tenure reform is a cyclic process of continuous improvement that builds security across multiple dimensions of tenure regimes (FAO 2012). It is not a one-time endeavor: coordinated momentum needs to be built up for effective transformation.

SECTION 1.2

FURTHER READING

[FAO] Food and Agriculture Organization. 2016. *How to Mainstream Gender in Forestry*. Rome: FAO.

[FAO and RECOFTC] Food and Agriculture Organization and The Center for People and Forests. 2016. *Mainstreaming Gender into Forestry Interventions in Asia and the Pacific. A Training Manual*. Rome and Bangkok: FAO and RECOFTC.

Kristjanson P and Jensen A. 2018. *In Brief: Gender in Forest Landscape Projects. Action and Indicators*. Washington, DC: PROFOR.

GLOBAL GENDER ACCELERATOR: The International Tropical Timber Organization policy guidelines on gender equality and empowerment of women

QUESTION FOR REFLECTION

What is driving the development of new global policies on gender equality for the tropical forest sector?

In December 2017, the International Tropical Timber Council (ITTC) took a major step by adopting its new Policy Guidelines on Gender Equality and Empowerment of Women to support gender integration and mainstreaming (Caswell 2018; Dieterle 2019). The goal was to close the gender gap and empower women at all levels within the tropical timber trade. The impetus behind this groundbreaking move by the International Tropical Timber Organization (ITTO)⁵ was the need to directly link up with various mandates of the SDGs, the

United Nations Global Objectives on Forests, and the United Nations Forum on Forests' Strategic Plan 2030.

This gender policy will be considered when developing, implementing and evaluating ITTO projects and activities across member countries. ITTO projects will be both gender-sensitive and, where possible, gender-transformative. Gender will become integrated within the criteria and indicators guiding both the ITTO as well as implementing partners. This will facilitate the collection of sex-disaggregated data (particularly on women's role in forest industry and trade) and deepen understanding of the issues as well as gains along the way. Through this approach, the national policies of ITTO member countries will also be encouraged to build enabling frameworks to support gender equality.

In tropical timber producing countries, layers of disadvantages operate against women working in and running forest-based enterprises. The patriarchal nature of customary tenure institutions combined with the gender blindness of statutory frameworks on tenure (such as not requiring joint titling of property) means that prevailing rules work against women (ITTO and RRI 2011). Women also do not gain equal access to employment opportunities or receive equal pay for equal work. Without formal tenure rights to obtain loans, they are unable to initiate entrepreneurial projects (Caswell 2019). Lastly, women are poorly represented in many timber trade companies, be it in production, processing or manufacturing (especially at senior levels), in major forest authorities, institutions and organizations; and international trade groups (Caswell 2019). Implementation of ITTO policy guidelines will have to work on these many obstacles.

⁵ The ITTO is a commodity organization set up in 1994 that has member countries covering both production and consumption nodes of the tropical timber trade. It develops policies and provides a forum to discuss and exchange information on the global tropical timber economy. Its members cover 80% of the world's tropical forests, and 90% of the world trade in tropical timber.

The ITTO guidelines are made up of eight core elements (Caswell 2019):

- a. ITTO policies, action plans and thematic programs. Integrate a gender perspective and mainstream gender.
- b. ITTO project cycle. Gender equality will be addressed in all aspects of the project cycle. The *ITTO Manual for Project Formulation* contains updated guidance on how to conduct a gender analysis.
- c. Capacity building. Enhance capacity to establish, strengthen and implement laws and policies to achieve gender equality and empower women, particularly in tropical forest sector.
- d. Statistics and information. Gender will be integrated in data collection and statistical processes.
- e. Learning, knowledge management and communication. Increase learning on gender equality as part of knowledge management practices, including by scaling up best practices and improving understanding of gender and the international tropical timber economy.
- f. Networking and partnerships. The ITTC and ITTO Secretariat will work with Trade Advisory Group and the Civil Society Advisory Group to strengthen gender mainstreaming. Alliances will be built with relevant organizations such as UN Women.
- g. Internal functioning. ITTO will strengthen gender balance in the Council's bureaus, expert panels and working groups. Create an office atmosphere of respect for women at all levels.
- h. Accountability. A mechanism will be established that tracks and measures progress on the above.

LESSONS

The SDGs together with other international UN forestry objectives play an important role in catalyzing the creation of national gender-equal policies for the forestry sector.



We need to challenge our own blind spots and put gender research into practice. In the gender arena there's been a lot of very good research and knowledge generated on the landscape approach, but unfortunately not much of it has been used to advance or create actions that advance gender equity — this is an ongoing puzzle and we need to think about how different actions can advance our goals of gender equality.

Dr. Esther Mwangi

CIFOR Principal Scientist (Mollins 2013)

CREATING CHANGE

STEP 1: ANALYZE

In order to get started, there has to be a good up-to-date understanding of where things stand with respect to gendered forest tenure and its responsible governance. This is the first step: *Analyze*. Usually, whatever information is available is quite limited and even discussions on the subject are relegated to the margins of the debate. Therefore, an analysis of the current state of gender in forest tenure is essential – an undertaking that will quickly pay off. It is the art of identifying key fracture lines that need the most work. A detailed evaluation of what is going on and what needs attention can be called a situational gender analysis. What are the particular gender gaps at work in a specific context? To what extent are laws influencing actual practice in community-based forest tenure regimes?

Such a situational gender analysis of forest tenure examines the factors that affect how women and men access, use and manage forest resources in order both to understand what the success factors are, as well as to identify the pivotal challenges to be addressed. While many different types of gender analysis frameworks are available (for a comparative assessment in the forestry sector, see, for example, Manfre and Rubin 2012; FAO

and RECOFTC 2016; also IREX 2018; Ochieng 2019), in practice, the analytical focus and approach need to be tailored to the goals and target landscape. A reliable evidence base is the foundation for establishing a strategy with its roadmap or action plan. Of course, it will also help to track trends in positive changes and update the strategy. Such an analysis can inform varied types of objectives from the bigger goal of amending the forest laws or policy goals to the day-to-day goal of reducing any harm to women and men in local forest tenure institutions.

Based on the analysis, a status report on gender and forest tenure (be it national or local in scope) can be widely disseminated to help set out what has been achieved to date, and also inform the crafting of a strategy for change. A set of guiding questions is given in Figure 7 to help carry out this situational gender analysis. These questions broadly draw upon the ‘gender box’ forestry framework that examines key gender issues at three scales: macro, meso, and micro (Colfer 2013). For any specific situational gender analysis, a tailored set of questions will need to be identified that depends on the objective at work.

GUIDING QUESTIONS NATIONAL & SUBNATIONAL SCALE

CONTEXTUAL FACTORS

- What type of forest ecology and conditions prevail in different parts of the country? Is the timber in high demand for commercial purposes? What level of dependency is there among women and men on the varied forest resources?
- In what way have changes in the local socioeconomic and infrastructural conditions affected forest tenure rules within local forest governance bodies for women and men across the country?

CURRENT STATE OF GENDER & FOREST TENURE

- Who is affected by the current national forest tenure situation (consider women and men of different income, social and ethnic status)? What are the gender differentiated impacts?
- Are there insecure tenure conditions for women and men? Are they due to the absence of law and policy that asserts the importance of gender equality? Are there long-standing conflicts or zones of instability that are affecting recognition and assurance of tenure conditions? Are there investment pressures on land for conversion to agricultural use or forest plantations? Is there poor government service delivery?

Figure 7. Framework for situational gender analysis of community-based forest tenure.

Source: Adapted from Larson (2012), Colfer (2013), FAO (2019c), Kristjanson et al. (2019).

FOREST TENURE REFORM PROCESS

- Has a national forest tenure assessment been carried out? Does it adopt a gendered perspective? Does it draw upon international good practices for its evaluation?
- Is there an ongoing forest tenure reform process? Is it a gender-responsive process? How are women and men participating in the design and implementation of the process? What has been achieved (in policy, law and their implementation) and what still needs attention?
- Who are the parliamentarians, key decision makers, NGOs/CSOs or federations who are supporting gender equality in forest tenure? Is there strong women leadership among these influential agents of change?
- Has there been devolution in forest tenure rights to IPLCs? Over what types of lands or forests has this devolution occurred? What was the driving force behind the devolution? Was it carried out through policy or legal frameworks?
- How well does the forest tenure policy and legal framework compare with the VGGT guidelines, especially on gender?
- Does the policy or legal framework offer protections in the face of large-scale investments and marketization, as well as tenure changes due to climate change adaptation and mitigation?
- Have positive gender-equal changes in community-based forest tenure institutions been achieved? Who have been the key actors behind this change?

GOVERNMENT ADMINISTRATION

- How well are forestry laws or policies implemented in practice?
- Are there local government offices or service providers that are able to respond to the community needs of women and men in adequate ways?
- How does the administration of tenure rights take place in relation to recording tenure, taxation, valuation and spatial planning? Is it attentive to gender issues?
- Is there any gender-disaggregated data collected on the forestry sector including on tenure?

LOCAL SCALE

FOREST GOVERNANCE

- Is the current forest tenure arrangement a newly developed or customary system? Or is it a hybrid type reforming a long-standing set of tenure practices? Is it a *de facto* or *de jure* system?
- How were the current boundaries of the community-based forest tenure regime demarcated and mapped? Were women and men both consulted and involved?
- What is the forest governance system that manages the local forests? How gender equal is the membership of the governance body? What are the sources of its legitimacy? Are there effective women leaders? Any local women's group supporting members of the forest governance system?
- What type of participation do women and men engage in within the governance body? Where on the spectrum from nominal to empowering participation (see *Her His Forest Tenure Insight no.9*)?
- What type of government regulatory frameworks (be it on forests, timber extraction, or enterprise development) affects how the forest governance body can operate? Does it have to pay taxes? Does it have to have a forest management plan approved by the government in order to legitimately function as a governance body? Does it need to obtain licenses to operate a forest-based enterprise? Transport permits?
- Does the government provide any training, capacity or technological support to the local forest governance body?
- What are the overall goals of the forest governance body with regard to the forest condition and to the social uses of the forest? What types of rules over which bundles of rights have been established by the governance body? Are the various incentives adequate for motivating long-term commitment by both women and men community members to sustainable forest management? Does it cover a 'holistic bundle of resources' meaning both high and low value ones?
- Are there different types of access, use and management rights for women and men of different socioeconomic status for the varied forest products? Is this determined by social norms or by formally established rules? Is there a formal forest management and operational plan? Does it recognize women's and men's specific rights? Does the plan influence how forests are actually managed in practice?
- Are women and men both involved in patrolling, monitoring and ensuring rules are complied with?
- How are different types of forest-derived benefits (both subsistence and commercial) shared between women and men in the community? Are these individual or collective benefits?
- If disputes appear, what do they usually revolve around? How are they addressed? Are the dispute resolution systems attentive to gendered differences?

HOUSEHOLD DYNAMICS

- What types of domestic roles do women and men have within their households? Childcare? Cooking? Food collection? Health care? Elder care?
- What type of assets and education do women and men have in the local community? How does it affect the ability of women and men to govern and benefit from the forests?
- What are the decision-making dynamics between women (older and younger) and men (older and younger) within the household? How do negotiations take place? Who controls financial resources? What types of reproductive rights exist?
- Are there any differences in the knowledge that women and men have of the local forests? What factors affect their knowledge? Are there overlaps in knowledge?
- Are there particular geographical spaces women and men are allowed to work in? Only in the home? In specific areas of forests near their home? Which types of forests? Forests further afield?
- How do inheritance and marriage practices and laws affect how women and men are able to benefit from existing forest tenure rights allocations?
- Do women and men have individual bank accounts? Is mobile banking available?

COMMUNITY DYNAMICS

- How is technology (including mobile technology) used by women and men? What types of technology are available? Are they labor-saving or time-saving technologies?
- Are there any collectively-managed funds, resources or groups within the local community? What types of practices are carried out collectively?

GENDERED IMPACTS

- In what way does the level of women's effective participation on the local forest governance body affect the content of tenure rules as well as the social dynamics around forest use and management? If women's participation on governance body has increased, how has it changed men's behavior?
- In what ways have interventions to support gender equality generated women and men's empowerment? Through: political leadership; control over household income; household decision-making over education or reproductive health; or joining women's groups and larger political causes?

How can the research for this type of situational gender analysis be conducted? In all likelihood, this analysis will be interdisciplinary, requiring some ecological and substantial social science knowledge. A mix of research methods (methodological pluralism) will be called for because the analysis will need to look across numerous issues such as economic growth, trade dynamics, laws, government administration, governance, rule systems, leadership and the micro-use of forests (Bose 2017; Bose et al. 2017).

There is no simple formula for how to do this action research, but guidance can be found in various publications on gender analysis (see Manfre and Rubin 2012 for example). There are numerous possible methodologies: literature review, participant observation, questionnaires, focus groups or individual interviews with government officials and experts, focus group interviews with NGOs or local communities, household interviews, household socioeconomic surveys, interviews with women leaders, participatory mapping exercises, among others.⁶ Where conflict is a significant issue, the *Rapid Land Tenure Assessment* manual is valuable (Galudra et al. 2010). If detailed information on household livelihoods and well-being is needed, the *National Socioeconomic Surveys in Forestry: Guidance and Survey Modules for Measuring the Multiple Roles of Forests in Household Welfare and Livelihoods* (FAO, CIFOR, IFRI and the World Bank 2016) can jumpstart thinking to meet specific needs. Whichever types of methodologies are used, some guiding principles should be kept in mind when designing action research on gender and forest tenure (see Figure 8).

⁶ It is very useful to learn about very specific methodologies that can inspire an approach true to your needs. Take, for example, some from this menu: Mapping Gender Preferences for Tree and Shrub Forages, Understanding Gender Roles in Production and Marketing of Agroforestry Tree Products using Task Assessment, Gender-Specific Assessment of Natural Resources using the Pebble Game, Participatory Resource Mapping for Gender Analysis, Capturing Gendered Appreciation of Multifunctional Landscapes through Viewscape Interpretation, Capturing Gender-Specific Understanding of Landscape Functions through Participatory GIS, and Social Network Analysis for Determining Gender-Differentiated Sources of Information and Tree Seedlings among others (see Catacutan et al. 2014a).

No single approach

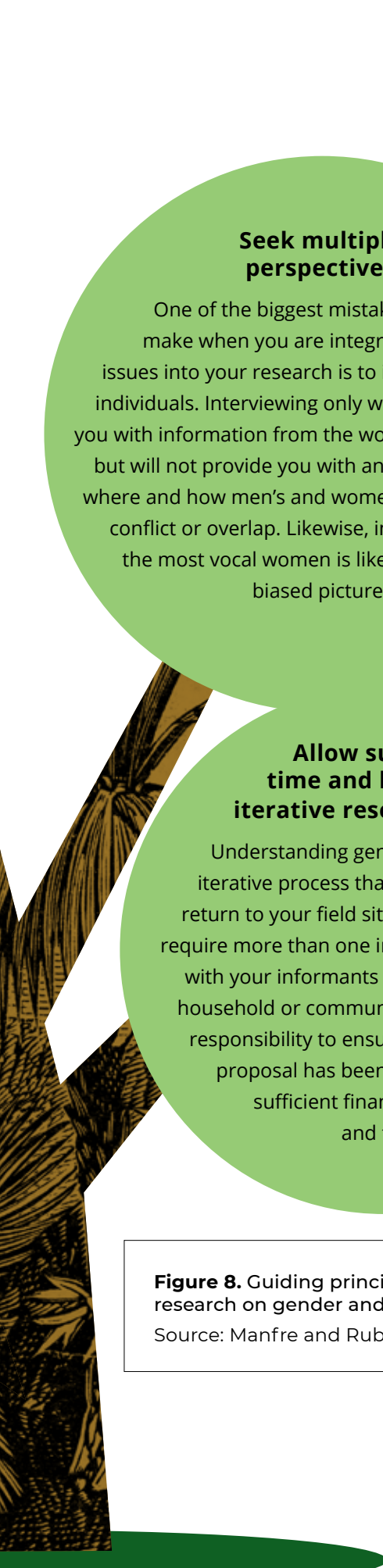
Because gender roles and relationships are defined in space and time, you need to be prepared to modify and adapt the methods and tools you use for different contexts. Gender roles and relationships vary across geographies and time. Therefore, it is vital to be ready to learn what gender dynamics are like locally.

Know your context

Precisely because gender dynamics are rooted in local sociocultural dynamics, becoming familiar with your site will help you to identify appropriate methods and tools for research. For example, knowledge of the research site can help you determine whether focus group discussions need to be single or mixed sex, or whether they need to be disaggregated by age and/or sex. This knowledge can be acquired through primary and secondary research.

Use quantitative and qualitative methods

Using a combination of methods allows triangulation and permits you to be more confident about your findings. It also gives you the ability to tailor arguments to diverse audiences according to preferences for either quantitative or qualitative findings.



Seek multiple perspectives

One of the biggest mistakes you can make when you are integrating gender issues into your research is to interview too few individuals. Interviewing only women will provide you with information from the women's perspectives, but will not provide you with an understanding of where and how men's and women's opinions differ, conflict or overlap. Likewise, interviewing only the most vocal women is likely to provide a biased picture.

Allow sufficient time and budget for iterative research phases

Understanding gender dynamics is an iterative process that may require you to return to your field site several times. It may require more than one interview or conversation with your informants to fully appreciate the household or community dynamics. It is your responsibility to ensure that your research proposal has been designed to allow sufficient financial resources and time.

Figure 8. Guiding principles for action research on gender and forest tenure.

Source: Manfre and Rubin (2012).

The benefits of varied data collection methodologies, especially participatory ones, need to be evaluated before deciding how to go about the study (for a discussion on this, see Nightingale 2003; Colfer and Minarchek 2012; Manfre and Rubin 2012; CGIAR Gender Platform n.d.). In terms of forward-looking approaches, methods such as participatory prospective analysis (PPA) can help plot out future scenarios. PPA explores and anticipates changes and involves foresighting and building alternative scenarios. It also facilitates engagement between multiple stakeholders who may have different and, at times, conflicting perspectives. As a collaborative approach, it brings together actors involved in forest tenure reform implementation to forge a consensus strategy (see for example, Liswanti et al. 2019 on Indonesia, and the methodological guidance in Bourgeois et al. 2017).

Once the data and information have been collated, a draft report can be prepared that can be shared in workshops with specific stakeholder groups to ensure balance in representation and accuracy. When finalized, the status report can be used to prepare a summary or brief (and translated into local languages). This can help to broadly circulate the main findings and recommendations for developing a strategy. Such a study can also be updated after, say, 5 years to provide a sense of direction of change.

SECTION 1.3

FURTHER READING

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ANALYZING GENDER EQUALITY IN A NEW COMMUNITY FORESTRY STRATEGY: Lessons from the Democratic Republic of Congo

QUESTION FOR REFLECTION

How can an analysis of gender challenges help to bring about gender equality in a new legal framework for community forestry?

In February 2016, the Democratic Republic of Congo (DRC) finalized a new legal framework for community forestry. Compared to neighboring countries, this was an extraordinary development because the local community forestry concessions would be much larger (at 50,000 hectare (ha) maximum), be held in perpetuity by local communities following custom and could be

used for multiple purposes (Rainforest Foundation UK 2018). The DRC has the second largest and most intact contiguous tropical forest in the world. This was a huge opportunity to attain gender equality: the potential impact on the 40 million forest-dependent people (half of the national population) could be sizable with some 75 million ha (three-quarters of its national forest area) available for community forestry.

Given this was a new development, the potential to set into motion gender-equitable practices from the start was substantial. Because of the magnitude of the tasks ahead, one international NGO working on community forestry, Rainforest Foundation UK, believed it was essential to learn from small pilots built upon careful analysis of local conditions and only then scale up.⁷ Failure early on would disillusion communities. Therefore, when a Roundtable on Community Forestry was created in 2015 in order to prepare a National Community Forestry Strategy (that was finalized in 2018), it set about working out key gender and equality principles.⁸ Based on this, a set of 10 pilot concessions was established in western DRC over a 5-year period (2018–2023). The design of these pilots involved a literature review and field-based assessment (in Équateur Province) of the gender issues among Bantu communities (Rainforest Foundation UK 2019b, see also Moïse 2019).⁹

Through this process, some key elements of the gender challenge came into focus: women in comparison to men had limited access to education, information, reproductive health services, social and economic networks, and decision-making opportunities (see also

⁷ Research examining the financial benefits from community forests in eastern DRC indicates that because of high start-up costs and complex regulatory requirements, the studied community forests had negative financial performance (Lescuyer et al. 2019).

⁸ In this strategy, gender is considered a “cross-cutting component” and “its strategic axes must also incorporate the perspectives of gender, youth, and vulnerable groups in order to be inclusive.” Additionally, it states that women “are important users of the forest ecosystem and must be taken into account when setting up governance structures, making decisions and allocating concessions.” In particular, it guards against a non-inclusive interpretation of customary practices: “the DRC model based on customary and cultural entities (families, clans and lineages) must not discriminate against women.”

⁹ Given that Indigenous women face different challenges, gender dynamics in their communities will need to be studied separately.

Samndong and Kjosavik 2017). Although women were as active as men in forest management, this did not translate into authority over decisions at household or community levels (Steim and Krause 2016). Because land rights were clan and lineage based, women were dependent on men for access and ownership, and there was inadequate legislation guaranteeing their rights and inheritance (Moïse 2019). In light of these restrictive dynamics, women proposed that one man and one woman from each clan should sit on the local community forestry management committee, which should also include representation from marginalized groups. Here, because different clan unit clusters in a village managed collective affairs at the clan level, the 'community' of community forestry needed clan representation. Since gendered relations vary by clan, addressing gender issues across the community is a delicate task.

Most importantly, the gender assessment found that there was a significant need to build capacity among local government staff as well as change attitudes among community members through the support of women's organizations and other civil society groups. Among the many pro-active recommendations for gender-responsive action were (see Rainforest Foundation UK 2019b):

- Recognize the importance of gender equality in the constitution of management bodies in the current community forestry legislative framework
- Establish a minimum threshold or quota for women participants

- Work toward at least 30% representation by women in local management structures, striving ultimately for 50%
- Foster emergence of women leaders
- Document women's forest knowledge and practices
- Draw up an inventory of existing collective practices
- Develop indicators that measure the quantitative and qualitative involvement of women, and the benefits they obtain
- Conduct certain activities, such as focus groups or mapping, with women separately
- Ensure that the redistribution of income directly benefits women
- Encourage networking between women from different communities
- Continually raise awareness among different groups of men (elders, heads of household, youth)
- Identify male equality 'champions'.

Ultimately, these gender analyses led to positive actions to change statutory protections at the provincial level. In Équateur Province, the Coalition of Women Leaders for the Environment and Sustainable Development successfully mobilized to create, for the first time, a provincial decree that protects women's land and forest rights in May 2018 (Losale and Cyr 2018). Now the Coalition is mobilizing similar changes in Mai-Ndombe, Sud Kivu, and Kongo Central provinces. These actions could be a game changer for national-level recognition of women's forest rights.

LESSONS

Work quickly to identify the gender challenges in creating a new legal framework for community forestry by carrying out gender assessments. These will provide a set of locally tailored gender-responsive interventions in combination with revisions to the legal framework.

I have argued for the need to situate black women's struggles geopolitically in order to understand the dynamic nature of domination and resistance, and the uneven and multiple power relations within which women act. I have also stressed the heterogeneity of women's movements, and traced how race and ethnicity intersect with gender, class and other factors to shape Afro-Colombian women's needs and activism. Lastly, I invoked postcolonial feminism to suggest to forestry scholars and gender experts that it is imperative to reflect critically on the desires and methods to conserve forests and better the lives of Third World women. That is, I bring into the discussion of forests and gender the reminder that development and conservation projects are projects of environmental and social change, and therefore political projects embedded within complex and uneven networks of power relations. Understanding these power relations and how they unfold in a particular location and sector are key to gender and forestry research and action.

Dr. Kiran Asher

Professor of Women, Gender, Sexuality Studies,
University of Massachusetts-Amherst (2016, 217)



CREATING CHANGE

STEP 2: STRATEGIZE

The first step in the situational gender analysis highlights the challenges so that the strategic plan can define the overall direction of change needed to bring about gender-responsive reform of community-based forest tenure. The second step for creating change is: *Strategize*. It sets out where your community, office or institution wants to be at some point in the future, and what type of steps it will take to get there. If useful, it can include a vision statement of what type of gender-equal forestry world is being sought to capture the inspirational elements that are driving the strategic thinking and work. The strategy can then set out specific goals to be achieved over a given time period. Ideally, it will also include components on communication and influence. Once completed, the third step for change, *Realize*, can be undertaken to create a roadmap or action plan that lays out what specific set of steps are needed to ensure goals will be within reach.

In developing a results-oriented strategic plan, it is useful to first consider the lessons that have emerged from work on forest tenure reform to date (see, for example, Coleman 2019) (Figure 9). They help to scan the current landscape of development thinking, forestry sector objectives and forest tenure context to distill and prioritize what issues first need attention, as well as how to achieve transformation.

Once there is a sense of what the overarching needs are, then it is possible to zoom in on the specific set of goals. Figure 10 provides a list of all the major elements that need strategic attention in securing gender-responsive forest tenure reform. Some of these elements will require a sustained strategy over a long period of time: such as achieving policy or legal reform. Others, such as building a system of recording gender-disaggregated tenure rights, could be put into place more quickly, especially at local levels. When thinking strategically, it is valuable to sequence interventions so that whatever can build success quickly and receive wide public recognition will generate momentum toward the long-term picture.

Developing a strategic plan requires some anticipatory planning. Who should be heading up its development? Ideally, the leadership of the office, organization or village should be the key coordinator, who, with support staff, designs the process for strategic planning. This will involve a meeting, be it for one or two days or longer. Important considerations include who will participate: here, not only should representative staff (gender-equal) be involved, but it may be useful to invite other members of collaborative organizations with whom there is an established and productive relationship, as well as some experts on key themes such as gender and forest management. Consider where it will take place. Will it take place in an office, or will there be an off-site center where participants can socially connect while also focusing on the strategic plan? Then, importantly, having a facilitator who can help to organize the schedule of the strategic planning session and facilitate the main sessions (some will be plenary-style and others will be small group discussions) will be valuable. Careful pre-planning with the facilitator to organize each section of the strategic planning meeting will prepare the ground for a successful collaborative venture. Instilling a culture of listening, joint reflection and brainstorming future possibilities will ensure that the plan supports the overall vision of the participants.

SECTION 1.4

FURTHER READING

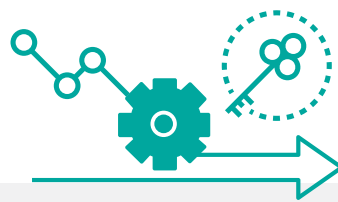
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GLOBAL & NATIONAL DEVELOPMENT AGENDAS

- Should be part of a holistic and integrated reform agenda for the forest sector that is in line with policies on gender equality and social inclusion, as well as poverty alleviation.
- Need to be related to goals of the overall national development agenda, including on gender equality.
- Can draw upon global agendas such as the 2030 Agenda on Sustainable Development, the Paris Agreement, the VGGTs, REDD+, and Forest Landscape Restoration to build momentum.



STRATEGY FOR CHANGE

- Utilizes windows of opportunity to ensure that the actions have a higher chance of achieving the desired forest tenure reform goals.
- Identifies powerful change agents: Strengthens women's, community and indigenous organizations and tenure champions so that they can promote the gender-responsive forest tenure agenda.
- Puts into practice an iterative process that involves collaboration, learning and reflection in the transition to gender equality.
- Collates and shares lessons on the achievements and challenges of local-level forest management institutions and enterprises by tracking change.

Figure 9. Lessons for an effective strategic approach to gender-responsive forest tenure reform.

Source: Adapted from Hobley (2007), FAO (2011, 2014b); Aggarwal and Freudenberger (2013); Mayers et al. (2013); RRI (2017, 2018, 2019).



NATIONAL POLICY & LAW

- Builds gender-responsive approaches into existing legal and policy frameworks that promote defensible and durable rights, as well as social equity, but proactively considers how implementation can be practically carried out in effective ways.
- Reviews procedures and institutional frameworks to ensure that clear roles, guidelines and provisions are in place for coordinating gender-responsive implementation at all governance levels.
- Aims to harmonize forest tenure systems with land tenure systems.
- Identifies whether there are constructive decentralization processes with which devolution can work to promote gender-responsive changes.
- Builds supportive networks to help gender focal person in forestry ministry carry out their work.

RESPONSIBLE GOVERNANCE OF COMMUNITY-BASED FOREST TENURE

- Aims to understand the cultural and social embeddedness of tenure practices by identifying the multiple local networks that influence how decision-making arenas function.
- Works toward transparent, accountable and participatory tenure governance institutions that are multistakeholder in orientation.
- Where legal frameworks are new for community forms of tenure, works to roll them out through pilots and then at scale so that rights can be translated into valued benefits in practice.
- Strives to ensure there is no rollback or regression of IPLC tenure rights.
- Ensures that forest tenure rules suit the local circumstances, needs and objectives – complex rules mean there will be a lower chance of implementation and higher transaction costs.
- Helps to focus on laws and policies, and also build ‘secure enough’ gendered forest tenure by working on factors that affect perception of tenure security such as social practices, trust in government and legal awareness.
- Promotes and strengthens overall social equity in community tenure regimes through win-win pathways working with male champions.
- Builds gendered systems of compliance with forest tenure rules to ensure that they have minimal transaction costs and maximum enforcement capability.
- Initiates pilots with the private sector on strengthening gender-equal forest tenure rights held by IPLCs in order to promote social impact enterprises and overall economic growth.

1

KEY ACTION ARENA

**Legal
frameworks
for tenure
rights**

DIMENSIONS

- Recognition of all rights and rights holders, including women and men of different status
- Recognition of a robust bundle of rights that are inclusively allocated to all women and men
- Recognition of a 'holistic bundle of resources' that support women and men's potential

2

KEY ACTION ARENA

**Implementation of
legal recognition**

DIMENSIONS

- Accessible, efficient procedures suited to both women and men
- Formal recognition of indigenous and community lands

3

KEY ACTION ARENA

**Appropriate
regulations for
land and resource
management**

DIMENSIONS

- Management objectives that are attentive to women's and men's needs
- Regulations that are simple, minimize transaction costs, and are appropriate to management objectives
- Efficient implementation of permitting processes
- Recognition of the diversity of resource-based livelihoods

4

KEY ACTION ARENA

**Effective support
from responsible
government agencies**

DIMENSIONS

- Participatory and adaptive processes for decision-making with equal participation from women and men
- Political will and aligned objectives including gender equality
- Clear and mutually supportive mandates for responsible agencies that include gender equality
- Capacities and financial resources for gender equality transformation through the government's implementation roles

Figure 10. Key action arenas for securing gender-responsive forest tenure reform.

Source: Adapted from World Bank (2019a).

5

KEY ACTION ARENA

Empowered and inclusive tenure governance

DIMENSIONS

- Inclusive institutions and decision-making processes that include women and men of different status
- Community defined rules and/or plans for land and resource governance
- Capacities and financial resources for tenure security and role of tenure institutions
- Multilevel links to social mobilization, advocacy and support organizations such as women's organizations and forestry federations
- Enabling frameworks for enterprise development

6

KEY ACTION ARENA

Systems for recording tenure rights

DIMENSIONS

- Comprehensive gender-disaggregated and accurate information
- Accessibility and affordability of the system in order to record, maintain/update, and share information on tenure rights

7

KEY ACTION ARENA

Enforcement of tenure rights

DIMENSIONS

- Gender-sensitive capacities and mutual support among institutions responsible for enforcement
- Effective implementation of monitoring and enforcement systems involving both women and men

8

KEY ACTION ARENA

Protection of tenure rights in relation to other forms of tenure and land use

DIMENSIONS

- Legal clarity and resolution mechanisms for rural and environmental policy coherence
- Strong safeguards to avoid infringements on tenure rights – including Free, Prior and Informed Consent (FPIC) and environmental and social standards

9

KEY ACTION ARENA

Conflict and dispute resolution

DIMENSIONS

- Accessible and competent mechanisms to resolve disputes initiated by women and men over tenure rights
- Effective gender-sensitive resolution of disputes

STRATEGIZING FOR A GENDER LEAP FORWARD: *Aliansi Masyarakat Adat Nusantara* (AMAN) mobilizes women's knowledge for customary forest recognition in Indonesia

QUESTION FOR REFLECTION

How can anticipatory participatory mapping work to incorporate women's knowledge into accelerated large-scale customary forest lands recognition?

In a landmark case, the Indigenous People's Alliance of the Archipelago (*Aliansi Masyarakat Adat Nusantara*, AMAN) in Indonesia filed a request in 2012 for an official juridical review of Forestry Law no. 41 of 1999. They asserted that although the law recognizes the existence of customary forests (*hutan adat*), these forests would be designated and managed as state forests (*hutan negara*). AMAN argued that this law went against the principles enshrined in Indonesia's Constitution. In response, Indonesia's Constitutional Court Ruling no. 35/PUU-X/2012 (known as MK 35) established a

major precedent by asserting that customary forests would no longer be part of state forests. This ruling has legitimized the massive transfer of forest tenure rights from the government to customary communities affecting some 50–70 million Indigenous peoples living in and around Indonesia's forests. The question is how quickly can this process actually take place?

In 2010, prior to this juridical review, AMAN had pre-emptively started laying the groundwork for the gendered recognition of customary rights. It actively involved women in its participatory mapping of customary forests (covering more than 7 million ha to date). In addition, it set up an Ancestral Domain Registration Agency (*Badan Registrasi Wilayah Adat*, BWRA), together with the Indonesian Community Mapping Network (*Jaringan Kerja Pemetaan Partisipatif*, JKPP) and Forest Watch Indonesia (Down to Earth Indonesia 2010). The BWRA establishes standards for community participatory mapping and documentation. It operates as a service center that registers, verifies and certifies claims prior to submission to the Ministry of Environment and Forests. It also integrates these maps into other governmental unified mapping initiatives. From the beginning, JKPP's mapping approach recognized the importance of women's knowledge about boundaries and resources in their areas (Down to Earth Indonesia 2014).

Rather than a blanket gender approach, JKPP understood the need to consider actual local gender dynamics, including the level of women's leadership and authority in different customary communities across the archipelago. The previous National Coordinator of JKPP, Kasmita Widodo (now head of BWRA) reflected that where women have taken the lead in their communities, such as in pushing against mining takeovers, they have also played a dominant and strategic role in their participatory mapping work. In some areas (such as among the Tanah Ai indigenous community in Flores

of East Nusa Tenggara) where women are the formal land rights holders paying the land tax, they naturally assumed a leading role in mapping and land-use decision-making. Even when women have not been in the lead, JKPP's work mobilized one woman from each village in the mapping team, held women's focus group meetings, organized a women-only facilitation team to go from home to home and held meetings at times and locations that suited women's schedules.

Although the first round of MK 35 implementation has been very weak, with only 66 *hutan adat* certificates having been issued for over 44,630 ha by 2020 (with the largest in Kalimantan for 9480 ha),¹⁰ there are many positive signs emerging. The Tenure Facility is supporting a significant expansion of AMAN's participatory mapping efforts (The Tenure Facility n.d.), in particular by incorporating gendered perspectives. In parallel, there has been a new tide of organizational change strengthening women's involvement in

customary forest mapping. In 2012, AMAN established a wing called Perempuan AMAN (Association of Indigenous Women of the Archipelago) (Perempuan Aman n.d.). Its chair, Devi Anggraini asserted that its goal is to involve more women in both community participatory mapping and drafting laws at the local and national levels to build women's economic development. Additionally, both the recent heads of AMAN, Rukka Sombolinggi, as well as the lead for the national Consortium for Agrarian Reform (*Konsorium Pembaruan Agraria*, KPA) (supporting customary tenure rights) are women. These developments have occurred against a background in which little attention has been paid to gender and forest tenure in Indonesia (Siscawati and Mahaningtyas 2012; Siscawati 2020). All in all, the landscape of gender-responsive initiatives has blossomed to ensure that the large-scale implementation of MK 35 is a socially inclusive endeavor.

LESSONS

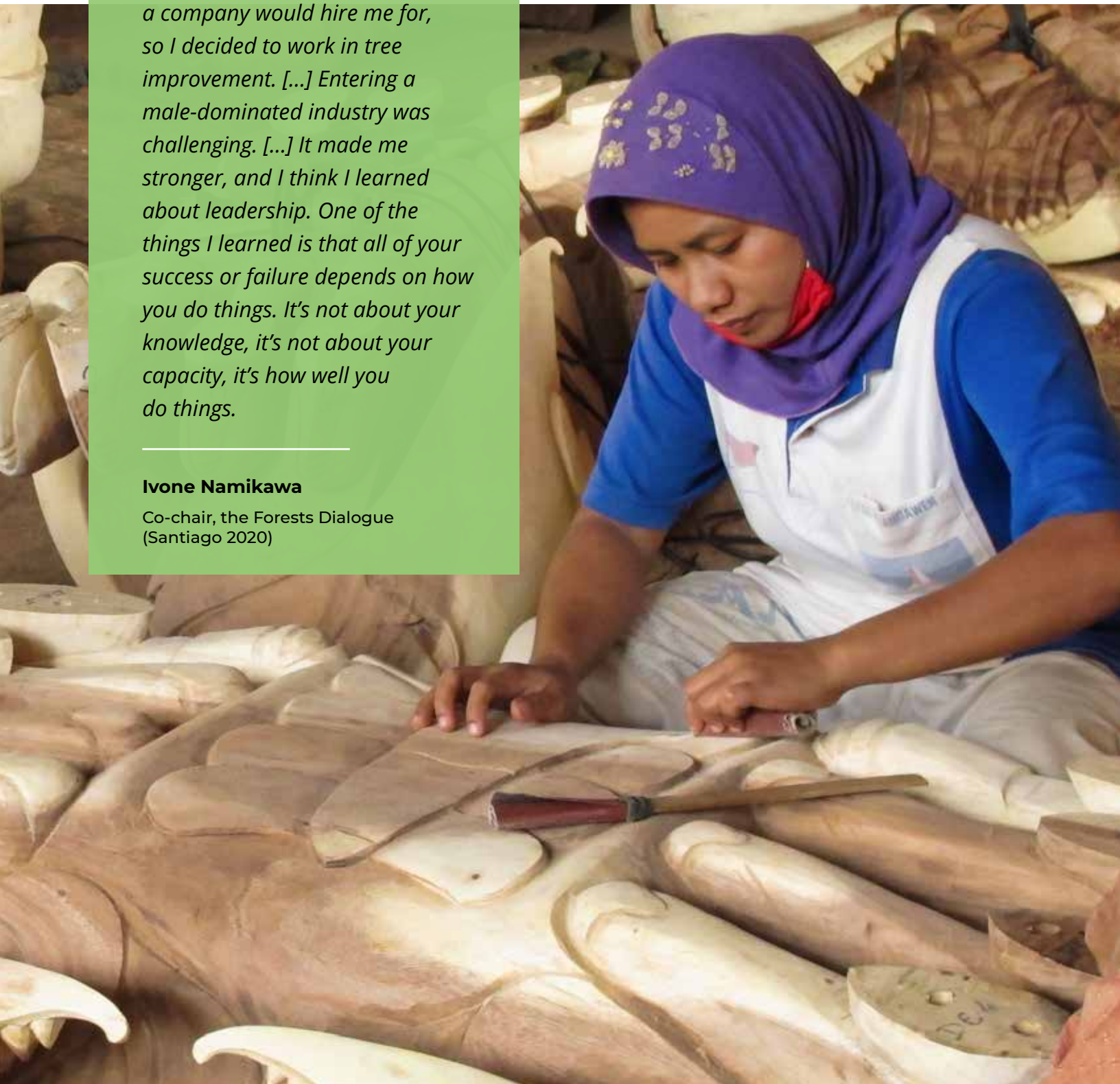
Anticipate the importance of gender-responsive participatory mapping when setting up the groundwork for recognition of customary forest tenure by understanding local gender specificities and building women's leadership in key national and legal organizations.

¹⁰ See the government site for updated data on *hutan adat*: <http://pkps.menlhk.go.id/>

As a woman, 35 years ago in a school of forestry, I needed to be trained in something that a company would hire me for, so I decided to work in tree improvement. [...] Entering a male-dominated industry was challenging. [...] It made me stronger, and I think I learned about leadership. One of the things I learned is that all of your success or failure depends on how you do things. It's not about your knowledge, it's not about your capacity, it's how well you do things.

Ivone Namikawa

Co-chair, the Forests Dialogue
(Santiago 2020)



CREATING CHANGE

STEP 3: *REALIZE*

This third step, *Realize*, is centered on how to design and implement interventions that can bring about the changes sought in the strategic plan. This forms the road map or action plan. One of the main difficulties faced by tenure reformers is that the strategic plan is never actually implemented. What this means is that consideration must be given to what is practically feasible given the political landscape, who the collaborative agents of change can be, the budgetary scenario and the human resources available to carry it out. The reality is much more complicated, time-consuming and unpredictable than an idealized scenario. Achieving positive results will need both short-term and longer-term actions that will build confidence and enthusiasm for achieving the goals. This demands a rather tenacious approach.

In any road map, it is essential to identify the process of change needed for achieving any sub-goal that relates to a particular action arena. This process is likely to be a step-wise one, engaging with four different spheres of action (Figure 11).

Careful thinking about who the partners for change will be helps to bring about the targeted goal. Who are the critical actors and what are the levers of change needs

deliberate reflection (Bhalla 2016)? Which organization has networks and influence over particular action arenas? Which leaders will be able to anchor the local work so that a productive and well-targeted approach can be put into place? What is the right way to slowly nurture such leaders who possess influence and strategic knowledge?

How can influential CSOs be supported with training on tenure issues (see FAO 2014b; and FAO and FIAN International 2017, for example)? Some important pointers in thinking about collaborating partners are:

- Diversify your view of change pathways and change agents – do not always choose the usual suspects; think and think again.
- Identify women change agents – in women's organizations as well as influential women leaders, but also those coming into their own through considerable experience and determined motivation.
- Work with men as allies and identify male champions and leaders of organizations who actively pursue gender equality in the forest sector.

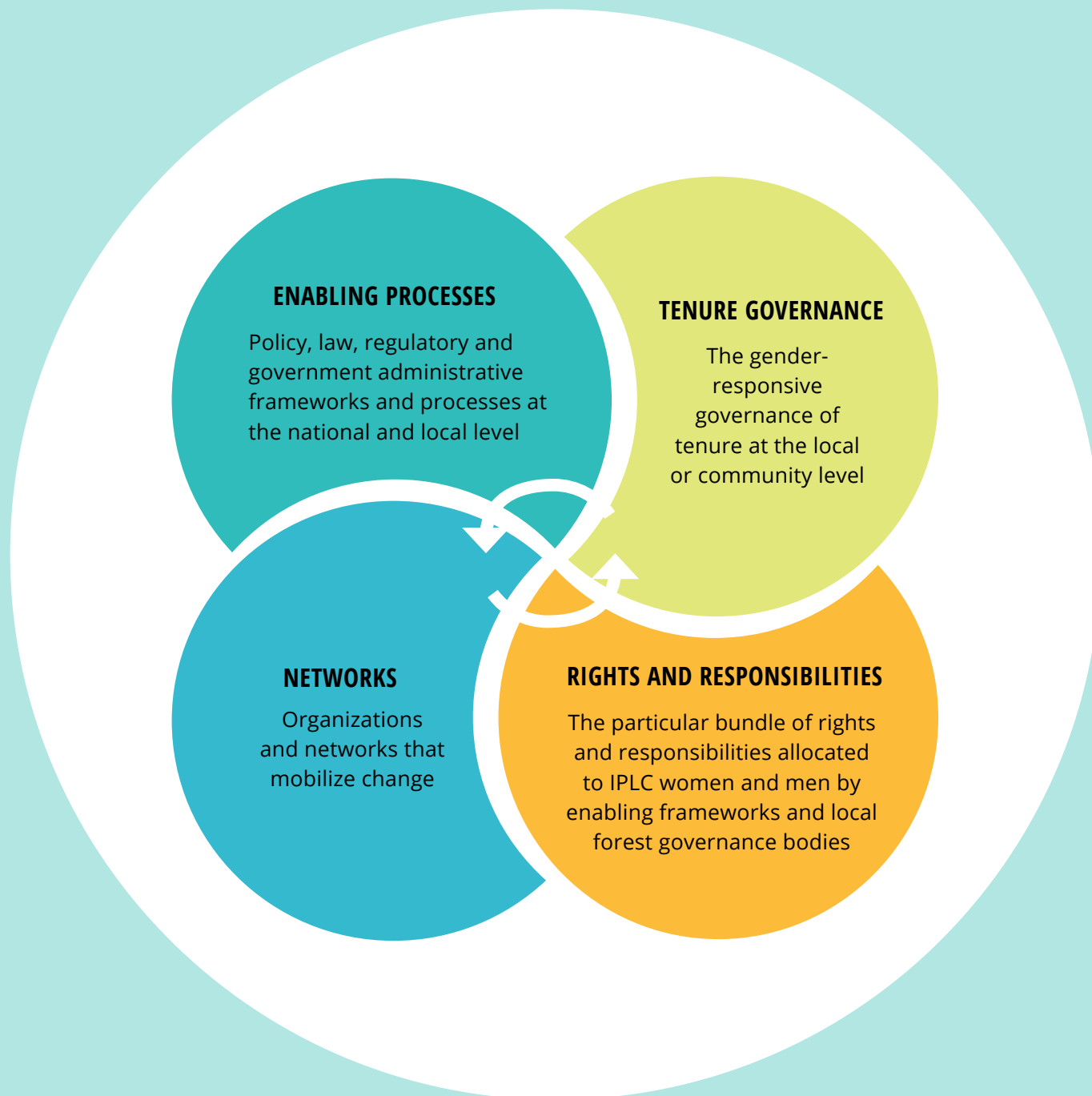


Figure 11. Four action spheres for gender-responsive forest tenure reform.

- Take the time to consider who are likely to oppose changes and how they can be brought into the processes and dialogues for change.
- Actively build the capacity and effectiveness of key members of coalitions and networks in support of the strategic plan goals such that change can be activated at both national and local levels.
- Think together about how robust engagement can be put into place so that leaders with influence, such as parliamentarians and other policymakers or village heads, can be inspired to take on board the long-term challenge of reform.

For each component of the road map or action plan, carefully reflect on what the right type of entry point is (see Marin and Kuriakose 2017). Then consider what the realistic pathway for change can be (see Figure 12 for a range of examples). Rather than think broadly about a goal, such as reforming the forest law to ensure that gender is addressed across all dimensions: narrow in, and think about how to bring specific principles into play within the forest legislation such as representation in decision making, or how gender concerns should be internalized in developing a forest management plan. Law is one thing, yes, it enables: but looking carefully at regulations and guidelines also is well worth the effort. As is clear, the devil is in the details.

SECTION 1.5

FURTHER READING

[FAO] Food and Agriculture Organization. 2014. *Strengthening Forest Tenure Systems and Governance. Training Module for Facilitators*. Rome: FAO.

Kristjanson, P, Bah T, Kuriakose A, Shakirova M, Segura G, Siegmann K and Granat M. 2019. *Taking Action on Gender Gaps in Forest Landscapes*. Working Paper. Washington, DC: PROFOR.

Figure 12. Illustrative interventions for tackling gender gaps in specific action arenas.

Source: Adapted from Kristjanson and Jensen (2018); Kristjanson et al. (2019).

GENDER GAP ADDRESSED

ACTION ARENA IN WHICH GAP IS ADDRESSED

Lack of gender focal point in forest ministry

Forest ministry leadership

No specified requirement in enabling legal framework on forest tenure regarding level of women's representation in local governance body

Forest ministry unit responsible for legal drafting

Lack of gender-disaggregated data and data collection methodology guidance on forest tenure

Forest ministry

Patriarchal gender norms and moral values in forest-dependent rural communities with existing forest tenure rights

Local tenure governance level

Women's heavy labor burden of child care and household responsibilities preventing their active engagement in forest tenure institutions

Local tenure governance level

Gender-blind local forest management plan

Local tenure governance level



RELEVANT STAKEHOLDERS/ACTORS

ILLUSTRATIVE INTERVENTIONS

Forest ministry members supportive of gender focal point, leaders of Ministry of Women, and leaders in women's organizations

Build political will around the necessity of a gender focal point to meet the new planning agenda of the government.

Legal unit of forestry ministry, legal experts on forest tenure, and leadership from women's and forestry research organizations

Carry out action research on how women's representation in different tenure institutions affects forest use and management, livelihoods and equity to inform why this requirement is vital for fairness, good development and sustainable forest management.

Forest ministry, women's research institute; and forestry NGOs/CSOs and federations

Propose a gender-disaggregated database system and hold a multistakeholder workshop to discuss its structure and content.

Local forest tenure governance institution members; local government staff; and forestry and women's NGOs/CSOs and federations

Carry out awareness raising activities with different groups of men and women to consider how alternative gender norms and moral values could support a socially inclusive approach to forest tenure and management.

Local forest tenure governance institution members; forestry and women's NGOs/CSOs and federations; and appropriate technology organizations

Consider what type of infrastructure (technological or otherwise such as a collective grain milling service) used jointly at the village level could reduce women's labor burden in an affordable and accessible way to all.

Local forest department staff, executive committee members of local forest tenure institution; forestry and women's NGOs/CSOs and federations; and experts on participatory mapping

Through the support of gender-transformative participatory mapping approaches, build an understanding of the different forest zones and their uses, sustainability levels, and associated silvicultural techniques to establish a baseline in conjunction with forest extension services.

HARMONIZING CHANGE: Gender equality and the Community Rights Law of Liberia

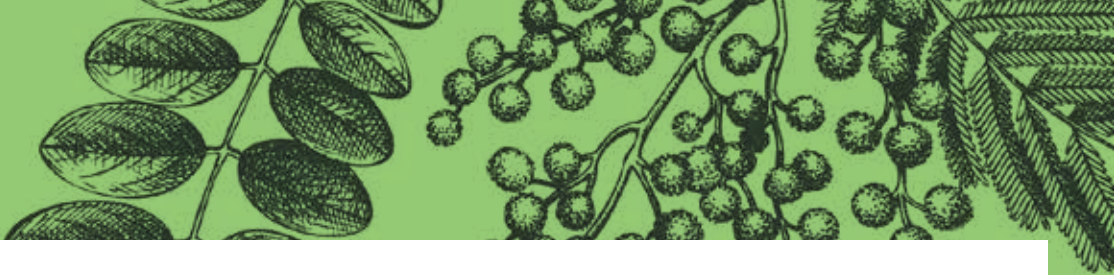
QUESTION FOR REFLECTION

Why does the National Forest Policy of Liberia not match the principles set out in its National Gender Policy when it comes to gender equality?

In Liberia, a post-conflict country, has been going through a lengthy peace-building and reform process that has included land and forest tenure reform. Active steps were taken to integrate gender equality into the 1986 Constitution, create a Ministry of Gender and Development in 2001 and issue a National Gender Policy in 2009 (later revised and validated for the period 2018-2022). However, the laws governing forest policy, such as the 2009 Community Rights Law (CRL), only refer to gender issues in passing (Weah 2012; Bandiakya-Badji et al. 2016; Zinnah et al. 2020). This is somewhat contradictory since Liberia is clearly committed to gender equality: the Constitution enshrines the principle of equal rights for men and women and prohibits gender discrimination; and it is also a CEDAW signatory. Therefore, this mismatch is probably the result of timing: the Gender Policy and CRL came out in the same year of 2009. So what is to be done now?

It is clear that all the objectives of the National Gender Policy directly relate to the forestry sector. The policy provides a comprehensive set of goals: promoting gender-equitable socioeconomic development; enhancing women's and girl's empowerment; increasing gender mainstreaming in national development; and creating and strengthening structures, processes and mechanisms in which women participate equally and that ensure women and men can equally access, control, and benefit from the country's resources. Certainly, these objectives have already been applied to the land tenure sector. Ex-President Ellen Johnson Sirleaf, the first democratically elected female head of state in Africa, was vocal in her support of the legal recognition of women's land rights. As a result, the 2018 Land Rights Act sets out strong ownership and customary land claims for women (and youth from minority groups) stating they have equal rights to use and manage community land. It also requires the community land governance body to be equally composed of women, men and youth and make decisions by consensus. Further, it establishes that concessions need to adhere to national gender and other related policies (Dodd et al. 2018; Zinnah et al. 2020).

When it comes to forestry, the scenario is puzzlingly different. The CRL was developed in accordance with the 2006 National Forestry Reform Law in order to empower communities to fully engage in sustainable forest management. While the CRL permits the creation of a Community Council as its highest decision-making body, it only asserts that it is up to the community to ensure that all gender and community segments are represented (Weah 2012; Onzere et al. 2020). Moreover, the CRL only directly refers to women in section 4.2(a) when it states that "a five member Community Forestry Management



Body shall manage the day-to-day activities of community forest resources. At least one member of the body shall be a woman” (Weah 2012). This superficial treatment of gender equality means that no gender analysis has been carried out of forest sector policies and laws, and as a result, neither the Forest Development Authority nor NGOs give serious attention to gender issues (Weah 2012).

In practice, women living where customary law prevails face obstacles in obtaining the rights granted under the Constitution (Weah 2012). Within Community Forest Development Committees, no more than two women are represented among its 10 members, and only nominal positions such as treasurer or chaplain are offered to women. A recent study that examines the obstacles to women’s participation in forest management looked at the detailed differences among three categories of women, those with: severely limited asset livelihoods (SLAL), low asset livelihoods (LAL) and adequate asset livelihoods (AAL). For the first two, there was a substantial struggle to provide sufficient food due to different levels of labor and resource shortages. As such, these women could not devote


time to community activities. Only those with AAL were able to allocate time to participate in forest management committees. The result was that AAL women were able to benefit from this participation through reducing their overall vulnerability, and as such, the gap between them and SLAL and LAL widened (Onzere et al. 2020). New initiatives to empower women through legal education and other supportive activities are now underway and hopefully will lead to the CRL being amended (Haywood 2019).

Some of the recommendations offering solutions include (Weah 2012):

- Initiate national dialogue to brainstorm and agree on way forward
- Build the capacity of NGOs working on gender and women’s issues
- Build the capacity of community-based organizations
- Democratize local decision making
- Build alliances and networks
- Expand women’s livelihood options.

LESSONS

Having a Constitution that enshrines gender-equal rights and a national gender policy do not automatically pave the way for a gender-responsive forest law or policy: a strategy has to be forged to purposefully create that change.







2

WITH GENDER IN MIND: FOREST TENURE POLICY, LEGAL REFORM AND GOVERNMENT ADMINISTRATION

Unless *women have equal standing in all laws governing indigenous lands, their communities stand on fragile ground. For many indigenous peoples, it is the women who are the food producers and who manage their customary lands and forests. Safeguarding their rights will cement the rights of their communities to collectively own the lands and forests they have protected and depended on for generations.*

Victoria Tauli-Corpuz

ex-UN Special Rapporteur on the Rights of Indigenous Peoples (Down to Earth India 2017)

GENERATING MOMENTUM FOR CHANGE: FOREST TENURE LAWS AND POLICIES

Whether the motivation to reform forest tenure policies and laws in a gender-responsive way comes from local-level community needs, global or national government agendas, donors or CSOs, a central element of reform is the development of well-crafted policies and laws as part of an overall forest tenure regulatory framework. While many countries have forest policies, and increasingly ones that recognize forest tenure as a key requirement for improving forests, the issue of gender equality is not given importance. In many countries, forest sector laws and policies are either altogether silent on this issue or provide a simple statement calling for attention to women's needs. National laws and regulations on the rights of IPLC women to inheritance, community membership, community-level governance and community-level dispute resolution are routinely unjust and not close to meeting the requirements of international law and related standards (RRI 2017).

One cannot assume that things will be better when newly designed forest policies are implemented. Gender blindness is a pervasive problem, be it among forest sector policy makers or government staff. It is not a problem limited to one small domain of the government law-making or administrative system –it is widespread from the central level to local offices. Ensuring gender integration in all forest tenure laws and policies needs to be a central component of the overall forest tenure regulatory framework (see Figure 13). Other critical dimensions of the regulatory framework such as supportive government services for recording tenure rights will enable the policy and legal core to be implemented.

Any program to address gender equality will have to consider whether existing forest policies and laws are clear and coherent when it comes to equality



Figure 13. Key components of gender-responsive forest tenure regulatory framework.
Source: Adapted from World Bank (2019a).

between women and men, and that gender equality is integrated across all provisions. The VGGT calls upon governments to create and maintain policies and laws that permit the responsible governance of tenure that includes gender principles (FAO 2012). In addition, any additional policies, laws and procedures should be developed through a participatory process in which civil society, private sector and academia can contribute to realization of the government's stated objectives.

Typically, when existing forest policies are updated, an important window of opportunity appears to reconsider how gender can be addressed. This then forms the basis for legal and regulatory reform. Drawing upon the overall tenure assessment carried out under the *Analyze* step set out earlier, it is possible to identify the level of gender equality recognition in existing policy and laws: minimal, improved or good (Figure 14). Based on this, a detailed review of the existing enabling legal framework and related regulations (including bylaws) can be carried out with a gender lens. Thereafter, a sequential plan of action that aims to create fundamental changes at key nodes of the forest regulatory system can be followed up by gradual and consistent ways of building capacity, strengthening knowledge systems, and ensuring real enforcement where it matters. Importantly, decisions as to strategic points of engagement and collaborative partners need to be made. As is obvious, this whole process is no small task but produces enduring shifts in social equity.

Why different countries adopt divergent approaches toward gender equality cannot be explained simply. For example, in one region such as South Asia, a small country facing considerable poverty such as Nepal has a relatively strong set of protections for women and men in the forest sector, compared to a large, more developed country such as India, where the latest Draft National Forest Policy does not mention gender or women at all (Bose 2018). In many countries, affirmative legal changes may have been achieved but then implementation remains weak for a host of reasons. Take the case of Uganda, where some key steps have already been taken because the Forestry Policy,

Forestry Act and the Forestry Plan all address gender and women's specific needs (Mukasa et al. 2016). In the end, though, the results are not strong because implementation is weak, and cultural norms, beliefs and practices continue to be obstacles to equal participation and benefit sharing (Banana et al. 2013; Mukasa et al. 2016; Monterroso et al. 2019).

Typically, it has been significant mobilizations for social justice or women's rights by forestry federations and networks or by parliamentarians that have led to positive changes in the policy and law. For instance, in the case of Indonesia, gender mainstreaming gained momentum during the introduction of Gender-Responsive Budgeting by the Minister of Finance in 2009 as well as mobilizations by local organizations around REDD+ policies and activities (Arwida et al. 2017). The Ministry of Environment and Forests reinvigorated the Gender Working Group in 2012, began gender-responsive budgeting, organized training on awareness about gender equality and increased the capacity to carry out gender analysis. This mobilization often works through multistakeholder consultative platforms for policy development, be it for a forest sector policy or a gender strategy for the forest sector. The uptake of this work also depends on whether the forestry ministry is receptive to such calls for change. There need to be influential agents of change within the ministry itself, be they women or men. Building up effective momentum to achieve the aspired changes in the forest tenure policy and legal framework requires a coordinated and consistent push by parliamentarians, forest sector federations, NGOs, CSOs, donor agencies and private sector groups to create alliances and strengthen the authority of key women and men champions.

Often, the first step in creating gender-responsive transformations in forest tenure lies in the national forest policy (sometimes called forest strategy). It establishes a long-term vision for the forest sector that not only includes aspirations and objectives but also sets out what types of actions are needed to attain that vision over a specified time period. Most importantly, this national forest policy needs to be put into action

by the government's forestry agency at its highest level and inform its daily practice. The forest policy covers fundamental principles (such as multidimensional goals, gender equality, poverty reduction, devolution orientation, good governance principles and so on) that inform the overarching legal, policy and institutional frameworks. It also covers the different categories of productive and conservation forest use, the condition of forest health across landscapes, forest industry (including locally owned forest-based enterprises), biodiversity concerns, forest and land tenure, community forestry, financing and investment, and PES. In other words, it covers the entire gamut of concerns within the forestry sector, all of which need to be seen through a gendered lens. In this way, a gender-responsive, multidimensional and holistic approach to forest policy can be developed.

Forest policies can only be gender-responsive if the conditions for multistakeholder dialogues give explicit attention to participatory inclusivity in terms of women, indigenous peoples and marginalized communities (FAO 2010, 2020b; see also Bandiaky-Badji 2011 on Senegal). In this way, gender equality principles will become integrated across the full range of themes that are present in any well-designed forest policy. That is they will be evidence based, linked to national and global development agendas (such as SDGs), negotiate compromises across diverse interests, be cross-sectoral in approach, consider the portfolio of tenure and governance regimes, be socially inclusive, be planned for the long term and be adaptable to emerging needs. Through a carefully considered dialogue, a gender-responsive policy that promotes sustainable forest management across all forest types within the national territory can be negotiated and agreed to. Preliminary consultations in different regions of the country can build up the picture from the ground level. This can include women-only meetings and other modes of strengthening contributions to the policy dialogue. In parallel, an evidence base needs to be prepared on the relationship between gender and forest tenure to inform policy-making. Various guides are available on

how to carry out policy engagement and policy influence (see ODI n.d.).

When it comes to forest tenure, depending on the national commitment to different degrees of devolution, gender-responsive forest tenure arrangements will either be promulgated solely through policy measures, or through enabling legal frameworks that offer a stronger set of protections. In the case of India, the older joint forest management (JFM), a form of devolved management, was put into action through the 1988 National Forest Policy, whereas the 2006 Forest Rights Act mobilized a stronger set of individual and community tenure rights for 'tribal' (*adivasi*) communities and OTFD. While the FRA has a much more gender-sensitive commitment than JFM, it is the actual particulars of how gender intersects with other social axes that need policy attention (see Elias et al. 2020). The chances of that type of reflection, however, appears to be receding in India as the most recent draft of the new National Forest Policy has become more interested in industrial forestry and does not mention women's or gendered forest rights or the importance of gender fairness (Bose 2018; Warriar 2018). Where national forest policy addresses pro-poor forest tenure issues, women's concerns automatically come into play because they are typically marginalized and receive fewer high-value benefits from devolved tenure systems (Hobley 2007; Miller et al. 2020). Even where policies are being developed for program-specific purposes, such as REDD+, the involvement of women decision makers requires very careful preparatory work. Given the limited number of women at senior levels of forestry agencies, the chances of women becoming influential members of REDD+ working groups is slim (Pham et al. 2016).

Once a national forest policy has been finalized, the task of reforming forest tenure legal frameworks can be taken up. While each country has very specific processes, promoting gender-responsive transformation of law can include a number of different activities at the national or subnational level (Figure 15).

Figure 14. Three stages of gender-responsive forest tenure policy, law and administration.

<p>LEVEL</p> <p>1</p> <p>MINIMAL</p> <p>★</p>	<p>Constitution does not refer to issue of non-discrimination between women and men.</p>	<p>Forest sector laws, policies and strategic plans related to forest tenure do not address gender issues.</p>	<p>Government does not refer to importance of addressing gender issues within its administrative system.</p>	<p>No office in forest ministry to support gender equality.</p>
<p>LEVEL</p> <p>2</p> <p>IMPROVED</p> <p>★★</p>	<p>Constitution establishes principle of non-discrimination between women and men.</p>	<p>Forest sector laws, policies and strategic plans related to forest tenure broadly state importance of equity in a gender neutral way but there are no specific stipulations set out regarding how this is to be addressed in terms of governance, use rights, management and benefits.</p>	<p>Government underscores importance of gender equality within its administrative system but does not spell out how this is to be put into practice.</p>	<p>A gender focal point in the forest ministry is appointed but with little support from leadership.</p>
<p>LEVEL</p> <p>3</p> <p>GOOD</p> <p>★★★</p>	<p>Constitution establishes principle of gender equality and women's empowerment.</p>	<p>Forest sector laws (and other relevant sectoral laws such as on land and finance), policies and strategic plans related to tenure clearly articulate how gender equality is to be achieved in governance, use rights, management and benefits; clear guidelines and provisions are established.</p>	<p>Government not only recognizes importance of gender equality within its administrative system but also sets out protocols to be followed by senior and junior personnel, and assigns human and financial resources.</p>	<p>A gender focal point in the forest ministry is actively supported by leadership and provided funds to initiate mainstreaming and project activities.</p>

LEVEL OF GENDER EQUALITY RECOGNITION

No recognition of need to train forest sector staff on gender dimensions of forest tenure in policy and law.	No reference to gender equality concepts within forest sector.	Little evidence of women leadership within the forest sector.	Little evidence of women's engagement in forest tenure policy- and law-making process.	No stipulations for women's role in forest tenure decision-making institutions at national or local levels.
Preliminary training of forest sector staff on gender dimensions of forest tenure in policy and law.	Limited dissemination of gender equality concepts across forest sector.	Some women appointed to leadership positions who are not influential within the forest sector.	Some women play an active role in forest tenure policy- and law-making process.	Stipulations set out need for 30% women's representation in forest tenure decision-making institutions at national or local levels.
Good, targeted and consistent training of senior, junior and local-level forest sector staff (including enforcement personnel) at different governance levels on gender dimensions of forest policy and law including implementation.	Good dissemination of gender equality concepts across all departments of forest sector that allows for long-term adoption and institutionalization of gender mainstreaming practice.	A number of women are appointed to influential leadership positions within the forest sector at different governance levels.	A number of dynamic women play a leading role in forest tenure policy- and law-making process at different governance levels.	Stipulations set out need for 50% women's representation in forest tenure decision-making institutions at national or local levels.

A number of laws (such as forestry, land, inheritance), including the Constitution, will need to undergo a gender and tenure review to put them on a stronger footing (see Figure 16 for a list). Such a review needs to consider whether laws and associated operational regulations governing community-based forest lands cover all the necessary tenure elements in order for an effective and fair system of forest community-based management to be set up (ClientEarth 2019, 2020; see also Larson and Pulhin 2012). Whether a new law

is being drafted, or an existing law is being revised, a participatory process can foster the development of a law that is not only integrated but covers the perspectives of all involved in the governance of forest tenure arrangements that are inevitably polycentric in nature (see Armitage 2008; Meinzen-Dick et al. 2020). Where national law is not sufficiently strong on gender and forest tenure issues, such as for REDD+ implementation, international law can be leveraged to strengthen them (Silverman 2015).

ILLUSTRATIVE INTERVENTIONS

Creating a set of knowledge products and guides to show how to promote gender equality in legislative work on forestry issues.

Building linkages to gender equality advocates outside formal channels through sustained engagement.

Preparing a statement by those submitting draft laws to the parliaments or subnational governments on their gender implications which then becomes a mandatory part of the first legislative reading.

Training parliamentarians and law makers to ensure they know how to integrate gender into all dimensions of their work.

Developing participatory dialogues on the VGGT gender principles as part of a legal assessment against VGGT guidelines as they relate to the forest sector with relevant government agencies, parliamentary members, legal experts, NGOs/CSOs, academics and experts, and donors (FAO 2016c).

Working with the legal department staff in order to integrate a gender perspective into the legislation sent to Parliament from the executive branch.

Creating reward and recognition mechanisms for those working to improve gender equality provisions within the forest sector and other related legislation.

Ensuring there is dedicated gender equality infrastructure such as a parliamentary or ministry committee on gender equality or a women's parliamentary caucus.

Developing a theory of change for gender equality focused legislative assistance.

Reducing the obstacles for women parliamentarians or law-makers carrying out their roles ("substantive representation") rather than focusing on just quotas for women ("descriptive representation") while also building their understanding of gender and forest tenure issues.

Including a gender expert in the legislative department who then 'gender proofs' the draft laws.

Figure 15. Interventions to support gender-responsive review of laws related to forest tenure at the national or subnational level of government.

Source: Adapted from UNDP (2018)

Figure 16. Legislative best practices to secure the forest tenure rights of Indigenous and rural women.

Source: Keene and Ginsburg (2018).

National Constitution

- Non-discrimination and equal protection regarding gender
- Prohibit discrimination against children
- Recognize customary laws/practices to the extent that they comply with the constitution
- Do not provide exemptions for constitutional compliance
- Self-executing human rights treaties
- Equality within family and marriage
- Guarantee inheritance rights
- Affirm women's equal legal capacity
- Affirm economic rights related to property, rural land and natural resources

Laws regulating community lands and forests

- Prohibit gender-based discrimination with respect to land and forests
- Render discriminatory customary practices void
- General affirmation of women's land, forest and property rights
- Gender-inclusive land allocation, titling, and certification processes, including women-headed households
- Recognize women's right to economic empowerment
- Recognize women's community-level membership rights
- Recognize women's equal inheritance rights at a community level
- Right to substantively participate in community-based decision-making processes
- Recognize women's rights to participate in community land negotiation, acquisition and redistribution processes
- Recognize women's rights to hold positions within community-level leadership and dispute resolution bodies
- Recognize women's right to bring land/forest disputes before community-level forums and other forums

Civil codes, family codes, and laws on succession, marriage and domestic violence

- Recognize women's equal, civil, familial and economic rights
- Equal protection for girls
- Prohibit domestic violence, including economic violence, against all women
- Recognize women's legal capacity
- Recognize women's equal property rights
- Spousal consent required to dispose of marital/jointly held, used, or possessed property

SECTION 2.1

FURTHER READING

ClientEarth. 2020. *Toolkit for Enabling Laws on Community Forestry*. London: ClientEarth.

Keene S and Ginsburg C. 2018. *Legislative Best Practices for Securing Women's Rights to Community Lands*. Washington, DC: Rights and Resources Initiative (RRI).



GRASSROOTS INSPIRING CHANGE

Gender and community forestry guidelines in Nepal


QUESTION FOR REFLECTION

How can policies promoting gender equality developed by forestry federations or grassroots groups influence government regulations?

In Nepal, it was the gender equality rules first set up by the Federation of Community Forestry User Groups, Nepal (FECOFUN) that were later adopted by the Community Forestry Guidelines issued under the 1993 Forest Act. During the drafting of the FECOFUN Constitution in 1995, after a defiant and protracted struggle by a group of women for 33 days, FECOFUN finally voted that 50% of its executive committee members at the national, district and local level had to be women (Chapagain 2012). In addition, a woman had to occupy one of each of the key office-bearer positions for Chairperson or Vice Chairperson, as well as Secretary or Treasury. The aim was that such forms of gender equality will lead to women's autonomy, and that, at a fundamental level, it would challenge the stereotypic idea of male leadership.

This was a landmark decision with significant impact because FECOFUN's 19,300 or so community forestry user groups (CFUGs) across the country cover some 40% of Nepal's population. FECOFUN was initiated in July 1995 from the vision that CFUGs should be connected together to learn from each other and to strengthen their role in the forestry policy-making process. This multi-tiered federation is a social movement organization that was galvanized by Nepal's democracy activism in the 1990s (Ojha et al. 2007) and is now the largest civil society organization in the country (Paudel et al. 2010). Since its beginning in 1995, two women have been elected chairpersons of the national federation, one of whom was a founding member (RECOFTC 2018b, c). With gender equality central to its mission, women's membership in CFUG executive committees today stands at 35% moving closer toward its 50% goal.

Soon after, in the mid-2000s, the Nepal government with the encouragement of donors began to forge a "Gender and Social Inclusion" (GESI) strategy for the forest sector (Jhaveri 2013). Some important developments led to this gender strategy: first, the Ninth Five-Year Plan (1997-2002), saw a shift from the earlier WID approach to a GAD framework. Second, the World Bank together with UK's Department for International Development prepared a comprehensive Gender and Social Exclusion Assessment across government sectors in 2006. As such, in 2003 the forest sector gender work began on preparing a GESI strategy as well as a Gender, Poverty, and Social Equity monitoring framework. After these were completed in 2007, the earlier Community Forestry Guidelines under the 1993 Forest Act were amended in 2009: now, instead of the earlier requirement that 30% of CFUG executive committee members be women, it required 50% be women members (Paudel et al. 2010). In addition,



both women and men in a household could become CFUG members and therefore participate in general assembly meetings. The taskforce that prepared these guidelines included members from FECOFUN and HIMAWANTI (a women's natural resource NGO) and involved widespread grassroots consultations through FECOFUN channels. Another important feature of Nepal's CFUGs is that there are over a thousand women-only CFUGs.

The positive multiplier effects of the gender equality principles in the Community Forestry Guidelines can be seen in the first local government elections in 20 years that took place from May to September 2017 after the country moved to a federalist model. Numerous women

who had engaged with community forestry ran and won seats having attained greater confidence and sense of vision (FECOFUN and RRI 2018). For example, Manju Malashi who was treasurer of FECOFUN's National Secretariat was elected mayor of Silgudi municipality in Doti district, and Kamala Basnet, a FECOFUN central committee member, was elected deputy mayor of Bhimeshwor municipality in Dolakha district. Some 41% of all local, elected government positions are now occupied by women. Since FECOFUN's inception, therefore, it has been spearheading women's active engagement in decision making, first in community forests and now in local government.

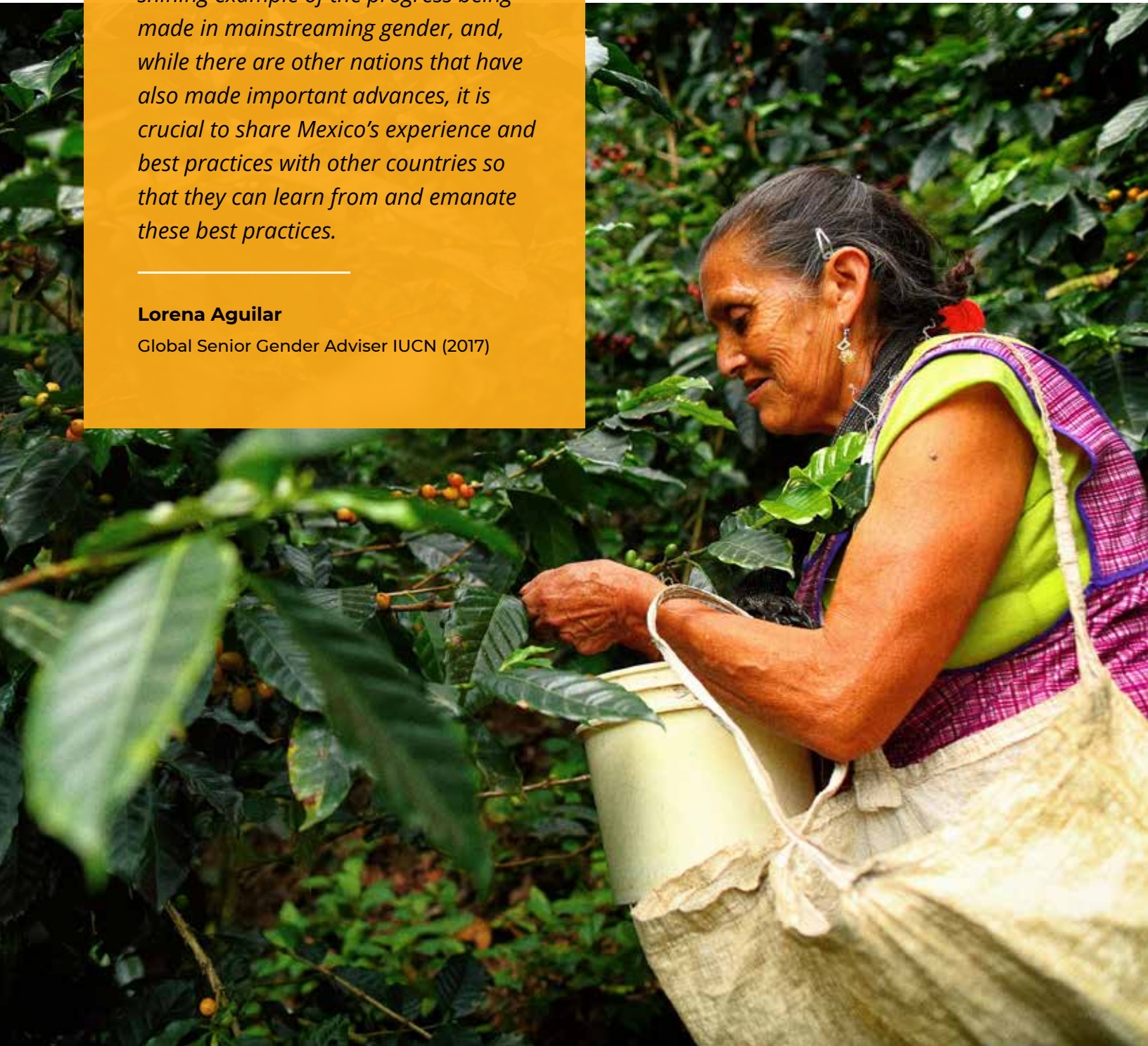
LESSONS

An influential and effective national forestry organization or federation with representation that reaches across the country and strong gender equality principles built into its Constitution creates the grounds for the government to adopt the same gender principles in forest tenure.

I always like to say: “One cannot walk far with just one leg.” What I mean by this is that we, both women and men, need to know, equally, in what way and how to protect our forests. Mexico is a shining example of the progress being made in mainstreaming gender, and, while there are other nations that have also made important advances, it is crucial to share Mexico’s experience and best practices with other countries so that they can learn from and emanate these best practices.

Lorena Aguilar

Global Senior Gender Adviser IUCN (2017)



BUILDING FORWARD: GENDER RESPONSIVENESS IN GOVERNMENT AGENCIES

Achieving gender responsiveness on forest tenure in government agencies is an ongoing and substantial undertaking. It includes a number of key dimensions such as: building a national mechanism for women's affairs; supporting a gender focal point in the forest ministry; increasing numbers of women forestry professionals, providing staff guidance on work process and capacity building; maintaining gender-differentiated tenure records; and creating a gender-disaggregated database for monitoring forest tenure. Guidance on each of these dimensions is provided below. Launching parallel initiatives in these dimensions helps to change the overall culture of government service delivery and illuminates why and how gender equality matters in the forestry world. The most frequent obstacles for improving government implementation and service delivery for forest tenure reform are inadequate budgets and insufficient skilled personnel (Arwida et al. 2017; Coleman 2019).

At the core, the pervasive problem of lack of women in leadership or decision-making positions within government forestry agencies is still common-place although there are small signs of positive changes. For example, in Nepal, Radha Wagle became the first female joint secretary at the Ministry of Forests and Environment as well as head of the REDD+ Implementation Centre in 2015 (World Bank 2019b). She is working on strengthening the Gender and Social Inclusion Strategy that was developed in Nepal in the 1990s, particularly by creating codes of conduct for implementation at the district and local levels. A number of approaches can be set in motion for improving gender-transformative approaches to forest tenure within government agencies (Figure 17).

GENDER-RESPONSIVE ACTIONS

Figure 17. Changing the culture of government administration on forest tenure in a gender-responsive direction.

Ensuring equal salaries, benefits and opportunities for women and men staff so as to provide incentives to competently carry out responsibilities.

Cultivating inspirational leadership that supports gender equality at the senior levels of departments and offices in order to guide staff on priorities for gender issues.

Giving priority to those staff working at the local level on gender-responsive institutional development, local forest planning, extension support, and enforcement.

Developing a gender (and social inclusion) strategy or action plan and associated monitoring framework.

Building participatory gender-sensitive work processes that provide step-by-step guidance suited to the specific needs of the unit or office.

Engaging in regular activities for capacity development so that interactions serve to internalize how gender equality can be achieved and new ideas shared.

Developing mechanisms for regular consultation and validation of policy decisions with civil society groups, forestry federations and gender experts who are promoting gender equality.



NATIONAL MECHANISM FOR WOMEN'S AFFAIRS

While hardly discussed within the work on the forest sector, the national mechanism for women's affairs (NMWA) is an important player within national governments. It aims to provide policy advocacy support throughout the government so that a consistent and fair approach toward women's and men's needs can be forged. Typically, NMWA is a central coordinating unit within the government. At the Fourth International Women's Conference in Beijing, the role of what were then called "national women's machinery" came into focus. Given that women's ministries were not well-placed to catalyze gender mainstreaming across the government on their own (because they were poorly resourced or not influential enough), another institutional mechanism was needed. National women's machinery was later re-named NMWA. NMWAs typically take up a range of initiatives: gender-responsive budgeting, legal reforms based on global mandates, targeted measures to end gender discrimination, promotion of the use of gender-disaggregated data and gender-responsive research, support for monitoring and evaluation of gender equality goals, and identification of lessons and good practices. Initially focused on women's needs, they have now re-oriented to transform gender relations across the government's policy and programmatic approaches. Together with women's organizations and forestry federations, they can exert considerable pressure to achieve the changes needed to support different dimensions of gender equality in forest tenure. Over time, NMWAs have changed to adjust to their circumstances, and hence there is tremendous diversity in their institutional location and form (Jahan 2010).

GENDER FOCAL POINT

The primary task for a gender focal point (or unit) is to activate the process of gender mainstreaming within any forest or sectoral office, department or ministry. They need to identify specific work arenas with the management through which to develop targeted activities in order to mainstream gender concerns. Their job is to catalyze rather than to carry out such projects themselves. As such, their main task is to

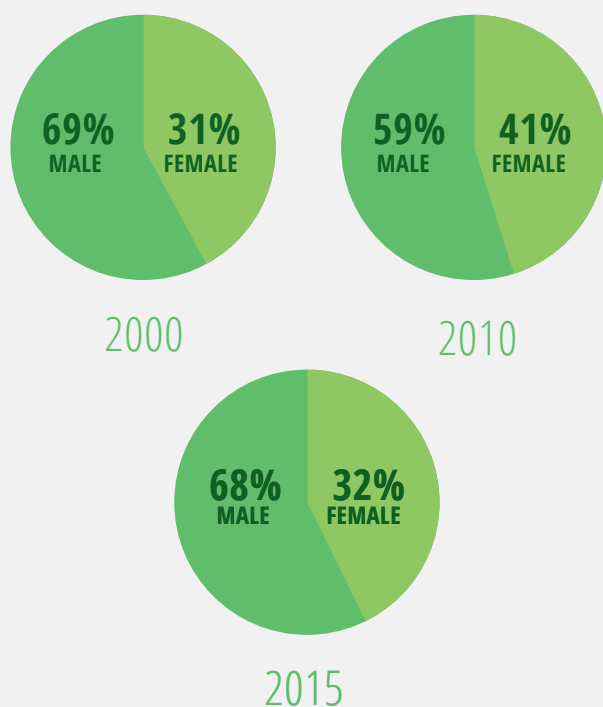
coordinate the development and implementation of a Gender Action Plan that can then pave the way for all forest government units. Together with this, an operations manual can provide clarity on how gender mainstreaming is to be carried out. It is typically useful to take a look at the forest sector's organizational structure, work procedures and overall work culture to determine what kind of approach is most effective for gender mainstreaming. At times, a centralized approach can work best, and in other cases, something more decentralized across many dispersed offices can be the right match for the organizational style. In addition, a communication strategy can be part of the Gender Action Plan. Earmarked funding support, a roster of gender consultants and building networks with supportive experts and CSOs/NGOs will bring dynamism into the work of the gender focal point.

Whether or not the gender focal point has to be a female is a question to consider in setting up this position. If it is a woman, the deputy person can be a male to ensure some gender balance in responsibilities. Additionally, rotating positions every two or three years helps to ensure there is enthusiasm and fresh thinking built into the responsibility. Not much research has been done on gender focal points in the forest sector. Some countries have noted they intend to hire a gender focal point but beyond that, there is little understanding of the realistic programming challenges faced by the position (see for example, FAO and RECOFTC 2016). Very often, junior under resourced people are appointed to such positions. There is slim evidence of what has worked or what the challenges are.

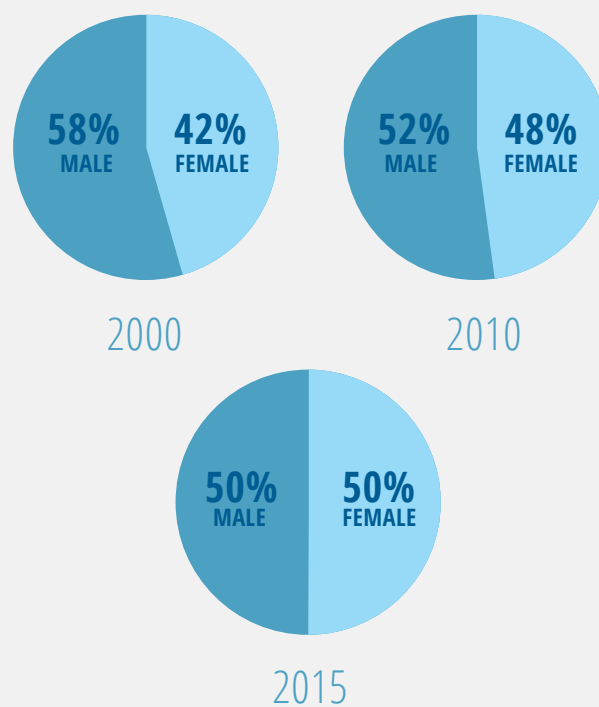
WOMEN FORESTRY PROFESSIONALS

The notion that only men can join the forestry profession is extremely prevalent. But that picture is rapidly changing, and as such, the stereotypic image of forestry professionals is morphing. One important source of data on this change is the FAO's Forest Resources Assessment. It receives information on employment in forestry and logging from 136 countries representing 91% of the world's forests. Within that, the latest data shows that 71% of the countries (representing 38% of world's forests) provide gender-

DOCTORAL



MASTER'S



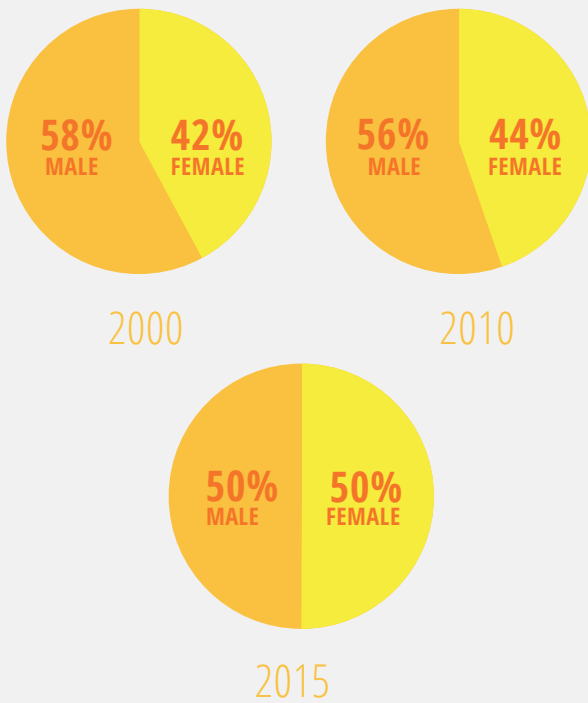
disaggregated data (FAO 2020a). This data shows that, in 2015, some 58% and 42% of a total of 3.88 million employees were male and female, respectively. Of course, it is not clear what percentage of these employees are senior level versus junior level, but at an aggregate level, the picture is definitely looking more balanced than expected. At the same time, data on graduates in forestry indicates that there is growing involvement of women, and gender parity is a goal that can be attained (FAO 2020a). Indeed, a granular picture emerges when the data over the period 2000 to 2015 is broken down into level of professional training (see Figure 18) (FAO 2020a). Except at the doctoral level, the overall trend appears to be more women being trained over time at the master's, bachelor's, and technical certificate/diploma level.

Beyond this data, there are many inspiring stories from different countries on the dynamic role of women forestry professionals. There are numerous pivots of change pointing to innovative thinking and action. In the

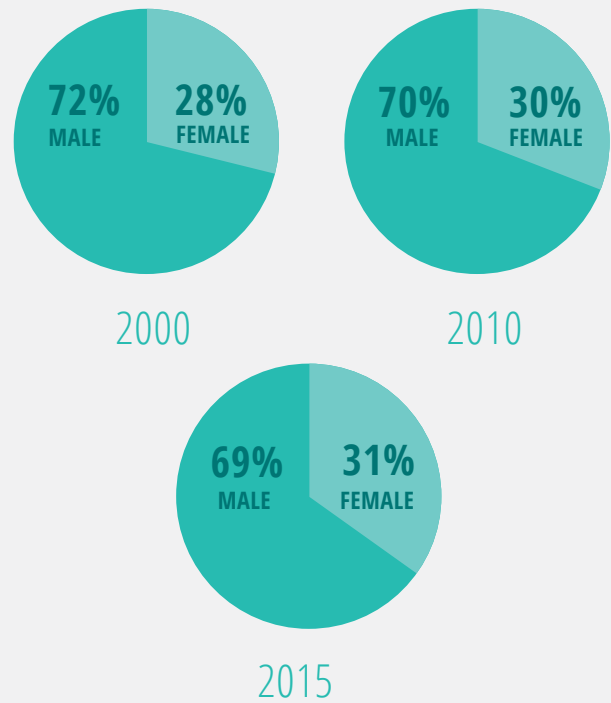
Guyana Forestry Commission, the entire Monitoring, Reporting and Verification system (MRVS) team for REDD+ is both led by and made up of highly motivated women (Bholanath 2019).¹¹ Today, some 45% of the Forestry Commission's workforce is made up of women, many in technical and managerial roles. In India's Tamil Nadu state, some 30% of those undergoing training for post of forester are women; there is much interest in women staff for positions requiring sensitive skills such as in tiger reserves (Bharadwaj 2017). In some Indian states, such as Haryana, a Women's Empowerment Cell has been set up (Haryana Forest Department n.d.).

Of particular note is how women foresters are building their collective influence. In Nepal, a group of women foresters formed the Female Foresters Network seeking to promote gender equality in forestry policy and practice.¹² Today, its 500 members from the government and non-profit sector are focused on changing the prevalent forms of hegemonic masculinity. Through such networks, women are able to challenge

BACHELOR'S



TECHNICAL CERTIFICATE/ DIPLOMA



TOTAL

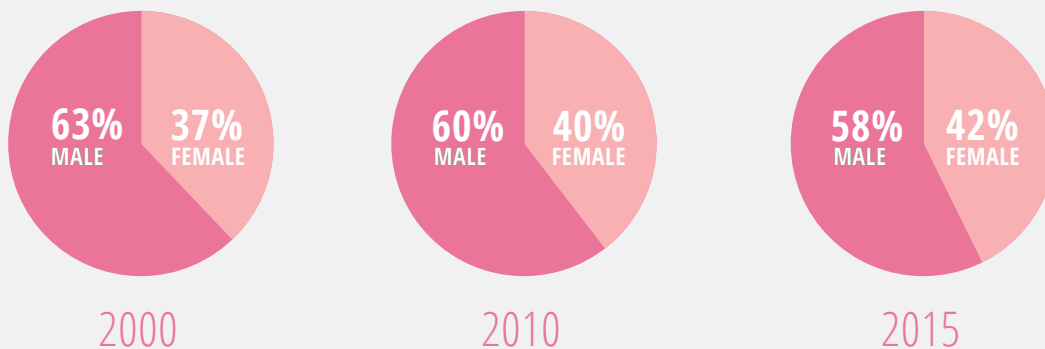


Figure 18. Proportion of female and male graduated forestry students, by education level, 2000–2015.

Source: FAO (2020a).

11 The reasons behind this are important: because the MRVS is critical to Guyana's green development strategy, it needed to ensure staff retention would not be a problem. Skilled men in the Forestry Commission were migrating abroad and women were quickly moving up in the organization. Additionally, this trend was supported by the increasing number of female students studying at the University of Guyana's Faculty of Forestry.

TYPE OF INTERVENTION

Figure 19. Interventions to guide staff work process and capacity building.

Provide tailored support for senior management in terms of how to integrate gender equality into policy development and administration, including providing gender briefs, as well as communication and media opportunities.

Create incentives for junior staff to become inspired by the vision of a gender-equal work force.

Provide gender training that is targeted to specific levels and responsibilities of staff that clearly specify how to respond to types of roles and scenarios.

Consider how the senior management can build strategic alliances with forestry federations, women's groups, farmer groups, indigenous groups, pastoralist groups, and legal experts in order to strengthen gender equality within relevant forest tenure policies and laws.

the prevailing paradigms for deeper and lasting change. Lastly, and importantly, while the Forests Dialogue has been running multistakeholder global engagements on various forest themes for 20 years, in 2020, two new women leaders from the forest industry were chosen to co-lead for the first time in its history (Santiago 2020). These represent the varied types of changes leading to women increasingly entering into and taking up leadership positions within the forestry profession.

STAFF WORK PROCESS GUIDANCE AND CAPACITY BUILDING

Without building gender equality across the staff work processes of forest administration, the gender focal points alone cannot achieve many positive changes.

At the core, the forest agency leadership has to set the vision and demonstrate clear actions to all levels of the forest administration. Creating a practical set of guidance on how staff will consider gender equality requirements within their work and performance will ensure that the culture of work is significantly changed within a reasonable space of time. It is not a question of initiating brand new endeavors but rather inculcating gender-sensitive thinking in all existing work processes and managerial tools (including performance appraisal). Particular attention to anticipating likely roadblocks or obstacles will help pave the way toward regularizing gender equality within administrative operations. A number of interventions that serve to build this change can be brought about by the leadership (see Figure 19).

¹² During a global teleconference organized by the network in May 2020, unknown men who were not registered disturbed the event through explicit and obscene sexual content framed in an abusive way (Giri and Dangal 2020). The harassment was reported to the authorities and a digital protest was launched that reached 64,000 people online.

GENDER-DIFFERENTIATED TENURE RECORDS

The VGGTs call on states to identify, record, maintain and publicize tenure rights in order to recognize and respect all legitimate tenure rights in a gender-sensitive manner. Tenure records are not needed in all places. As is well known, the formalization of title can be a mixed blessing for both women and men (Aggarwal and Freudenberger 2013). Informal systems tend to be better at adapting to changes, whereas formalization tends to fix borders and create more static systems. Formalization can bring greater interference from the state and control over decision-making systems that have been localized over a long period. New responsibilities and requirements imposed by the state can typically be complicated and onerous. In this sense, a careful assessment of the merits of recording need to be taken up early on by any community before commencing any recognition process that fixes boundaries in a detailed way.

If needed therefore, the next question is how to create a new system to record rights and also record rights for the first time (for a guide see: FAO 2017a). Alternatively, the question is how to improve an existing system of recording tenure rights (in which overlapping or conflicting rights can be documented) (for a guide see: FAO 2017b). Any system of recording tenure rights applies not only to private rights but also public, collective, communal, customary and informal rights. Additionally, records can be maintained for land tenure rights and also forest, fishery and water rights too. What is critical is for these independent data systems to be interlinked through an integrated system so that information can be shared (through geospatial systems) for the purposes of rights recognition and other uses, such as land-use planning.

To begin with, the titling process of demarcating and harmonizing boundaries needs to be carried out in a gender-responsive way. Consultations, for example, on customary rights need to be designed such that the inputs of women and men from different backgrounds form part of the process of identifying boundaries for both individually used and collectively used areas. Communication materials can be prepared that are tailored for women, so they understand the purpose

of the field-based participatory mapping work. When it comes to recording, the system of data management needs to be disaggregated based on gender. Attention needs to be given to recording female- or male-headed households, noting whether they are *de jure* divorced households, widowed or *de facto* monoparental. Where such records are held depends on many factors, including the level of decentralization of government. If there is devolution of tenure rights, and this take place together with government decentralization, then decentralized tenure record keeping at the local district level or village cluster level makes sense.

Additionally, the issues of accessibility and cost for the records will have gendered implications. Given the heavy work burdens and limited available time women have, any tenure record-keeping system will have to be convenient in order to be usable. Furthermore, any costs associated with these records will be considered against the benefits of such records; the benefits of titling and records are not always immediately obvious to many. A mobile office service that can be easily accessed by all can often be the most cost effective. A simplified approach makes the tenure recording system more socially inclusive. Deciding on which locally suitable technology best enables reductions in time and cost will be an important factor. Registry staff can include both women and men so that all feel they can comfortably both approach the office for service provision. Here, publications that serve to improve legal literacy for women and men can be very valuable. A sustainable system is one in which the benefits outweigh the costs in terms of time, money and other factors.

GENDER-DISAGGREGATED DATA AND MONITORING FOREST TENURE

For effective gender-responsive monitoring and evaluation, be it for implementation of policy and law or for projects, both qualitative and quantitative gender-disaggregated data are needed. The data provides empirical evidence on how gender-responsive forest tenure affects multiple types of change pathways and results. Yet, there remains a serious lack of such data, and therefore very patchy understanding of how gender equality transformations actually take place when it comes to forest tenure (FAO 2018c, 2019c).

OUTCOME ORIENTED INDICATORS

1

INDICATOR

Percentage of women and men from community/user group involved in boundary demarcation of forest area for tenure rights recognition

SOURCES OF VERIFICATION AND TOOL

- Focus groups
- Stakeholder interviews
- Project implementation staff
- Local forest office records

2

INDICATOR

Percentage of community forest user group members who are women and men

SOURCES OF VERIFICATION AND TOOL

- Committee meeting minutes
- Focus groups
- Local forest office records
- Program and project records

3

INDICATOR

Percentage of women and men actively participating in forest governance committees that create tenure rules (including bank account signatory roles)

SOURCES OF VERIFICATION AND TOOL

- Bank records
- Committee meeting minutes
- Interviews with stakeholders
- Local traditional authorities (such as village leader or local council leader)
- Program and project records

4

INDICATOR

Changes in perceptions of women and men regarding the importance of gender-equal tenure rules for achieving good forest management and benefit sharing

SOURCES OF VERIFICATION AND TOOL

- Focus groups
- Stakeholder interviews

5

INDICATOR

Capacity-building support for forest management methods (including silvicultural techniques) that recognize gendered differences

SOURCES OF VERIFICATION AND TOOL

- Project records
- Training records

6

INDICATOR

Percentage of women and men involved in forest monitoring and patrolling activities

SOURCES OF VERIFICATION AND TOOL

- Participatory monitoring
- Project records

Figure 20. Illustrative monitoring and evaluation indicators for gender and forest tenure.

Source: Adapted from World Bank, FAO and IFAD (2009).

IMPACT ORIENTED INDICATORS

7

INDICATOR

Change in time taken to collect fuelwood by women and men from forests before and after a baseline time

SOURCES OF VERIFICATION AND TOOL

- Participatory monitoring
- Project records

8

INDICATOR

Number of women and men with individual bank accounts into which cash benefits from forest product sales or payments for environmental services can be made

SOURCES OF VERIFICATION AND TOOL

- Interviews with stakeholders
- Focus group interviews

9

INDICATOR

Increase in annual income from forest resource cash flow for women and men over specified time period

SOURCES OF VERIFICATION AND TOOL

- Focus group interviews
- Program and project records

10

INDICATOR

Number of women and men who received business training for forest-based enterprises

SOURCES OF VERIFICATION AND TOOL

- Project records
- Training records

1

INDICATOR

Perception in level of food security due to secure forest access within specified time period after tenure rights clarified and recognized in a gender-equal way

SOURCES OF VERIFICATION AND TOOL

- Focus group interviews
- Program and project records

2

INDICATOR

Perception of sustainability in availability of forest resources for meeting a range of household needs (fuel, fodder, food, medicinal plants)

SOURCES OF VERIFICATION AND TOOL

- Focus group interviews
- Program and project records

3

INDICATOR

Number of conflicts involving women and men over forest access, use and management during a specified time period

SOURCES OF VERIFICATION AND TOOL

- Interviews with stakeholders (involved with conflict and not)
- Local traditional authorities (such as village leader or local council leader)
- Program and project records

4

INDICATOR

Perception of a 50% improvement in level of forest tenure security among women and men

SOURCES OF VERIFICATION AND TOOL

- Interviews with stakeholders
- Focus group interviews
- Program and project records

Crafting clear indicators to measure gender equality and women's empowerment that covers the breadth and depth of programs and projects in the forest sector is necessary to measure and improve performance of policies, laws or projects. Identifying gender data gaps helps in identifying which indicators best address need, population coverage and policy relevance. These indicators will be used in different ways: by institutions and offices with the mandate to implement and track devolved forestry institutions; by projects run by donors or NGO/CSOs; or by local-level forestry governance institutions. In the case of pilots, the gender-disaggregated data and indicators can help with design of the scaling up process. By becoming the data platform through which the adjustment of project activities can take place, the anticipated outcomes and impacts within targeted groups of women and men become more realizable.

The particular set of indicators will, of course, have to be tailored to the objectives but some illustrative guidance can be valuable for designing them (see Figure 20). While many indicators are quantitative, and are often structured to facilitate comparisons (nationally or globally) or are compatible with larger statistical data collection templates, they do not necessarily help project beneficiaries to reflect upon their own perceptions or the real changes they have gone through (Colfer et al. 2013). The data collection methodology, therefore, needs to be put together not only in a gender-responsive way (see Elias 2013; Doss and Kieran 2014), but also consider how the analysis will be used and by whom.

The results from such evaluation work can contribute to numerous types of monitoring activities (see World Vision 2020). They can help design gender action

plans for the forest sector. While there are initiatives to track gender equality such as the extent to which governments are meeting the SDGs (UN Women 2018a), more specific types of monitoring of global initiatives focused on tenure issues are also growing. Such data can also be part of tracking implementation of the VGGTs within the forest sector. Guidance and toolkits to support the monitoring of gender-sensitive implementation of the VGGTs are available (see Seufert and Suárez 2012; Action Aid 2017). Other kinds of monitoring tools to track the level of gender integration in forestry research have also been developed (CGIAR FTA 2019; Paez et al. 2019). Using the *Gender Equality in Research Scale*, for example, involves a self-assessment questionnaire to be used by project leaders or teams on an annual basis, and thereby reflect on how to better integrate gender in the research portfolio (CGIAR FTA 2019).

SECTION 2.2

FURTHER READING

[FAO] Food and Agriculture Organization. 2017. *Creating a system to record tenure rights and first registration*. Governance of Tenure Guide no. 9. Rome: FAO.

[FAO] Food and Agriculture Organization. 2017. *Improving ways to record tenure rights*. Governance of Tenure Guide no. 10. Rome: FAO.

Seufert P and Suárez S. 2012. *Monitoring the voluntary guidelines on the responsible governance of tenure of land fisheries and forests. A civil society perspective*. FAO Land Tenure Working Paper no. 22. Rome: FAO.

MEXICO'S SHINING EXAMPLE

Government steps toward empowering women in community-based forestry

QUESTION FOR REFLECTION

How can national forest agencies improve women's participation across multiple types of forestry programs?

Mexico's forestry commission, *Comisión Nacional Forestal* (CONAFOR), has launched various gender-responsive strategies that, in sum, are gradually changing the face of forestry. This has been motivated by the National Development Plan covering 2013–2018 that established the inclusion of gender as a cross-cutting principle that must be reflected in all of Mexico's laws, policies and programs in every sector and at every scale (Aguilar 2017).

The challenges have been typical ones: not only are about 80% of its collective forest landowners men (who benefit from various subsidies and supportive programs), but also governance structures are dominated by men (PROFOR 2017). Moreover, the forest

sector has been mainly focused on male-dominated timber production where women are less active. In response, CONAFOR has launched a range of gender-responsive initiatives that include (PROFOR 2017):

- Creating a gender unit in the main forest agency
- Launching a gender network that reaches all states
- Promoting a government institutional culture with a gender perspective (called gender transversality)
- Setting up a dedicated funding window for women
- Establishing Mexico's first female fire protection brigade.

The scale and sophistication of its approaches makes it a shining global example (Kristjanson et al. 2018). Moreover, even as new initiatives are being put into motion, lessons are being learned about how to design them. Take the case of "Productive Forestry Projects for Women" that was begun by CONAFOR in 2017 (Kristjanson et al. 2019). Of the 51 applications received, only 10 could be approved (with a total funding support of \$548,223). The remainder faced a range of problems: incomplete applications, lack of compliance with eligibility criteria, no accreditation of legal ownership of land, or failure to clarify how support would be applied. Furthermore, to apply, applicants had to contribute between 10 and 50% in cash or in kind to the project. The low percentage of women who have bank accounts and their weak access to financial services also posed a problem. Such learning has helped to finesse the next round of initiatives. These illustrate the structural issues impairing women's participation in the forest sector that are embedded in unequal access to assets that ultimately limit their ability to benefit and be empowered.

LESSONS

It takes a number of gender-responsive initiatives to change the overall prevailing culture and operation of the forest tenure regulatory framework for lasting change.





3

GENDER MATTERS IN COMMUNITY- BASED FOREST TENURE

It appears that focusing on the dynamic relationships between men and women (rather than solely on women) has a higher probability of providing guidance for changes to institutions, policies, and practices relevant for transforming gender inequality. Such a focus must, however, avoid a zero-sum struggle between men and women. To effect change, the role of gender research is to unpack 'farmers' and 'choices'; to identify opportunities for leveraging empowerment and inclusive change; and to engage with the various actors of change such as government, civil society and the donor community.

Delia Catacutan (with others)

Southeast Asia Regional Coordinator, World Agroforestry (ICRAF) (Catacutan et al. 2014b, ix)

STATE OF GENDER EQUALITY WITHIN COMMUNITY-BASED FOREST TENURE

The process of forest tenure devolution has resulted in forestlands coming under the local control of IPLCs through *de facto* legitimate rights, policy or legal measures. Such forested lands can be said to be under community-based tenure, collective tenure or communal tenure. These terms are used interchangeably. This type of tenure involves a group of people jointly using a forested area based on agreed rules (be they formal or informal) for access, use, management and so on. Where forests are managed under this form of tenure, the term ‘community-based forestry’ is typically used in an all-inclusive sense. In practice, however, the details of community-based forest rights in terms of scale, management, autonomy and duration can vary considerably from country to country, and even from area to area. It can range from weak devolution where communities are participating in, say, nature conservation activities organized by the government or an NGO for a few years, to strong ownership rights where communities have full legal authority to autonomously manage the forestlands in perpetuity for multiple purposes based on their own governance

structure (see Figure 21) (see Ewers 2011; FAO 2019c; Larson et al. 2010).

Therefore, it is essential to zoom in on what the specific governance mode is, and what types of rights and responsibilities in the tenure bundle have been established. These may be formal ones written down in bylaws or they may be commonly understood practices that prevail in a day-to-day way. A term such as ‘community-based forestry’ can include forested lands which remain under the jurisdictional control of the government or it can include those forested lands which are under the full ownership of the community with rights to sell, mortgage and lease. The term ‘community’ also needs to be carefully examined: what are the presuppositions in a specific context about what makes a ‘community’? It can be a customary community in which some new migrants or settlers have made their home; it can be a “user group” made up of members of different adjoining villages who use a particular forest tract; or it can be a community in which a number of diverse clans who live and govern

★ WEAK DEVOLUTION	★★ MODERATE DEVOLUTION	★★★ STRONG DEVOLUTION	★★★★ OWNERSHIP
Delegated	Shared and partly devolved	Fully devolved	Owned
<p>Participatory involvement in program-led activities</p> <p>Little authority to make decisions</p> <p>Some rights to harvest forest resources such as fuelwood, fodder or other NTFPs</p>	<p>Share benefits from government-owned forests</p> <p>Established through policy framework</p> <p>Shorter or insecure tenure duration</p> <p>Limited community authority</p> <p>Some employment opportunities in government's forest management work</p> <p>Rights to use certain forest products with controls on timber harvesting</p>	<p>Collective management of forests involving devolution of rights to use, manage and regulate</p> <p>Established through legal framework</p> <p>Enduring rights in perpetuity</p> <p>Autonomy</p> <p>Devolution of rights based on approval of a forest management or operational plan</p> <p>Specified rights to sell timber commercially</p>	<p>Full title to customary lands including forest areas</p> <p>All responsibility to use and manage lies with community</p>
<p>Large-scale afforestation projects</p> <p>Community protected-area management</p>	<p>Joint forest management</p> <p>Community forestry</p>	<p>Community forestry</p> <p>Local community forestry concessions</p>	<p>Native or peasant community</p>
<p>Sri Lanka</p> <p>Cambodia</p>	<p>India</p> <p>Thailand</p>	<p>Nepal</p> <p>Democratic Republic of Congo</p>	<p>Peru</p>

Figure 21. Spectrum of devolution level in community-based forest regime.

their lives in village clusters come together into an administrative ‘village’ defined by the government as a unit. The details are crucial for understanding how gender dynamics work within varied types of community-based forestry regimes.

Women’s dependencies on a multitude of forest resources have largely been invisible in the formal world of forest management. Initially, concern about women’s involvement in local forests began in the 1980s as a result of fuelwood shortages that led to a growing interest in how women and men use forest resources differently (Hoskins 2016). Today, even though there are some generalizable portrayals of the typical interest women and men have in forests (see Sunderland et al. 2014), it is imperative to understand the specific types of gendered division or overlap in responsibilities that are at work (see Larson et al. 2016b). For example, tree tenure is very important for women because they seek to have control over those species that they need for household food, fodder, fuel or for income generation (Fortmann 1985; Bruce 1989; Rocheleau and Edmunds 1997). Careful understanding will make clear what kind of knowledge and perspectives are brought to the table when greater numbers of women formally participate in tenure governance institutions. In this way, their foundational contribution to forest management becomes part of authoritative decision-making and benefit sharing (individual or collective) for both women and men in the community.

It is clear that where there is a functional governance structure and well-crafted management regulations, devolution can produce benefit streams for both women and men in the community, as well as improve the forest condition. Much has been achieved through direct management by those who have strong rights to the forests in their locality (Gilmour 2016). That said, terms such as ‘community’, ‘collective’ or ‘communal’ are also opaque in that the issue of who they include; which women and men hold authority and decision-making control needs to be properly understood to promote

gendered fairness and inclusiveness. Establishing community-based forest governance is not enough; democratic innovations in the governance processes and the principles that guide rule development and implementation are essential (Smith 2019). This requires commitment to the process of designing forest tenure regimes in ways that bring everyone together on the path to sustainable development. That said, many among communities will see the introduction of new principles such as gender equality as an external imposition infringing upon local sovereignty. Therefore, sensitive experimentation is worthwhile: simply emulating what another community has done will leave the important issues neglected. All in all, only talking in terms of ‘community’ rights is not adequate from a gendered perspective.

Another important dimension of community-based forestry to consider is the scale at which it takes place. Not all of it happens at the village scale. Terms such as ‘collaborative forestry’ (used in Nepal) refer to larger forested areas involving multiple government administrative units (in which there may be hundreds of villages) where the government and local communities work together to manage forests for high-value timber production as well as subsistence, fuel and fodder needs. The manageability of tenure governance is also affected where the geographical size is larger and therefore the numerous disparate communities do not engage in regular face-to-face interactions, and build trust among themselves.

All community-based forestry regimes go through phases of change: adjusting their regime to respond to new challenges and emerging lessons, both internal and externally driven (see Farjam et al. 2020). At some stage in this journey comes a broad-based recognition that gender equality is essential for all involved. It then becomes useful to determine what the overall general condition of forest governance is in terms of gender fairness. Figure 22 sets out the different stages in the level of gender responsiveness of community-based

forest governance starting from ‘minimal’ level through ‘improved’ to ‘good’ level. While this is a simplified portrayal, it is a first step to encapsulate the type of challenges that will be faced.

In most places, however, mobilizing participatory approaches in community-based forests has not automatically meant that gender equality has been accepted. Typically, gender concerns, be they in terms of gender sensitization or the more transformative gender-responsive goals, have not received much attention besides some lip service (Sun et al. 2012). Not only are women’s rights to access forest products not formally recognized in the way men’s rights are, but women do not have much say in forest governance. If there was greater acknowledgement of research that underscores the importance of secure tenure rights, social equity and cohesion, and democratic and equitable governance to successful community forestry, more action on gender equity would be initiated¹³ (see Baynes et al. 2015; also Coleman and Mwangi 2013).

Even in countries, such as Uganda, that have recognized the importance of gender concerns in forests since the early 1990s, women have largely been kept out of decision-making arenas (Banana et al. 2013). That said, the Ugandan picture is not completely bleak: for example, more than 50% women are actively participating in forest decision making in Lamwo (with registered communal land associations). This contrasts to Masindi (with customary lands that overlap with state forests under restricted access) where women’s participation is very low (Monterroso and Larson 2019). In Latin America, little attention has been given to gender issues in the now significant literature on community-based forestry (Schmink and García 2015). Partly, this is because the need to obtain legal territorial recognition for indigenous people or community rights

has been at the forefront of the political agenda (the ‘community trumps gender’ phenomenon) and, partly, this is due to the focus on large-scale commercial operations in community forestry.

Where there have been relatively substantive achievements in moving toward gender equality within locally managed forests, it has been the result of support by federations, NGOs (community forestry, gender or development related) or civil society groups. For example, in Nepal, it was FECOFUN, the national federation for community forestry, who set the policy platform in place in the mid-1990s by making 50% women membership in executive committees mandatory, as well as ensuring rotating office-bearer positions among women and men (see *Her His Forest Tenure Insight No. 6*) (Chapagain 2012; Giri 2012).

When promoting gender equality in community-based forests, all too often the focus tends to be on changing formal rules in bylaws or local conventions. Clearly, changing the formal rules through the forest governance institution is of central importance. In practice, however, because women’s rights of access, use and management are often based on socially accepted norms or are informally negotiated (involving a mix of community-level, intra-women-level, and household-level engagement), the reality on the ground may not match formal rules or management plans. Therefore, in analyzing the reality of gender and forest tenure in community-based forestry, much attention has to be given to these informal practices that make up ‘institutional bricolage’ (see Friman 2020) and how they can be moved toward gender fairness. For example, women often have to pay the forest guards to be able to enter a forest to collect firewood and fodder, or they have to negotiate with men for the right to collect *sal* (*Shorea robusta*) leaves (for making an NTFP product),

¹³ In one study, five interconnected success factors for community forestry were identified (Baynes et al. 2015). This was based on the experience in Mexico, Nepal and the Philippines primarily but also considered other country experiences in Africa, Asia and Latin America. The five success factors are: secure property (tree and land) rights; reduction of socioeconomic differences and gender-based inequality in order to reduce conflict and improve cohesion; intra-community forestry group governance forms which are democratic and equitable in terms of leadership, voting and benefit sharing; government support to community-based forestry (such as enabling legislation or positive incentives) and material benefits to community members (such as income from NTFP sales, employment or payment for environmental services).



while men retain rights to its timber. Additionally, women may play a stronger role in decisions over forest and land use in the household than they do in forest governance bodies (see for example, Larson et al. 2016b)¹⁴. Beyond the formal realm of a forest governance body, identifying other decision-making arenas that will influence forest use and management patterns is essential. Specifically when it comes to conflict or war zones, women and men are at the mercy of the leader of the territory or area, and donor or aid agencies are rarely able to provide support to protect tenure rights needed for basic subsistence. Understanding what happens to tenure rights in such areas is vital for providing humanitarian relief and supportive services.

In reality, many women among IPLCs perceive their forest rights to be insecure for a host of reasons. Where forest tenure insecurities of different kinds exist, dispute is highly likely (see Oyerinde 2019 for a discussion of collective violence and common land in Africa). Tenure insecurity is not simply about the absence of clear policy or legal frameworks in support of forest tenure arrangements (Doss and Meinzen-Dick 2020). Rather, a feeling of ‘secure enough’ tenure is an aggregate perception among women and men that is based on a mix of factors such as community acceptance of gender norms, broad-based awareness of gender-equal tenure rights or how trustworthy the government is in implementing policies and laws (Figure 23). Sometimes one event creates a cascading effect of insecurity, for example, when community-based forest tenure is eroded through individualization and sales of land sanctioned by the forest governance body leading to marginalization of some community members.

Forest tenure systems are not static and, when they change, the way in which participation takes place

and how benefits are distributed also change. For example, when a REDD+ project is initiated, there are typically considerable differences in understanding of the project between affected women and men (Larson et al. 2016a), and women’s involvement is more superficial than that of men (Larson et al. 2014). A careful analysis of tenure and gender dynamics under REDD+ can play a pivotal role in improving the success of REDD+ initiatives (for customary tenure systems, see Tebtebba 2018 for example). A range of factors can result in changes in the policy orientation and specific rules governing community-based forests including: agricultural expansion, individualization of forest lands, commercialization and external investment, transportation infrastructure, demographic pressures, elite capture, new legal and governance frameworks, and resource-based conflicts (Fuys et al. 2008). For example, male outmigration (see *Her His Forest Tenure Insight no. 8* below) in rural areas could alter women’s ability to participate, for good or bad, in forest tenure institutions. Similarly, as more women hold influential positions in the local or national government, there is growing interest in how this will create a positive knock-on effect in further strengthening the gender equality agenda in forest tenure.

Going forward, there is a need to go beyond simplistic gender analyses so that better insight into the causes and effects of gendered social norms and practices can inform strategic thinking (Asher and Varley 2018). There is no such thing as overall improvements in gender equality: how some women will benefit and other women will get further left out needs vigilant attention. As much as gender-disaggregated data are obviously needed, their role is not simply to report on relative imbalances but rather mobilize further gender acceleration through a richer picture of social dynamics and power relations (Asher and Varley 2018).

¹⁴ Some of the earlier and more recent work on gender and rural household negotiations can be useful for understanding decision making and empowerment for community-based forestry. See, for example, Agarwal (1997), Locke and Okali (2010) and Seebens (2011).

Figure 23. Factors affecting perception of 'secure enough' forest tenure for gender equality.

Source: Adapted from: Caron et al. (2014); NRC and IFRC (2014); Doss and Meinzen-Dick (2020); Prindex (2019, 2020); Scalise and Giovarelli (2020).



FURTHER READING

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Male outmigration, gender fairness, and community forestry in Nepal

QUESTION FOR REFLECTION


Does male outmigration open up opportunities for greater women's participation in community forestry governance?

It is becoming increasingly clear that male outmigration is affecting forest tenure governance (see Hecht et al. 2015; Juniwaty et al. 2019). The question is: in what way? What are the implications for women and men's role in local forest governance? One country in which we can look at these dynamics is Nepal which is the most remittance-dependent country in the world. Outmigration started here in the early 2000s to global destinations in Asia, the Middle East and further afield. We know that reforestation has increased over this period but not to what extent has this been the result of community forestry institutions, or more so due to outmigration (Oldekop et al. 2018). Remittances have led to declining forest dependencies as households can afford to purchase non-forest fuel sources, fodder and construction materials, but in what way has this opened up opportunities for women to become more active and influential in community forestry institutions?

The emerging picture is quite mixed. Certainly, women have increasingly been attending general assemblies¹⁵ and learning about the process of forest governance (Giri and Darnhofer 2010a; see also RECOFTC 2018c). Based on research in Ramechhap district with more than 50% male outmigration in CFUGs, the effect is complicated depending on the women's household context. Where there is no man in the household, or where the woman is in a nuclear household, women are more likely to participate (Giri and Darnhofer 2010b, see also Lama et al. 2017). Yet, more recent research in CFUGs with high and low migration rates in three districts (representing mountainous, middle hills and lowland/Terai ecozones) shows that there was little change in terms of CFUG executive committee membership (Lama et al. 2017). Quite unexpectedly, there was greater participation by women in low migration CFUGs (Lama et al. 2017). What this indicates is that women do not simply move into positions vacated by men: rather, there are various gendered dynamics set into play by male outmigration, such as time poverty, older and elite men dominating executive committees and enduring gender norms.

If we go one step further and take a comparative look through the lens of gender intersectionality, an even more complex picture emerges based on ethnicity and caste conditions (Sijapati Basnett 2016). In Bhatpole village in Kavrepalanchowk district, a largely Tamang area (with primarily gender egalitarian cultural practices), community forestry has been a women-led initiative from the outset. Nine of the 11 CFUG executive committee members were women. The list of users in the CFUG operational plan mostly included women.

¹⁵ General assemblies and executive committees are the two main decision-making bodies for CFUGs.

The background of the entire page is a detailed botanical illustration in black ink on a teal background. It features various types of plants, including ferns with feathery fronds, flowering branches with small buds or berries, and broad-leafed plants. In the bottom right corner, there is a white silhouette of a person, possibly a woman, standing and looking towards the left. The overall style is that of a scientific or historical botanical plate.

In contrast, in Gharmi village of Kaski district with high rates of male outmigration among the low caste Bishwa-Karmas (Dalits), their push to start a community forest as a caste-based struggle in an area that also included high caste Poudyals and Khatri-Chhetris ended up excluding women from forestry decision making. Here, the low caste communities, in emulating the high caste gender norms on women's honor and division of labor, did not extend the ideas of 'equality', 'rights' or 'citizenship' to women.

LESSONS

Male outmigration does not generically open up opportunities for greater leadership and participation by women: the research indicates the importance of understanding the various axes of existing social dynamics.



Men *generally recognize the great role women play in improving the families' living standards, but it is important for them to also agree that for the women to continue to play that role and even improve in that role, they need security to lands and forests.*

Cécile Ndjebet

Coordinator, African Women's Network for the Community Management of Forests (REFACOF) (Mwangi and Evans 2018, 3).

3.2

CRAFTING GENDER-RESPONSIVE TENURE GOVERNANCE IN COMMUNITY-BASED FORESTRY

Achieving the responsible governance of forest tenure within community-based forests involves interventions in a number of action arenas. This includes how national laws and policies are implemented, how members of governance institutions are selected, how local forest-related policy goals are identified and how specific rules on access, use, management, monitoring and sanctions, and conflict resolution methods attend to gender-differentiated needs. Before launching into the specifics, we review some broad-based principles for how to strategically engage in improving community-based forest tenure for gender equality (Figure 24, see also Giovarelli et al. 2016).

1

MAINTAINING A COMMUNITY-WIDE FOCUS

Community-wide engagement is essential for sustainable, wide-spread progress. Successful processes and interventions aiming for sustainable and wide-spread change empower women and strengthen their governance rights as part of an ongoing and collaborative process involving the entire community.

Engage community leaders: Successful projects often receive the support of male and female community leaders.

Provide culturally appropriate support: Successful activities implemented by organizations external to communities are designed alongside community members, resonate with communities' cultural norms and prioritize communities' agency.

Recognize that social change takes time: Successful activities allow enough time to transform patriarchal attitudes toward gender roles and for normative changes to manifest in favor of women's land governance rights.

2

USING INFORMATION AND LEARNING TO FURTHER EMPOWER WOMEN AND THEIR COMMUNITIES

3

ESTABLISHING STRATEGIC NETWORKS AND ALLIANCES AT MULTIPLE LEVELS

Figure 24. How to support indigenous and rural women's forestland tenure governance rights.
Source: RRI (2019).

Highlight the valuable contributions that women already make to their communities: Render visible the positive impact of women's work on the management and conservation of community lands.

Demonstrate the community-wide advantages of securing women's governance rights: Successful initiatives empowering women also benefit – and are presented as benefiting – the entire community.

Use information to empower women as community leaders and decision makers: Successful activities use the sharing of information with women as the foundation of women's leadership and decision-making capacity.

Establish meeting spaces, activities, networks or institutions that are exclusively for women: Successful initiatives often facilitate women-only networks, institutions, activities, meeting spaces or agreements.

Create self-sustaining, multilevel networks of women leaders: Successful activities create networks of women leaders who engage in mentoring and information sharing to maximize results.

Build and leverage strategic relationships with a variety of stakeholders outside of communities: Successful initiatives effectively communicate and build relationships with a wide variety of external actors to garner their support.

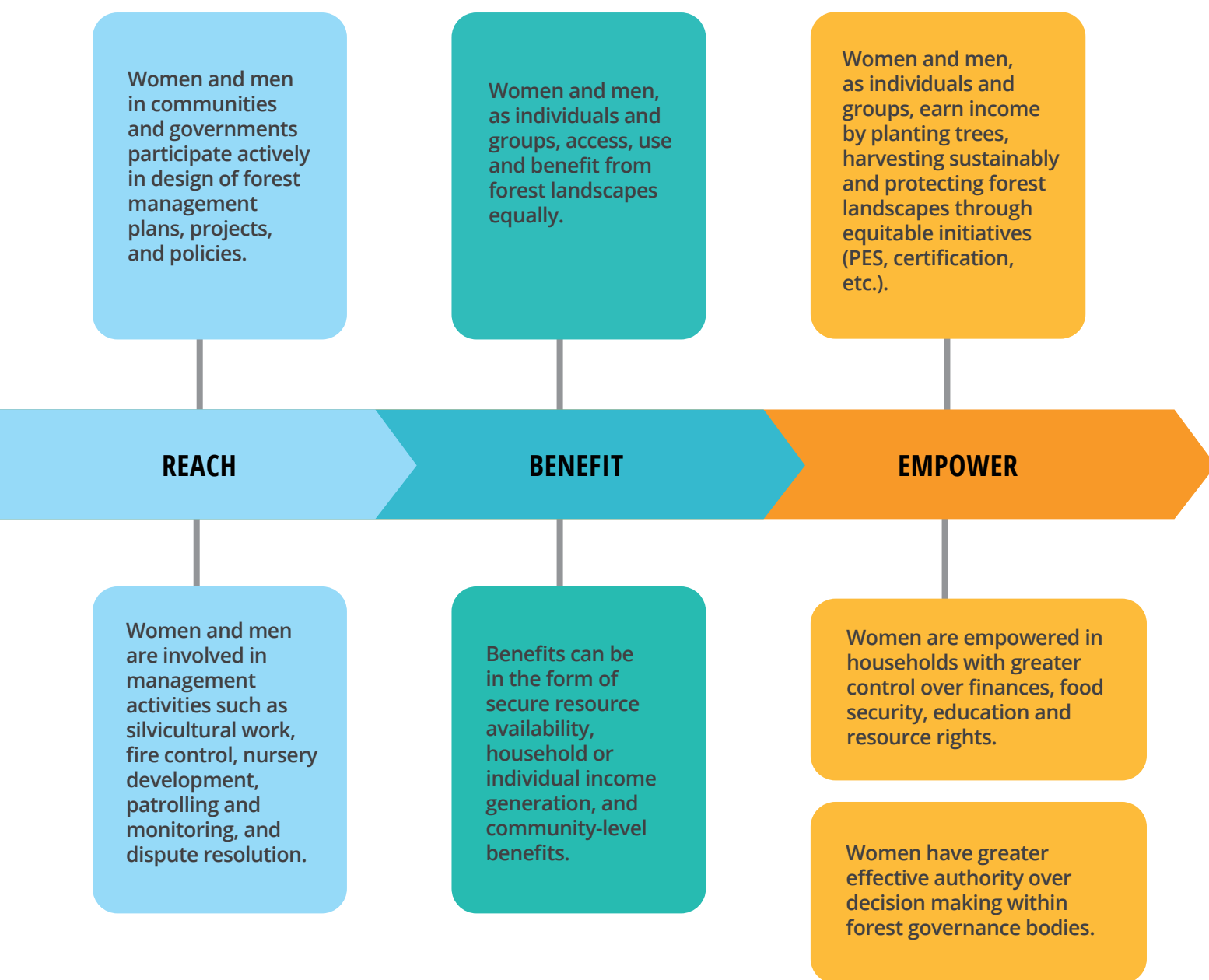


Figure 25. Gender-responsive outcome pathways.

Source: Adapted from Johnson et al. (2018).



It is critical to think about pathways of change for women and men. Although much work has been done on bringing more women to the decision-making table so that they can effect change, it is imperative to consider the types of changes that are being sought. Figure 25 sets out the change pathways whereby women and men who participate actively in forest management activities receive benefits, and thereby become empowered at the household or community level. These three stages are called *Reach*, *Benefit* and *Empower*. Research indicates that there are no clear differences in outcomes based solely on whether the forest tenure regimes designated forest lands for community use or granted communities full ownership (Larson et al. 2019a). Rather, achieving goals such as food security or livelihood improvements requires examining how particular interventions work in specific types of change pathways to create transformations.

Identifying change pathways involves looking carefully at the type of women's empowerment being sought. There are many dimensions to women's empowerment such as production, community-level decision making, authority over household decisions, individual and family income, community-based leadership, and reducing time and labor burdens (Figure 26).



Figure 26. Eight key domains of women's empowerment in community-based forestry.

Before getting into the details of change pathways and particular interventions, the core issue of power dynamics in creating gender-transformative change needs to be confronted. Power dynamics at the household, community and village level play a central role in determining how day-to-day practices in the forests take place, how forest resources are used, how decisions over forest products are taken within households, and how governance takes place. Every attempt to create positive transformations in the journey toward gender equality will very likely be resisted by those who are vested in the status quo. Understanding what is at work requires objectively looking at gender intersectionality: the various axes of structural discrimination at work in any household or community's practices. This involves examining prevailing social norms, hierarchical relationships, how decision making typically is carried out, and what types of conflicts tend to be common. Additionally, what are the relationships and networks through which the powerful and less powerful exert their influence and cultivate benefits for themselves or their families? Through this, creative and inspiring approaches that build alliances among women, between men and women, and nurtures women and male champions can create positive forces for gradually bringing everyone on board. Sensitive and carefully crafted communication that brings everyone to the table to identify realistic goals and approaches is critical. Building upon what already exists is ideal rather than

creating new initiatives which require spending a lot of time and money on groundwork preparation. However it is carried out, a hopeful approach aligned with strategic thinking about how to create change through equalizing assets and decision-making authority between women and men is critical.

An adaptive collaborative management (ACM) approach can help navigate the multiple challenges in the face of change. ACM involves an iterative style that basically follows the *Analyze*, *Strategize* and *Realize* set of steps focusing on reflection and learning (Mukasa et al. 2016; Evans et al. 2014, 2017). ACM is a learning journey in which facilitators work with communities along these steps.

Some careful thinking about intervention design can produce multiple rewards (Figure 27). This table is divided into two major sections: one is related to interventions focused on the forest governance institution or body, and the second is related to more generalized interventions within the broader community itself. Given the multiple action arenas involved, strategic preparation about what needs priority attention and how sequencing of interventions can take place is called for. What we know is that intensive engagement at the community level with good room for sequenced discussions and iterative work produces remarkably better results than a one-time thorough approach.

1 RESPONSIBLE GOVERNANCE OF FOREST TENURE

CREATING RESPONSIBLE LOCAL GOVERNANCE OF FOREST TENURE

ENABLING POLICIES AND LAW

Does the Constitution, national or subnational policies and laws prohibit discrimination based on sex? Do they provide for equal rights between women and men? Are there any provisions in the forest law mandating the proportion of members of local forest governance executive committees be women? Are there any stipulations regarding gender-equal benefit sharing?

Local forest governance bodies can provide empirical evidence and support action-oriented research on how gender equality in forest tenure creates an accelerator effect for various development goals. This can support policy development and legal reform.

Local forest governance bodies can create and join alliances mobilizing to reform forest tenure policies and law on issues such as proportional representation in forest governance bodies, benefit sharing among women and men, and gender-equal FPIC.

GENDER-EQUAL REPRESENTATION ON FOREST GOVERNANCE BODY

Are all women and men in the community able to become members of the community-based forest governance body? Is there a requirement that 30 to 50% of executive committee members be women? Are there stipulations that office-bearer positions rotate among women and men? Do women also have authority to manage community-based forestry funds?

Carry out awareness raising and bylaw amendment activities so that the local forest governance body can mandate how gender-equal representation (in its multiple forms) can be achieved.

GENERAL MEMBERSHIP IN COMMUNITY-BASED FORESTRY REGIME

Is there a general assembly in which all members of the community-based forest tenure regime participate? If so, can all women and men adult members of households become participants? Are time and place of meetings suitable to women and men, near and distant?

The bylaws can be amended to require all women and men members of households be eligible to join the community-based forestry regime.

Raise discussions at the assembly about where and when meetings are suitable to both women and men coming from near and far; arrange seating at the meeting so that both women and men can actively participate.

FOREST GOVERNANCE DECISION-MAKING

What is the process of decision making? Are a set of bylaws or rules in place that include the full bundle of tenure rights over high and low value forest resources? Are they robust and durable? Do they recognize the different types of rights women and men need to sustainably manage forest resources, build livelihoods and run enterprises? How are bylaws updated? Are most people in the community involved in making decisions about bylaw changes?

Train women on relevant policies and law so they are able to participate knowledgeably in executive committee meetings.

Train women on how executive committees and general assemblies are run with a focus on how to introduce and achieve changes supporting gender equality.

Provide women with skills to effectively participate in decision making by training them in public speaking and debating to achieve the goals being sought and build confidence.

Ensure that all women and men understand the importance of organizing meetings that consider time commitments, mobility requirements, and cultural norms so that women can comfortably participate.

FOREST GOVERNANCE POLICY GOALS

What are the policy goals of the forest governance body? Do these goals recognize the multifunctional uses of the forested area? How women and men use different resources and zones of the forest? How are the goals of forest management related to climate change, growing markets, and changing national development goals?

Support a step-wise series of workshops on identifying policy goals through the input of all key stakeholders within a community-based forestry regime; draw upon a facilitator who is gender sensitive.

DISCRIMINATION, POVERTY AND WELL-BEING

Has there been any initiative by forest governance body to understand the patterns of discrimination, poverty and well-being in the community?

Train leaders and users of the community-managed forestry regime about discrimination, poverty and well-being to understand the ways in which forests are used and benefits are shared recognizing the importance of social equity to effective forest management.

Figure 27. Designing interventions for gender-responsive change in the responsible local governance of forest tenure.

Source: Adapted from Ostrom (1990); Fuys et al. (2008); Caron et al. (2014); FAO (2016a); Gilmour (2016); Mayers et al. (2016).

RECOGNITION AND RECORDING

COMMUNITY-BASED FOREST BOUNDARIES

Are the geographical boundaries of the community-based forestry regime clearly defined? Were these boundaries mapped with the involvement of women and men in the community? Does it involve a village or cluster of villages or a group of households who are dependent on a particular forested area? Is this map (paper-based or digitized) housed with the community-based forestry regime office, or with the local government? Are there any audio-visual resources associated with the map that reflect forested areas (or zones) typically used in different ways by women and men?

Carry out participatory mapping (working with an NGO) involving women and men equally as contributors to knowledge for initial consultation, map preparation, as mappers and as data analysts.

Work to store the map and audio-visual data in a location that is accessible to all in a low-cost way.

RECORDING RIGHTS

Are the bylaws (with associated maps and forest management plans) as well as list of members of the community-based forestry regime recorded at the local or digital tenure registry? Is it accessible to all in a low-cost way?

Work with the local government on recording the tenure rights in a gender-differentiated way.

Ensure that the records are accessible to all in a low-cost way and can be readily updated.

DAY-TO-DAY OPERATIONAL RULES

FOREST MANAGEMENT PLAN

Are women and men both involved in preparing a forest management plan? Is there a good agreed understanding about how women's and men's uses and management methods of the forests take place (see Ombogoh and Mwangi 2019)? Are socioeconomic surveys at the household level needed to get an accurate picture of the situation?

Document women's and men's knowledge about different forest areas and trees and their resources, as well as their understanding of climate change adaptation and mitigation.

Determine whether there is a match between local ecological conditions and the various rules on use and management by women and men?

Involve women in silvicultural management and development of forest operational plans.

Actively engage women in project-specific planning such as for REDD+ or PES or adaptation from the beginning (see FAO 2018b).

FOREST TENURE RULES

Based on the forest management plan, a set of rules in the bylaws will need to be established on the bundle of tenure rights that includes: access, use, management, monitoring, dispute resolution, alienation and so on. Do the various tenure rules match the ecological and socioeconomic conditions? Are the rules clear in terms of when, where, level of harvesting, and technology that can be used to carry out sustainable use and management?

Engage in a multi-step process whereby the existing rules affecting women and men are "shouted out": these are then reviewed two or three times before a new set are included in the bylaws; creating awareness of the VGGT principles in the process will be important.

BENEFIT SHARING

How are the multiple benefits provided by different resources from the forests including water conservation shared among the women and men in the community of different social status and geographical location? Are these benefits accruing to individuals, households or at the collective level of the community?

When the forest management plan is developed, a series of discussions will be needed about how benefits (some of which are in kind, and some in financial form) are to be shared among women and men considering differential needs and interests.

MONITORING

Who is monitoring the condition of the forest as well as compliance with bylaw rules in different areas? How will anyone flouting the bylaws be identified? What will be the set of subsequent actions? Are women better able to apprehend women who do not comply with rules?

Provide for patrolling and monitoring by both women and men by creating gender-segregated teams with specific responsibilities.

CONFLICT RESOLUTION MECHANISMS

Are there typical types of disputes that commonly occur? How are small disputes and larger conflicts addressed? Is the executive committee able to address these issues in a low-cost way? Are these sensitive to gendered needs where women are able to speak up and have their concerns heard?

Include women in any conflict resolution body (ideally who are involved in monitoring work), or provide for women-only conflict resolution bodies for women who break rules; provide training to improve technical capacity so they can effectively carry out their responsibility.

GRADUATED SANCTIONS

What type of sanctions will be imposed on those who violate the bylaws? Are there a set of graduated sanctions that are related to level of seriousness and offense context?

Take an annual opportunity to reflect on the established graduated sanctions to review whether they meet the needs of women and men who have different dependencies on the forest.

LANDSCAPE OR NATIONAL NETWORKING AND LINKAGES

Does the local forest governance body have any informal or formal links with other governance bodies in the landscape, or nationally with federations? Are women receiving forest landscape-related information as much as men?

Explore opportunities for women and men in the local forest governance body to develop networking links with other forest governance bodies within the landscape or nationally.

MINIMAL RECOGNITION OF RIGHTS TO ORGANIZE

To what extent does the tenure governance body have autonomy when it comes to designing, implementing and addressing new gendered needs as they arise? Is there a low or high level of government involvement in the community-based forestry regime? Are the government officials sensitive to gender concerns?

Organize meetings with local government staff (who hold authority and have decision-making power) on a range of emerging needs of women and men so that they understand the importance of autonomy for successful forest management.

INTERACTING WITH EXTERNAL PROJECT PROPONENTS AND INVESTORS

Where external project proponents and investors are involved in the local area, is there a good understanding of how the FPIC principle can be implemented in a gender-equal way (FAO 2014a; Coleman 2019)? Are there principles set out in bylaws for collaborative project management, as well as contract templates for investor agreements (see FAO 2015b, 2016d)?

Provide training on the importance of gender-equal FPIC in the context of donor projects that cover such themes as community-based forestry, REDD+, and PES initiatives.

Where investors are exploring opportunities, work with an NGO to identify how best to carry out the preliminary engagement, subsequent negotiations, as well as prepare investor agreements that attend to gender equity.

2 CHANGE AGENTS

CHANGING COMMUNITY PRACTICES AND DYNAMICS

WORKING WITH LOCAL GOVERNMENT

Do community members have trust in the government effectively implementing laws and policies, particularly those promoting gender equality? Is there good service delivery in terms of technical support for forest management, forest law enforcement, or in business incubation for enterprise development?

Build a positive working relationship with the local government in conjunction with cultivating alliances with influential NGOs/CSOs to improve government administration and service delivery on gender and forest tenure in an ongoing process.

WORKING WITH LOCAL LEADERS

To what extent do local leaders, both men and women, work to support gender equality in governance of forest tenure?

Build, support and recognize the work of male equality champions.

Cultivate alliances with influential women such as the wives of leaders and chieftains to mobilize positive changes for gender equality.

COMMUNICATIONS

How are stories of positive change and inspiring leadership promoting gender equality shared within the community? Through particular meeting spaces or collective ritual gatherings?

Find regular opportunities to share knowledge about women and men's specific dependencies on the forest and what that means for overall development in the community.

Collect and share positive stories about changes in gender equality within the forest governance regime such as on forest management, use rules, benefit sharing or enterprise development.

WORKING WITH WOMEN'S GROUPS

What kinds of women's groups exist in the community? Self-help groups? Savings groups? Mother's groups? In what way are they associated with the forest sector activities? Can alliances be built with them to strengthen gender equality on forest tenure?

Develop a separate women-only supportive group to help women on the forest governance body, and build links with other women's group to effect quicker change.

EDUCATION, AWARENESS AND TRAINING

CHANGING GENDER NORMS

What are the prevailing gender norms among the different hierarchically ranked status groups in the community? How do they affect the way in which women and men are able to access and use forests? How does it affect women's participation in governance meetings? Who are the new role models for girls and young women, and boys and young men?

Change gender norms through gradual and sustained effort in the form of numerous interventions, be it through inclusive dialogues with influential community and religious leaders; communicating targeted messages through radio and theater; rewarding public achievements, and so on; requires an approach that conveys the importance of inclusiveness and gender equality between women and men of different backgrounds.

Mentorship programs can be set up for supporting young women and men who are becoming active in forest governance and management.

BUSINESS TRAINING AND INCUBATION

Does the regulatory framework support women's entry into setting up forest-based enterprises? Any incentives on registration or taxes to support women? Do women in the community have opportunities to join training on starting a forest-based enterprise? Are they able to join study visits to other communities with profitable forest-based enterprises? Is training provided on running a business? On technologies for forest products processing? Is there a business incubation center that is attentive to gendered needs?

Identify sources of women-focused investments to incubate profitable forest-based enterprises.

Provide business skills to women seeking to start one particular type of forest-based enterprise suitable to local context.

LEGAL AWARENESS AND EMPOWERMENT

To what extent are women and men knowledgeable about forest and related laws and regulatory provisions? What do they know about their rights to remedies within these laws?

Organize small group events (for women and men separately) to increase knowledge of the law, how it is implemented in practice, and what supportive services exist.

REDUCING OBSTACLES TO EFFECTIVE PARTICIPATION

REDUCING LABOR AND TIME BURDENS

What types of specific areas of intervention can support reductions in heavy responsibilities women hold in the household such as cooking, collecting fuel, child care, elderly care, looking after livestock and so on?

Carry out action research on what women and men believe are priority interventions for reducing their household labor burdens and time spent collecting forest resources to help set the stage for decisions on best supportive actions.

SEXUAL AND GENDER-BASED VIOLENCE (SGBV)

What are the threats of violence and coercion made to women as well as men, be they physical, emotional, psychological or sexual in nature about forest issues (Camey et al. 2020)?

Change the patterns of SGBV through a multipronged approach that addresses gender norms, patriarchal forms of power, masculinity and increasing vulnerabilities among men due to poverty and loss of livelihoods.

Prepare a "Protection against sexual harassment and abuse" policy to help motivate behavior changes.

BANKING, CREDIT AND TECHNOLOGY

Does the community generate collective funds (from say, sale of NTFPs) to support women with new technologies to reduce their heavy household workloads? In what way can women use their forest tenure rights to gain access to bank loans for starting or growing forest-related enterprises? How can such loans support entry into processing, marketing and retailing nodes of the value chain? How many women have independent bank accounts? Can they be accessed by mobile phones?

Create a community fund for women to meet their tailored needs for reducing time or labor burdens.

Provide credit or grants to women-led tree nurseries or forest-based enterprises that are linked to strengthening recognition of women's forest tenure rights.

Support women in opening independent bank accounts, ideally with mobile banking service.

SECTION 3.2

FURTHER READING

[FAO] Food and Agriculture Organization. 2019. *A framework to assess the extent and effectiveness of community forestry*. Working Paper no. 12. Rome: FAO.

[RRI] Rights and Resources Initiative. 2019. *Strengthening Indigenous and Rural Women's Rights to Govern Community Lands*. Washington, DC: RRI.

WHAT DOES RESEARCH SAY: Why is women's participation in community-based forests important?

QUESTION FOR REFLECTION

How important is women's participation as members in a forest governance committee for achieving gender equality?

From the early 2000s, the predominant theme of research on gender and community forestry governance has been on issues of women's participation (Mai et al. 2011, see also Asher and Varley 2018 for an update). Increasing women's participation in local forest governance has long been considered the cornerstone of gender-transformative change. The core idea has been that if enough women actively and effectively participate, then improvements on gender equality will inevitably ensue. Gender-equal representation would lead not just to benefits for women of different status but would result in rules that would be in the interest of all community members.

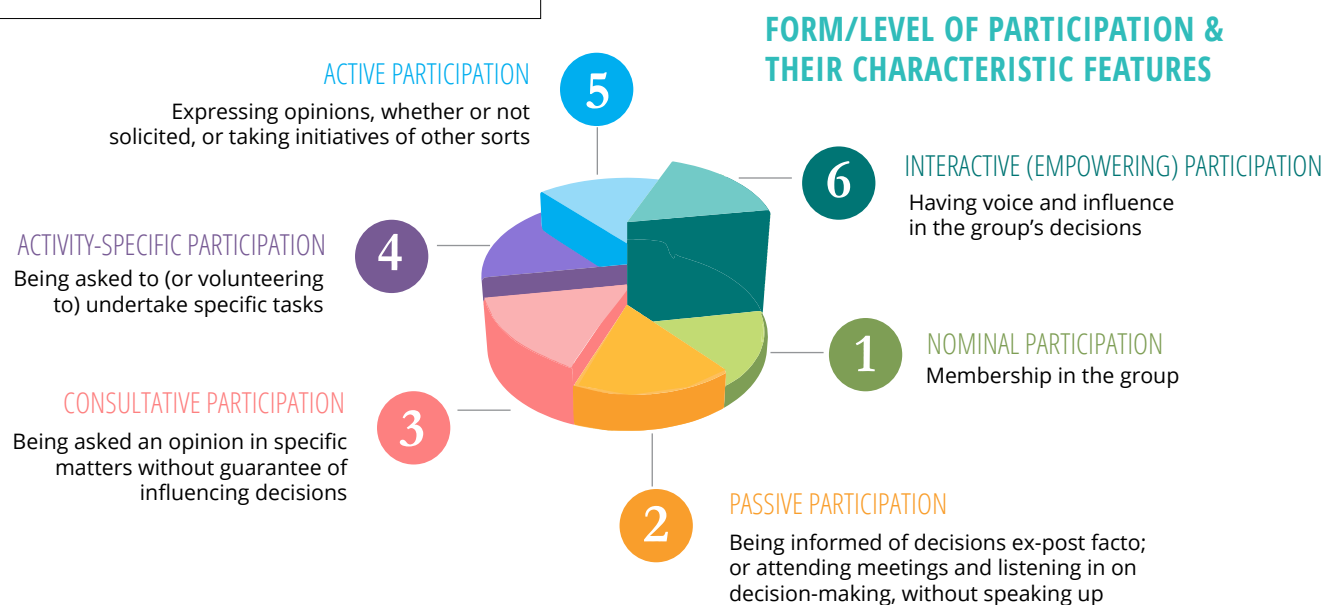
The work of Indian economist Bina Agarwal on gender and community forestry in South Asia has been influential in throwing open this discussion. In the face of the optimistic hype about improving women's participation in forest governance, her

critical interpretation of what she termed 'participatory exclusions' (that is exclusions within seemingly participatory institutions) (Agarwal 2001, 1623) prompted careful consideration of how much women were really effectively participating in community forests. To clarify, she developed a typology that differentiated levels of women's participation in community forestry that is often used still today (Figure 28). This typology points to the importance of understanding how assertive and influential women can be in participating in governance bodies. It is not uncommon for women to participate in majority numbers and express their opinions vocally and still be ignored, as is seen in the case of the Lam Dong REDD+ project in Vietnam (Gurung and Setyowati 2012). At the same time, there is more to participation than simply how women's voices are expressed in decision-making forums: heavy household responsibilities mean that it is elite women who all too often are able to make time to join such meetings.

A follow-on question is about 'critical mass': what proportion of women do you need on a collective forest decision-making body to support gender-equal representation and therefore to improve forests, livelihoods and income generation? Even though research has been carried out on this subject for some 20 years now, there is still no consensus. Some studies have demonstrated that increasing women's participation up to about 30% of forest user group governance membership in South Asia has produced improvements in forest resource management and distributional equity, often through ensuring better rule compliance (Agarwal 2010, 2017). In addition, the presence of older women members on committees has contributed in positive ways. This research has also underscored that it is women with the most at stake, for example, landless women who are more committed participants in assemblies, speaking out regularly on their needs and flouting prevailing social norms. In subsequent work, it was argued that while the power of numbers and *implicitly* shared interests can help to

Figure 28. Typology of women's participation in community-based forest institutions.

Source: Agarwal (2001).



build the strength of women's participation, *conscious* recognition and *collective* articulation through intra-group dynamics as well as horizontal linkages with other local groups and federations can also bring about needed changes (Agarwal 2015).

That said, other research undertaken in Kenya, Uganda, Bolivia and Mexico zooms in on another facet of the issue asserting that mixed gender groups are better able to engage in forest resource enhancing behavior than women-only groups (Mwangi et al. 2011; Sun et al. 2011). In other cases, such as in Brazil, research indicates that women-only and topic-focused groups create space where women are able to build positive initiatives for change (Shanley et al. 2011; Sun et al. 2012). Additionally, global research that examined how the gender

composition of forest and fisheries management groups affects resource governance and conservation outcomes found that there is clear evidence for South Asia (India and Nepal) where women's involvement in management groups does improve governance and conservation, but in other geographical areas, there is an inadequate empirical basis for good analysis (Leisher et al. 2016). In essence, there is a clear need for more geographically diverse research to improve global-level understanding. In the end, it is about more than numbers. Rather, substantive knowledge, roles, relationships and networks that women members of forest executive committees bring to bear on their influential role are vital for effective participation (see AIPP 2013; Upadhyay et al. 2013; RECOFTC 2016).

LESSONS

While increasing empowered participation of women in forest tenure governance institutions is clearly important, numbers alone are not the critical factor as it is the substantive influence women can exert that leads to positive change for gender fairness.



In our village, the men go into the forest to map, but I manage the data. Women can study that data and make conclusions.

Maliwan Agkara

Secretary of the Nam Khae mapping project in Thailand that is working to get government-recognized title to their forest land (RECOFTC 2020)

GENDER, PARTICIPATORY MAPPING AND COMMUNITY-BASED FOREST TENURE

With the focus so squarely targeted at improving women's participation in forest tenure governance, it is easy to forget the other essential interventions needed to improve gender equality. Establishing the boundaries of community forests as well as resource mapping is a foundational step for clarifying and asserting forest tenure rights. While participatory mapping has grown in leaps and bounds over the last 30 years, the multiple ways in which women can engage in creating and analyzing maps is now becoming prominent (IFAD 2009; Tebtebba 2013). Such maps can be used to geospatially document tenure relations, such as for creating a citizen's cadaster, delineating customary or ancestral lands, determining the boundaries of community forests, identifying resource-use areas and resolving conflicts. They can also be used for other related needs such as livelihood strategies, participatory land-use planning, or documenting place-based oral histories and mythologies (see, for example, Etongo and Glover 2012). Mapping can be required in the claims process, or it may be initiated by the community to legitimize its *de facto* tenure rights. Women can contribute to consultations before mapping occurs, identify and validate boundaries and resource zones, but they can also work as mappers, community surveyors and analysts. The process of visibilization creates new understanding and representation of gendered knowledge. In this way, gendered participatory mapping becomes a pivotal part of the clarification, assertion, recording and analysis of forest tenure rights.

In recent years, the use of mobile technologies has not only helped to lower costs, but also has facilitated more inclusive participation from various community members who hold expert knowledge (see, for e.g., USAID n.d.), while capturing gendered audio-visual data. Thinking carefully about how to include women's and

men's diverse perspectives in using mobile technologies produces a map that all can agree to. Participatory mapping guides may suggest carrying out the mapping work separately for women and men to allow women to speak freely, and to find a time and place that respects their other work commitments. Yet, there are few reports of how the mapping was actually carried out in practice and with what gendered effect on local leadership, forest management and governance, or forest-based enterprise start-up. There are some positive developments afoot with examples of participatory mapping guides that are set out in gender-sensitive ways (see for example Vasundhara 2016; Rainbow Environment Consult 2018; Rainforest Foundation UK 2019a; USAID LTS Team 2019). Going forward, this is an important area for developing gender-responsive and locally relevant tools and protocols, in either written or audio-visual formats. Mapping is certainly not a one-time-use tool: it can be very valuable for tracking change, assessing the impacts of development projects, or adaptively building land-use planning systems. The snowball effect of mapping in consolidating rights assertion will take time to understand.

SECTION 3.3

FURTHER READING

Boissière M, Duchelle AE, Atmadja S and Simonet G. 2018. *Technical Guidelines for Participatory Village Mapping Exercise*. Bogor, Indonesia: CIFOR.

Rainbow Environment Consult. 2018. *Synthetic and Practical Guide of the Unified Methodology of Participatory Mapping in Cameroon*. Yaoundé, Cameroon: Rainbow Environment Consult.

Women's role in participatory mapping in Latin American countries

QUESTION FOR REFLECTION

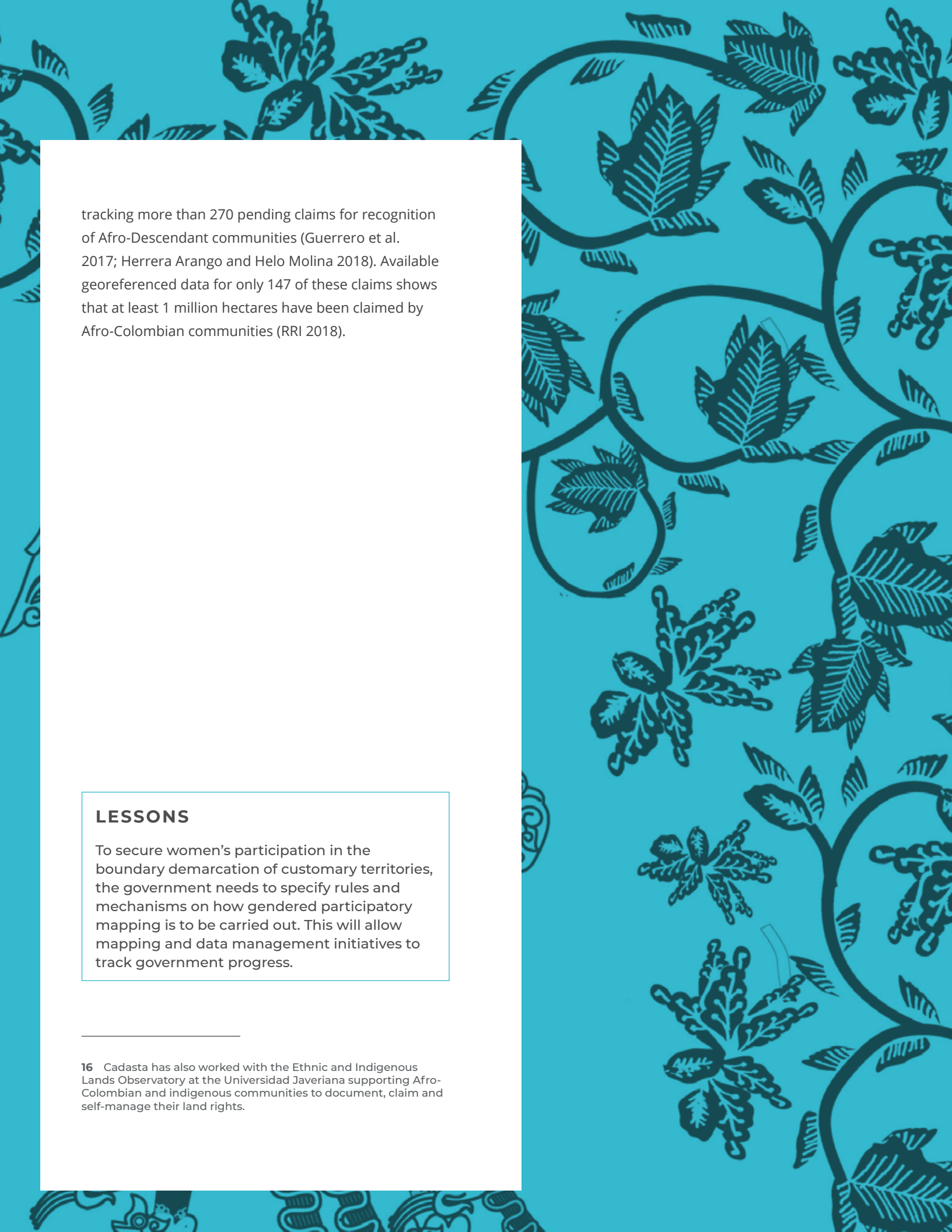
Why have women been left out of participatory mapping for boundary demarcation of customary lands in many Latin American countries?

In Latin America, 33% of forests are managed under some type of collective tenure regime owned by communities, most of which are held by indigenous peoples (such as *resguardos* – indigenous reserves) (RRI 2018). Despite this substantial progress, formalization of claims over lands is still slow in many countries, and little is known about how these reform processes involve and benefit women. While existing procedures for formalizing rights are long, complex and costly for both boundary demarcation and mapping of key natural resources (Monterroso et al. 2017), it has become increasingly clear that incorporating women in demarcation procedures is essential for avoiding the risks of perpetuating social differentiation of vulnerable groups. Moreover, it is important because rural and indigenous women and men have different forms of knowledge about land and natural resources (Cruz-Burga et al. 2019; Duran et al. 2018). Because there are

seldom legal provisions regarding the demarcation procedure, most communities rely on their own self-organizing capacities (Notess et al. 2018). At this point, women are typically left out (Monterroso et al. 2019b).

Consequently, women's organizations have mobilized in countries such as Peru and Colombia to become more active not only in the formalization processes but also in policy discussions relevant to their territories (Bolaños 2017). For instance, in Peru, the National Organization of Andean and Amazonian Indigenous Women (*Organización Nacional de Mujeres Indígenas*, ONAMIAP) has asserted the need to review formalization procedures that currently only require involvement of the household head arguing that both women and men should be included (ONAMIAP and RRI 2017).

Clear mechanisms need to be established for engaging women during mapping and other steps for titling (Larson et al. 2019b; Monterroso et al. 2019b). There are other initiatives afoot that provide technical support for gender-responsive participatory mapping work. For example, Cadasta (an organization that provides technical tools and services on documentation of land and resource rights) has worked with the Aso Manos Negra, the Association for the Defense of the Environment and Black Culture (a women-run organization in Colombia formed in 1996) to map and document community lands among Afro-Colombians in the Pacific region (Cadasta n.d.).¹⁶ Cadasta developed a customized data collection system and provided in-person training so that Aso could collect data on women's economic activities and land use, track the formalization process for community lands and survey women's community associations. This work has been indispensable for



tracking more than 270 pending claims for recognition of Afro-Descendant communities (Guerrero et al. 2017; Herrera Arango and Helo Molina 2018). Available georeferenced data for only 147 of these claims shows that at least 1 million hectares have been claimed by Afro-Colombian communities (RRI 2018).

LESSONS

To secure women's participation in the boundary demarcation of customary territories, the government needs to specify rules and mechanisms on how gendered participatory mapping is to be carried out. This will allow mapping and data management initiatives to track government progress.

¹⁶ Cadasta has also worked with the Ethnic and Indigenous Lands Observatory at the Universidad Javeriana supporting Afro-Colombian and indigenous communities to document, claim and self-manage their land rights.

Thanks *to the development of financing mechanisms, community forest enterprises have been able to modernize their [production] processes. By modernizing the sawmills and providing technical assistance for women's training, women now can participate in the process [by] working at the sawmills. This has been very good. The mechanization of the process, and the economic benefits [derived], have led to women taking part in...jobs that used to be exclusively for men.*

Berenice Hernandez Toro

Director of Financing, CONAFOR and Forest Investment Program Focal Point for Mexico (Kuriakose 2018)



WOMEN ENTREPRENEURS LEVERAGE COMMUNITY-BASED FOREST TENURE RIGHTS

Ensuring that women and men have equally recognized rights to forests is not simply about ensuring that subsistence livelihoods and food security needs are met. These rights are also a powerful lever for jumpstarting entrepreneurial aspirations and establishing social impact enterprises. It is an important dimension of the realizability of tenure rights. Yet, such commercially relevant tenure rights are rarely part of the bundle of devolved tenure rights recognized by the government to IPLCs. Therefore, the details of the bundle of rights (as well as related regulatory frameworks) need to be crafted in such a way that both women and men have the appropriate set of rights to launch entrepreneurial

businesses. Where the forest tenure transition has taken hold and where tenure rights to forests under the government's jurisdictional control are transferred to communities, firms or individuals, substantial growth in community forest enterprises has been the norm (Molnar et al. 2007; see also Greijmans et al. 2014)). Small-scale or locally owned forestry is a very large sector that can become a force for changing the face of rural development given the right set of catalytic interventions for women and men (Mayers et al. 2016). Yet, little is known about gender-equal opportunities because of limited studies and gender-disaggregated data on forest-based enterprises (Ingram et al. 2016; FAO 2018a).

Studies show that there are major obstacles to women being able to benefit at higher nodes of forestry product value chains (see Ingram et al. 2014). Poorer women harvest medicinal plants or other NTFPs, become employees raising medicinal or aromatic plant seedlings or carry out processing with very simple labor-intensive technology. It is much less common to find women involved through employment in a forest-based enterprise; in processing, trading and marketing; as well as engaging in service provision.

In India, for example, the small-scale forest enterprise (SSFE) sector provides employment to millions of poor people who collect, process and sell forest products (Saigal and Bose 2003). Some 50% of SSFE employees are the landless or women. Even though the extra cash improves their income security, there are significant policy bottlenecks to obtaining better returns. Take the case of the *tendu* (or *kendu*) leaf used to roll *beedis* (a type of cigarette), where many of the pickers and rollers are women and children. There are about 750,000 *tendu* leaf pickers, mostly in central India. Following the passage of the 1996 Panchayats (Extension to Scheduled Areas) Act) in 1996 and the 2006 FRA, Indian states are obliged to hand over tenure rights to *tendu* leaf and other NTFPs to forest dwellers (Lele et al. 2015). In Madhya Pradesh (the biggest producer of *tendu* leaf), the transfer has started to benefit leaf pluckers in limited ways. In Orissa, where women in various forest protection committees took to the streets in the state capital in 2005 to get government leaf collection centers set up in nearby locations (with limited success) (Singh 2007), the state government has retained its monopoly over *tendu* and other NTFPs violating the FRA provisions (Pani 2018). The implication is that women, as major leaf pickers, will not be able to garner the benefits they are due by federal law.

Greater obstacles need to be confronted at higher levels of the value chain. One problem can be the gender stereotypes associated with certain forest-based

enterprises. Take the case of the numerous timber-based community forest enterprises that are operated and managed predominantly by men such as in Mexico (Antinori and Bray 2005). Although the charcoal sector, which provides income to millions of people, is another that is portrayed as dominated by men, but in fact, women are increasingly entering the value chain. New studies now reveal that women are actually involved across the entire value chain but with women having a stronger presence in retail nodes of the chain, with men involved in production and transportation (Ihalainen et al. 2020; see also Delagneau and Ahoussi 2019; Gonzalez 2020). The extent to which women take up responsibilities further up a value chain as a trader or wholesaler (rather than collector or processor) varies across regions (Ingram et al. 2016; Gumicio et al. 2018). Increasingly, guides are available on how to understand the gender-differentiated characteristics of forest value chains (see Stein and Barron 2017; FAO 2018a), and particularly to support women as traders (Awono et al. 2010; Rousseau et al. 2015).

Tenure rights play a role in gender-equal value chain dynamics. One of the main stumbling blocks in women engaging in higher-value activities is the lack of recognized tenure rights to trees and forests. Where women are involved in smaller commercial activities for local markets, such as woodcutting and marketing, tree tenure is among the factors affecting typically poor women's ability to profit from the harvesting (Friman 2020). Women are unable to leverage their informal tenure rights as collateral to obtain a loan for enterprise development, be it for production, processing, marketing or retailing. In this context, understanding how women in community-based forests leverage their joint strength to improve their involvement in forest businesses is needed (see Bolin 2018). Mostly, women from wealthier backgrounds draw upon their private agricultural lands to jumpstart a commercial initiative. That leaves many women excluded from profitable entrepreneurial opportunities.

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Tree tenure and shea butter value chains in Burkina Faso

QUESTION FOR REFLECTION

In what way does informal tree tenure over lucrative shea trees pose obstacles to women in being able to benefit from higher-value processing opportunities?

Women's tree tenure holds the key to securing financial flows from the shea butter commodity chain. In the agroforestry parklands of central and central-western parts of Burkina Faso, the shea tree is of crucial importance because its nut butter is valuable in the global commodity chains for the cosmetic and confectionery industries (Elias 2016). A slow-growing tree producing fruits after 15–20 years, shea is locally valued not only for its nut butter but also its nutritious fruits, medicinal benefits and hardwood. It is called the butter tree or women's green gold because it provides significant aggregate income for women (as collectors and butter processors).

However, men still occupy the most profitable roles in the industry earning three to four times more money. Women use their control over the money mainly for their children's education. Interestingly, although knowledge and cultural practices around its use and management are distinctly in women's hands, men also

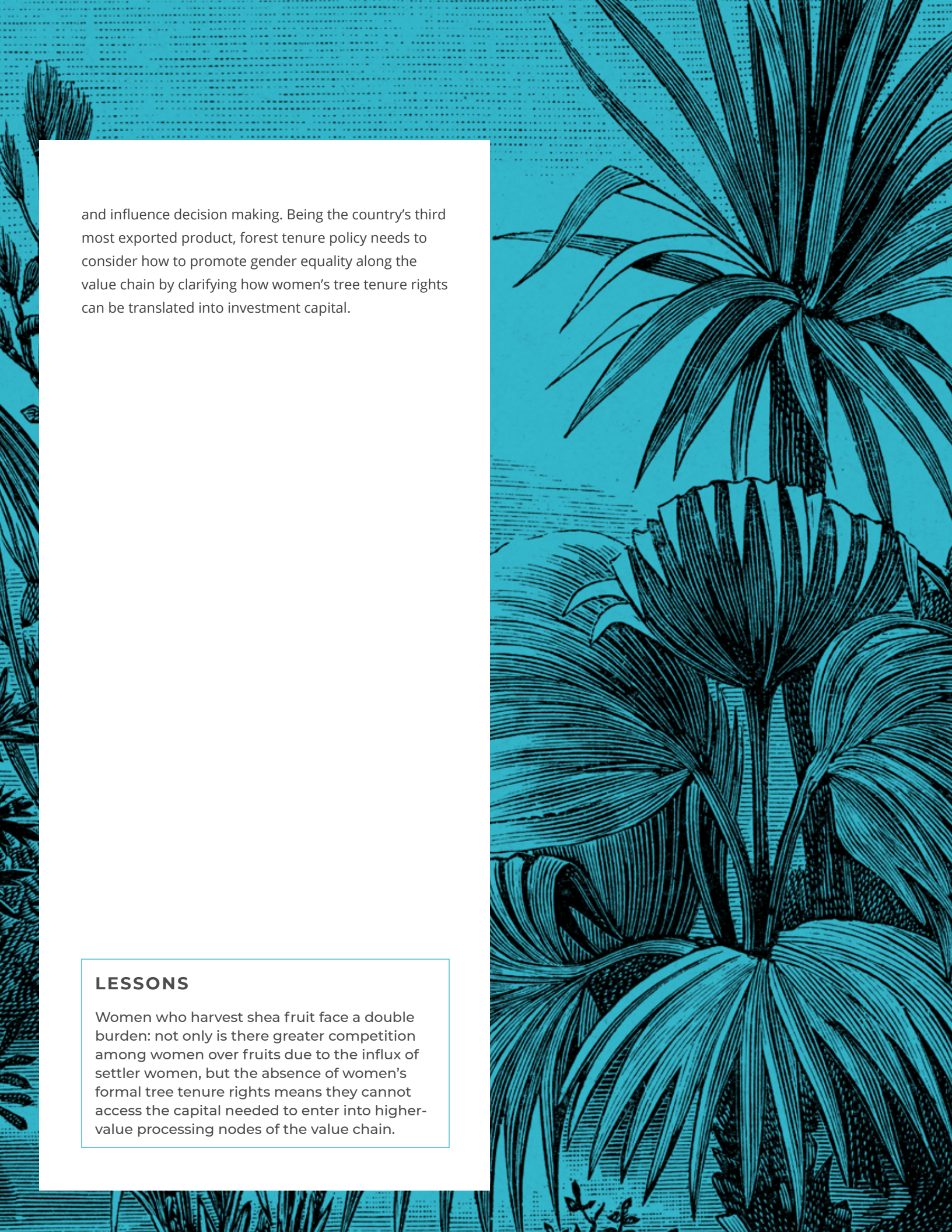
know much about this tree because of its economic importance (Elias 2016).

Women, as the main nut collectors, have to operate within the customary land ownership system, which is lineage based and patrilineal. In this, tree tenure dynamics are of paramount importance for women. Over time, these dynamics have changed because of the influx of new settlers over the last 20 years and who now outnumber the long-standing residents. Still, the prevailing rules governing access to shea trees on cultivated and fallow lands provide for stronger rights for indigenous families than settler families (Poudyal 2009; Rousseau et al. 2016).

Nevertheless, the result is that access to shea trees has become increasingly competitive. In response, women from indigenous families have tried to strengthen the informal cooperative relations among themselves (particularly to restrict access to settler women), while settler women (who are at a distinct disadvantage) have chosen to become involved in making higher-value shea products, as well as create formal cooperatives (Poudyal 2009).

A bigger problem facing all women harvesters results from the liberalization of the shea industry in the 1990s. This created an oligarchic structure of male-dominated wholesalers (Rousseau et al. 2015; Chen 2017). Attempts to bypass these traders through fair-trade projects that could benefit women harvesters has had little effect on the predominant value chain dynamics.

Women continue to have difficulty in engaging in higher-value processing because their forest tenure rights cannot be formally leveraged to access capital. If there were fewer barriers to land and asset ownership, women would have the capital to engage in markets



and influence decision making. Being the country's third most exported product, forest tenure policy needs to consider how to promote gender equality along the value chain by clarifying how women's tree tenure rights can be translated into investment capital.

LESSONS

Women who harvest shea fruit face a double burden: not only is there greater competition among women over fruits due to the influx of settler women, but the absence of women's formal tree tenure rights means they cannot access the capital needed to enter into higher-value processing nodes of the value chain.

Steering

sustainable development policies toward a 'landscapes approach' framework, which applies an integrated approach to land management, will make the relevance of gender to environmental debates even more apparent.

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GENDER, FOREST TENURE, AND RESTORATION OF MULTIFUNCTIONAL FOREST LANDSCAPES

Creating positive effects at scale is also part of forest tenure reform thinking. Instead of considering forest tenure rights at the scale of one forest, improving forests and social equity can involve thinking across a landscape with its multiple tenure niches. Women and men in households will be drawing upon different types of resources across any ‘forest-tree-landscape continuum’ with diverse tenure niches creating a mosaic of protected forests, managed forests, orchards, multi-storied agroforestry areas, single species crop production and other land uses (Bruce 1989; Parrotta et al. 2016). How to govern and improve such forest landscapes is the art of gendered thinking across multiple and complex factors such that collaborative initiatives can foster further greening in support of multifunctionality.

Working at the landscape level is beginning to manifest in a number of initiatives such as jurisdictional REDD+

or forest landscape restoration (FLR) (Jhaveri and Adhikari 2016; Irawan et al. 2019). Indeed, since FLR is increasingly receiving public attention, the tendency has been to leverage existing programs such as REDD+ in new ways (Sijapati Basnett et al. 2017). Within this, it is clear that implementing some form of tenure reform is a way of incentivizing outcomes including gender equality (Sunderlin et al. 2018; McLain et al. 2019). While methodologies for FLR, such as the Restoration Opportunities Assessment Methodology (ROAM), has now included gender-responsive dimensions (IUCN 2017; Siles and Prebble 2018; FAO and WRI 2019; Seymour 2020), detailed understanding of the linkages between gender and tenure remain elusive. A review of eight ROAM reports revealed that while they noted that lack of rights or weak rights were obstacles in the way of scaling up FLR, none carried out an in-depth tenure and governance assessment (McLain et al. 2019).

One of the major obstacles is the lack of guidance on analyzing property rights within multilevel or polycentric landscape governance (Buck et al. 2019). Because working at the landscape scale is complicated, the concepts are still evolving. Rarely are tenure regimes, let alone their gender dimensions, easy to classify at this scale. Therefore, it becomes even more important for those involved in landscape governance to be trained in tenure diagnostic tools so that different types of hybrid tenure systems can be accurately examined (Ranjatson et al. 2019). This includes exploring women and men's indigenous and local knowledge about trees and the landscape's multiple uses (Elias 2018).

Gendered tenure plays a critical role in a number of factors behind successful restoration because it enables stakeholders to perceive that the rewards of their efforts will flow back to them over the long term. Tenure affects factors such as level of commitment by the range of stakeholders involved, engaging implementers (mid-level brokers and government officials), and willingness to hear those who have a clear stake in their landscapes, in particular women and the marginalized (Sarmiento Barletti et al. 2020). Longitudinal studies of gender and REDD+ across multiple sites show that the perception of well-being among women decreased at a higher level than for men, and as such point to the need for better attention to gender equality and safeguarding women's rights in regenerating forests (Larson et al. 2018).

SECTION 3.5

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Gender-responsive forest landscape restoration in Malawi

QUESTION FOR REFLECTION

What are the critical components of a gender-responsive approach to carrying out a national forest landscape restoration assessment?

After Malawi made its pledge to restore 4.5 million hectares of forestlands in 2016 to the African Forest Landscape Restoration Initiative and the Bonn Challenge, it quickly launched the National Forest Landscape Restoration Assessment (NFLRA) through a multi-sectoral national taskforce. Using the ROAM methodology, it sought to identify priority areas and interventions that were tailored to the local socioeconomic and ecological context. From the very start, this was done through a gender-responsive approach working with the International Union for Conservation of Nature (IUCN 2017).

The goal was to ensure that a Gender Plan of Action (GPA) would inform the NFLRA. A number of steps were taken: first, a gender specialist group was created by building the capacity of gender experts from various relevant ministries on forest restoration. A pre-ROAM inception workshop was held with this group to familiarize the experts with FLR and the linkages with gender concerns. Two members of this group were added to each of the three technical working groups developing the NFLRA in order to ensure gender integration. One particular working group on stocktaking and mapping undertook a gender analysis drawing upon IUCN's Gender Responsive FLR Analysis Framework (IUCN 2017). Drawing up a range of data that was collected such as relevant policies, gendered dimensions of existing FLR initiatives, sex-disaggregated socioeconomic data (and its geospatial dimensions), and district-level perspectives on gender-responsive FLR, the GPA aimed to guide the technical working groups. The GPA findings were then integrated into the NFLRA report and the National Strategy and Action Plan. A separate, comprehensive chapter setting out the findings of the gender analysis was also included in the NFLRA. Proactive thinking at the planning stage on gender-responsive approaches facilitates integration across the board.

LESSONS

The Malawi experience indicates that a gender-responsive NFLRA process can benefit from: building and training gender experts across different sectors to join the gender specialist group; including members of the gender specialist group in various technical working groups to ensure gender integration; collecting relevant data to prepare a GPA; and carrying out a gender analysis using a gender-responsive FLR analysis framework.

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ANNEX 1

Common terms: Gender¹⁷

Gender: Gender does not mean sex or women. It refers to the socially and culturally accepted ideas (roles, behaviors and identities) that are taught by society about what it means to be female or male. Instead of a biologically framed notion, it requires understanding of socialization practices. Such gendered differences affect the power relations between women and men (and between themselves), and can result in inequalities in decision-making processes, benefits, empowerment, and outcomes. In forestry, it can refer to how women and men occupy certain spaces in the household, farm and forest; what types of forest resource collection activities are deemed socially acceptable; and how deference to male authority is to be demonstrated. For example, in Burkina Faso, women are considered the collectors of shea nuts, although women and men might both know how a shea tree grows, which types of shea nuts are best, and how they are to be harvested given the economic importance of this forest product. Therefore, men will defer to women's knowledge because they hold primary rights to the shea fruit and nuts.

Gender analysis: This involves an analysis of the gender issues standing in the way of gender equality, be it for lobbying for policy and legal changes, designing a development project or for improving local community-based decision-making institutions. Therefore, it can form part of a needs assessment, a situation analysis or a policy review. There is no standard type of gender analysis: it has to be tailored to the need. This typically includes such dimensions as identifying the different roles of women and men in a given context, their varied access to and control over resources and benefits, as well as the attendant development effects. It can involve

both qualitative and quantitative information. It is a key component of gender mainstreaming activities. In the forest sector, for example, it can be used to understand the challenges and gaps facing gender equality in government administration, or to identify how to improve gendered decision-making institutions and benefits in REDD+ initiatives.

Women's empowerment: The empowerment of women is a process through which women gain greater power and control over their lives and thereby have stronger ability to make strategic choices within households and the community. Having the ability to influence the direction of social change to promote sustainable development and social justice is ultimately what leads to gender equality. Through greater participation and receiving benefits from forest tenure governance and rules, women will be empowered to take decisions in a range of arenas such as day-to-day forestry practices, financial management, technology, income generation and enterprise development, education, health and so on.

Gender equality or equity: Gender equality refers to women and men having the opportunity to equally enjoy society's goods, opportunities, resources and rewards. It is the term used in many international agreements such as CEDAW (see SIDA 2016). Here, it is not that women and men would become the same but, rather that they have same dignity, opportunities and support to achieve desirable outcomes. Under the law, both women and men are equal. In a world with gender parity, prevailing discrimination, prejudices and rigid gender roles would be positively transformed.

¹⁷ A number of sources are available for understanding gender terms (see for e.g., UN Women Training Centre n.d.)

Gender equality is not solely a women's issue but involves the engagement of both women and men in the transition process to a fairer world. Gender equity focuses more so on fairness and justice in terms of benefits and needs.

Gender equality is found, for example, in the equal role of women and men (representing the spectrum of social and economic status) in forest governance bodies, where members able to draw upon their knowledge, assert their authority effectively and thereby influence decision-making outcomes through rules that recognize both women and men's rights on an equal basis. Women's representation does not mean solely protecting women's rights: it is the overall well-being of the community that is being sought. Crafting governance and the tenure rules requires a deft and artful approach to balancing interests.

Gender gap: This term originally referred to the systematic difference between women's and men's participation in the labor force. The annual *Global Gender Gap Report* by the World Economic Forum has an index that tracks a wider set of gaps: the gendered differences in economic participation and opportunity, educational attainment, health and survival, and political empowerment (see World Economic Forum 2018). The gender gap in forestry refers to a range of factors that stand in the way of gender parity, and has been examined in some countries such as Mexico (World Bank 2018).

Gender intersectionality: Simply focusing on women, as a broad category, is not enough. Examining gender intersectionality involves moving beyond simplistic depictions of gender polarities to discern how individual women and men face multiple and intersecting types of structural discrimination, as well as empowerment (Colfer et al. 2018). Intersectionality may be a vague word but inequalities are seldom caused by one factor alone. Typically, there are clustered deprivations meaning that different types of discrimination are found together in a correlated pattern. Yet, research shows that nearly all gender-

differentiated forestry research does not consider intersectionality (Djouidi et al. 2016, as an exception see Nightingale 2011). This may be because there is little guidance on how to use the concept in understanding specific situations, and on how to mobilize the insights developed (Colfer et al. 2018). While the policy world does not like such complexities (Arora-Jonsson 2014), intersectionality is a necessary approach to gender-based forestry analysis.

Gender mainstreaming: Now a ubiquitous term, the gender-mainstreaming approach was agreed to at the 1995 Fourth World Conference on Women held in Beijing to promote gender equality. Mainstreaming means that the implications of any planned action, be it legislation, policies, programs or institutional development deliberately assesses its implications for gender equality so that obstacles and constraints can be addressed in a proactive way. In doing so, it becomes part and parcel of the design, implementation, monitoring and evaluation of any initiatives to ensure that gender is not simply an add-on activity but integrated at all steps. It also facilitates learning in any organization. This is often a twin-track process that involves programs specifically targeted at improving gender fairness, and the integration of gender considerations into other programming. In forestry government agencies, a gender focal is the nodal person for supporting gender mainstreaming both in terms of administrative processes as well as development of policies and laws, and their implementation.

Gender proofing: This involves analyzing any policy proposal or strategic plan for specific types of potential gender discriminatory impacts. This is an anticipatory approach that aims to recognize and prevent negative consequences. In the case of developing a national REDD+ strategy for example, gender proofing involves examining how it can undermine women's access to fuelwood, fodder and medicinal products, as well as rights to benefits from REDD+ financial and other social welfare gains.

Gender responsiveness: This term emerged because gender sensitivity was thought to be insufficient for creating the required transformations. Rather than only promoting a ‘do no harm’ principle, gender responsiveness is a more active approach that takes up specific measures to improve women and men’s participation, their leadership skills, their authority and effective engagement, benefits and empowerment. This involves taking steps to reduce existing barriers and obstacles such as gender norms, discriminatory rules and regulations, and disincentives to productively engage and negotiate. Understanding whether any intervention is achieving its transformative goals requires some form of monitoring and evaluation. In forestry, for example, gender-responsive actions will seek to ensure that rules set up within laws or policies to require 50% participation by women and men in decision-making bodies are effectively implemented among most IPLC members.

Gender sensitivity: This involves policies and programs taking into account the cultural and social factors leading to gender-based exclusion and discrimination within households, the public sphere and decision-making bodies. The aim is to develop respect for the individual regardless of the person’s gender.

National mechanisms for women’s affairs:

These consist of government offices, departments, commissions or ministries that provide leadership and support to governmental actions to achieve greater gender equality.

ANNEX 2

Common terms: Tenure¹⁸

The following is a condensed glossary with terms used in this publication.

Access rights: The ability to access or pass through a forested area or specific trees to be able to harvest particular resources. Within the forest, women and men (whether informally or formally) may be able to access only certain parts of the forest. Often, access rights are related to household or group membership in the community.

Alienation: The property holder's right to transfer the forest to another by sale, lease or other means, as well as the ability to use the resource as collateral to raise finance. Many customary or community-based forest tenure regimes are being eroded by sale of individual plots of land.

Bundle of forest rights: The various rights that together constitute forest tenure such as access, use, management, exclusion and alienation. Forest tenure over a specific forest area can be vested in an individual, firm, communities or the state.

Communal, collective, common property or community-based forest tenure: These are multiple terms that refer to a forest tenure regime where a communally used forest area is governed through a community-based or collective governance institution.

De facto or customary forest tenure right: Refers to informal tenure that is based on locally recognized rights

without formal statutory recognition by the state. Can be a set of legitimate rules and regulations that have been inherited from prior generations.

De jure or statutory forest tenure right: This is concerned with a set of forest tenure rights that are established and protected by the state. This involves, *inter alia*, the definition of the distribution of the rights and responsibilities between the state and other actors.

Exclusion rights: The right to regulate and exclude outsiders who do not hold access rights to the forests. That said, some outsider women or men may be allowed to access and use the forest at specified times in particular ways.

Forest ownership: The right to use, control, transfer or otherwise enjoy a land parcel as long as those activities are allowed by law. In statutory law, it is often associated with freehold land.

Forest property: Forest property is a benefit (or income) stream to women and men, and a forest property right is a claim to benefits from forest resources that are protected by the state or another higher body (Bromley 1990).

Forest tenure: Defines who owns forestlands, and who uses, manages, and makes decisions about forest resources. The term 'forest tenure' gives importance to the social relationships and institutions that determine patterns of forest use. The term 'property' is sometimes

¹⁸ There are a number of publications that provide a comprehensive glossary on tenure (Bruce (1998), FAO (2012), Larson (2012), USAID (2013), RRI (2018), and World Bank (2019a).

used interchangeably with tenure, although property refers to the right to a benefit stream. Tenure, however, is not *ownership*. Rather, tenure draws our attention to a *bundle of rights* (such as access, use, management or alienation) that in total make up a forest tenure institution.

Forest tenure reform: This is a general term that refers to a change in the set of rights and responsibilities to use, manage or control forests or forested land. This can involve changes in policy, law, regulations, forest governance, and tenure rules for different rights holders (Larson et al. 2010). Such changes can result in new types of tenure arrangements that are suited to the local ecological, socioeconomic and political context for sustainable forest management (FAO 2011).

Forest tenure transition: The ongoing devolution process whereby forested lands under the jurisdiction of the state are gradually changing so that the forest tenure rights are increasingly transferring to the authority of IPLCs, firms and individuals. This devolution trend has different patterns and pace in different continents but in an overall sense continues to move forward.

Management rights: This is a complicated right because it encompasses many facets such as establishing objectives of forest management, understanding how to assess forest condition across the landscape, knowing how to regulate varied types of uses across an annual cycle, running a forest nursery and also undertaking different types of silvicultural management for specific forested plots. It can also include the right to convert the forest to agriculture, or permit a private sector company to use and manage a portion of the community's forested lands.

Responsible governance of tenure: Brings a focus on how responsibly tenure rights to forest resources are designed and implemented so that both realization of human rights and sustainable social and economic development can take place. The VGGT set out both its general principles as well as principles for implementation, including gender equality.

Tree tenure: Specific tenure rights held by an individual or group of persons over particular tree species in a forested area. Can include the right to plant trees, harvest fruits and other products from the trees, harvest the trees themselves, and own or inherit the trees. Tree rights may not necessarily hold over the land they are growing on.

Tenure registry: A public register that is used to record information (including maps) about forest tenure deeds, titles or community-based regimes.

Tenure security: This refers to the level of confidence people have they will not be arbitrarily deprived of their forest tenure rights (including the benefits they derived from them), and will not be unreasonably contested in the face of challenges. While statutory protection offers a formal sense of tenure security, in practice, tenure security is an aggregate perception made up of a range of factors such as trust in government implementation of tenure rules, social norms prevailing about forest tenure, awareness of legal rights to obtain redress in the face of challenges, and so on.

Use rights: The right to appropriate specific forest resources, often designated in terms of level of use and time of harvest. Women and men can hold different types of use rights to the diverse products a forest area offer, or the right to use a forested land (such as for grazing). Sometimes also called usufruct rights.

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Young women whose husbands work abroad collect fodder from forests in Nepal

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Woman working as a small-scale timber harvester in Ecuador

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Woman showcasing forest foods and fruits that are foraged and cultivated in Zambia

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This practitioner's guide explains how to promote gender-responsive forest tenure reform in community-based forest regimes. It is aimed at those taking up this challenge in developing countries. There is no one single approach to reforming forest tenure practices for achieving gender equality and women's empowerment. Rather, it involves taking advantage of opportunities that emerge in various institutional arenas such as policy and law-making and implementation, government administration, customary or community-based tenure governance, or forest restoration at the landscape scale.

This sourcebook provides multiple forms of guidance from: conceptual ideas, operational direction, good practices, case-study insights, research findings and resources for further exploration from across Africa, Asia and Latin America. It is designed to support a wide range of practitioners, women and men, from a range of institutions such as government offices, non-governmental organizations,

civil society organizations, donor agencies, women's organizations, as well as networks and federations. This includes gender experts who are responsible for the integration of gender equality and women's empowerment in their respective organizations, and also those working broadly in the world of land tenure, forest tenure and governance, forest landscape restoration, agroforestry, value-chain development and social impact enterprises.

The goal is to journey along the pathways to forest tenure reform through a three-step process: *Analyze*, *Strategize* and *Realize*. Focused diagnostic analysis to create an empirical foundation for change can support the design of sequential interventions to promote gender-responsive forest tenure reform at various scales. To this end, the guide is a timely resource to support high-impact interventions suited to accelerating change within the national and local context in community-based forest tenure regimes.



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