

# Gender and forestry in Uganda

Policy, legal and institutional frameworks

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Working Paper 89

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Cover photo by Esther Mwangi/CIFOR  
Woman weaving basket using reeds obtained from Mujjuzi Forest Reserve, Central Uganda.

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# Abbreviations

ACODE	Advocates Coalition for Development and Environment
ADA	Austrian Development Agency
ASARECA	Association for Strengthening Agricultural Research in Eastern and Central Africa
AUPWAE	Association of Uganda Professional Women in Agriculture and the Environment
BUCODO	Budongo Community Development Organization
CBD	Convention on Biological Diversity
CEDAW	Convention on Elimination of All Forms of Discrimination against Women
CFM	Collaborative Forest Management
CFRs	Central Forest Reserves
CIFOR	Center for International Forestry Research
CLA	Communal Land Associations
CRM	Community Resource Management
CSOs	Civil Society Organisations
DEA	Directorate of Environmental Affairs
DFO	District Forest Officer
DFS	District Forest Services
DLGs	District Local Governments
DWD	Directorate of Water Development
DWRM	Directorate of Water Resources Management
EDF	European Development Fund
EMPAFORM	Empowering and strengthening of civil society for participatory forest management in East Africa
ENR	Environment and Natural Resources
FAO	Food and Agriculture Organization
FAWE	Federation for African Women in Education
FD	Forestry Department
FFs	Farmer Fora
FGs	Farmer Groups
FID	Forestry Inspection Division
FMPs	Forest Management Plans
FOMAF	Friends of Mpigi Forests Conservation and Development Organization
FRMCP	Forest Resources Management and Conservation Programme
FSSD	Forest Sector Support Department
GOU	Government of Uganda
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
IPF	International Governmental Panel on Forests
JICA	Japan International Cooperation Agency
JMRs	Joint Management Reserves

LFRs	Local Forest Reserves
LG	Local Government
LSSP	Land Sector Strategic Plan
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MDGs	Millennium Development Goals
MoFPED	Ministry of Finance, Planning and Economic Development
MGLSD	Ministry of Gender, Labour and Social Development
MOH	Ministry of Health
MWE	Ministry of Water and Environment
MWLE	Ministry of Water, Lands and Environment
NARS	National Agricultural Research Systems
NDP	National Development Plan
NEAP	National Environment Action Plan
NEMA	National Environment Management Authority
NFA	National Forest Authority
NFP	National Forest Plan
NFTPA	National Forestry and Tree Planting Act
NGO	Non-governmental Organisation
NRM	Natural Resource Management
NWSC	National Water & Sewerage Corporation
PFE	Permanent Forest Estates
PFM	Participatory Forest Management
PFO	Private Forest Owners
PLWHA	People Living With HIV/AIDS
PMA	Plan for Modernisation of Agriculture
PSPs	Permanent Sample Plots
SFM	Sustainable Forest Management
SPGS	Sawlog Production Grant Scheme
SPR	Sector Performance Report
UBOS	Uganda Bureau of Statistics
UDS	Uganda Development Services
UEEF	Uganda Environmental Education Foundation
UFRIC	Uganda Forestry Resources and Institutions Center
UGP	Uganda Gender Policy
UNFFE	Uganda National Farmers Federation
URA	Uganda Revenue Authority
UWA	Uganda Wildlife Authority
VSO	Voluntary Service Organisation
WOUGNET	Women of Uganda Network
WPASP	Wildlife Protected Area Systems Plan

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# Executive summary

## Background

This report presents a desk review of the institutional, policy and legal frameworks that govern natural resource management/forest management; it also reviews past and present projects, as well as actual practices, including gender and the role of women in forest management in Uganda. It is part of a project by the Center for International Forestry Research (CIFOR) to carry out research on gender, tenure and community forests in Uganda and Nicaragua. In Uganda, CIFOR collaborated with the School of Forestry, Environment and Geo-informatics of Makerere University and the Association of Uganda Professional Women in Agriculture and Environment (AUPWAE) to implement this research project. The overall goal of the project is to improve women's tenure rights to forests through their increased participation in community forest user-groups with regard both to decision making and livelihood benefits.

## Objectives

The objectives of the study were to:

- Establish and evaluate the institutional, legal and policy frameworks that govern natural resource management/forest management, including gender and the role of women in forest management.
- Identify organisational (and other) factors that impede or enhance implementation of these frameworks, and whether and how organisations collaborate.
- Discover how gender issues are approached at different levels, the extent to which gender features in projects and programmes (particularly those based on natural resources) and the results of these projects.

## Methodology

The study was carried out between October 2010 and January 2011, mainly through review of documents, including Uganda's policy and legal documents regarding community forest management and gender,

sector reports and studies carried out in Uganda.

This was supplemented by key informant interviews among sector stakeholders, including officials from the Ministry of Water and Environment (MWE), Ministry of Gender, Labour and Social Development (MGLSD), the National Forestry Authority (NFA), non-governmental organisations (NGOs) and Mpigi District Forest Office (DFO).

## Major findings

The Government of Uganda has formulated policies and laws to ensure that communities, especially vulnerable ones, participate in decisions affecting their livelihoods. The Constitutional provisions for people's participation and gender have been operationalised through the Local Government Act (1997) and the Gender Policy, among others. Affirmative action has resulted in more women holding political office both in Parliament and in local government councils. However, the forest sector is still male-dominated in the civil service due partially to the limited number of women scientists in Uganda.

There is a wide range of policy provisions for gender mainstreaming in Uganda, but they are in most cases not backed up by relevant legal provisions for ensuring compliance among the different sector ministries and institutions. The environment sub-sector has given only lip service to gender, with no deliberate application in its programmes and activities.

Although the Land Act (1998) also provides for non-discrimination against women, there are still gender disparities in land ownership: most land is acquired through inheritance, which favours men over women. Only 7% of the land in Uganda is owned by women, limiting their participation in private forest management and tree planting.

Opportunities exist for women to participate in tree planting schemes supported by the National Forestry Authority (NFA) either on private land or in central forest reserves. However, women's limited control

over productive resources, including land, also affects their access to credit facilities that are crucial for initial investment. This occurs because one must first have financial resources to be allocated land from the central forest reserves for private tree planting and management. The NFA has made some progress in implementing community forest management, which has reduced forest degradation. However, collaborative forest management (CFM) is only implemented in a few of the central forest reserves; the NFA lacks adequate institutional and human capacity to ensure that men, women, youth and the poor are actively involved in CFM processes.

The collaborative forest management negotiating process is lengthy and agreements are executed in English, which only a few community members understand. This discourages participation – especially of women, who are mostly less literate than their male counterparts. In addition, agreements seem to be skewed in favour of responsible bodies like the NFA and benefits to communities are limited to non-wood benefits, which are also dwindling due to deforestation.

## Key Recommendations

The following key recommendations are made for the various stakeholders involved in the management of forestry:

1. The environment sub-sector should make efforts to work with civil society organisations like the Federation for African Women in Education (FAWE) and Association of Uganda Professional Women in Agriculture and Environment (AUPWAE) to engage in career guidance in schools in order to raise the number of girls interested in pursuing sciences, and forestry in particular, as a career.
2. The environment sub-sector should ensure that the Ministry of Gender, Labour and Social Development (MGLSD) helps its institutions develop guidelines for gender mainstreaming to support all operational units.
3. The National Forestry Authority and District Forest Services (DFS) should build the capacity of their staff in gender mainstreaming.
4. The National Forestry Authority and the Forestry Sector Support Department (FSSD) of the Ministry of Water and Environment (MWE) should work with civil society organisations to lobby for the Ministry of Lands, Housing and Urban Development to institute mechanisms for ensuring that the guidelines to implement the laws concerning women's land security are enforced and continuous gender sensitisation for change of attitude by both genders takes place.
5. The National Forestry Authority, the District Forest Office, the District Lands Office and the Forestry Sector Support Department (FSSD) should ensure that the capacity of district and lower local governments is developed to ensure that women's land tenure rights are enforced during land transactions as specified under the current law.
6. The National Forestry Authority should take affirmative action for women interested in tree planting by providing advance funding as an incentive for them to participate in private forest development and in central forest reserves.
7. The Directorate of Environment of the Ministry of Water and Environment should develop a gender strategy to guide the sub-sector in mainstreaming gender in the planning, implementation, monitoring and evaluation of activities in its agencies.
8. The National Forestry Authority should take the opportunity provided by the working relationships it has established with civil society, the private sector and development partners, to address gender concerns in forest management.
9. The National Forestry Authority should review the collaborative forest management guidelines with a view to making them less complicated and the agreements should be executed in local languages to ensure understanding by all stakeholders.



# 1. Introduction

## 1.1 Background to the study

Management of forests in Uganda continues to be of great concern as the country loses an estimated 80 000 ha of forest per annum (Tenywa 2008). About 95% is consumed as fuel wood (fuel wood accounts for about 90% of the energy consumed in Uganda); with a population growth rate of 3.2% per annum, the annual domestic consumption of wood is expected to increase (UBOS 2009). The decline in forest cover is expected to continue, principally due to agriculture and cutting for fuel wood. A census of encroachers by the National Forestry Authority in 2005 found that 313 of 506 central forest reserves (CFRs) were encroached for cultivation, grazing, settlements, buildings and other uses such as brick making. In many areas of the country, the environment has already deteriorated, which is manifested by deforested areas, increased erosion, landslides, siltation of rivers, pollution of surface waters and uncontrolled disposal of solid waste. This has gender implications as women continue to bear the burden of walking longer distances in search of water, fuel wood, and medicinal plants from the decreasing forest stock, as well as of ensuring household wellbeing and food security.

A study of Butto-Buvuma forest reserve (Gombya-Ssembajjwe and Banana 2000b) highlighted the different uses of forests and forest products by men and women. It revealed that male user-groups carried out commercial activities, including crop and livestock production, timber, charcoal burning and commercial firewood collection. For their part, the women and children user-groups tended to use the forest for consumption purposes, including subsistence farming and collection of firewood, water and medicinal plants.

Since 1968, both central forest reserves (CFRs) and local forest reserves (LFRs) have been managed by the Forest Department (Turyahabwe *et al.* 2008). Due to forest reforms in the early 2000s, forest management in the country currently depends on the type of forest tenure. The National Forestry and Tree Planting Act (NFTPA) classifies forests according to tenure as:

- Central forest reserves under the National Forestry Authority or Uganda Wildlife Authority (UWA), including jointly managed forests usually forming part of a wildlife conservation area; these make up 1 270 797 ha managed by the NFA and 731 000 ha by the UWA.
- Local forest reserves under local governments, which add up to only 4 995 ha.
- Community forests under community ownership if so declared by the minister.
- Private forests under private individuals, as well as cultural and traditional institutions.

It is worthy to note that private- and community-owned forests cover 70% of the total forest cover in Uganda (MWLE 2002).

Forest reserves in Uganda were traditionally commonly held and managed by forest-adjacent communities, who therefore, still view them as their property and continue to use them for their livelihoods. Forest user-groups are defined as a group of people who harvest from, use and/or maintain a forest and who share the same rights from a forest(s), even though they may not be formally organised (Gombya-Ssembajjwe and Banana 2000a). While some user groups have formed community-based associations that use forest resources for legal income generation, others are not formally organised and continue to use forest resources illegally.

Both men and women are highly dependent on forests, which also supply 90% of Uganda's energy requirements in terms of firewood and charcoal (Moyoni 2001). Women and girls who constitute about 80% of the labour workforce in the agriculture sector (including forestry), have limited opportunities to work in other sectors, and are most prone to the consequences of degraded forests in terms of scarcity of water and firewood, as well as climate change, among other issues.

This report presents a desk review of the institutional, legal and policy frameworks in Uganda that govern natural resource management/forest management and

how these address gender equality considerations. It also presents a review of actual gender integration practices in the natural resources sector, with a specific focus on forest use and management.

The objectives of the study are:

1. To establish and evaluate the institutional, legal and policy frameworks that govern natural resource management/forest management, including gender and the role of women in forest management.
2. To identify organisational (and other) factors that impede or enhance implementation, as well as whether and how organisations collaborate.
3. To find out how gender issues are approached at different levels, the extent to which gender features in projects and programmes (particularly those based on natural resources), and the results of these projects.

## 2. Approach and methodology

The first part of the study aimed to evaluate the policy, legal and institutional frameworks that govern natural resource management/forest management, including gender and the role of women in forest management. This was done to assess whether the frameworks provide for community and women's participation in forest management and to identify overlaps, synergies and factors that enhance or constrain women's participation. To that end, we undertook a desk review of documents, including Uganda's policy and legal documents regarding community forest management and gender, sector reports and studies (Table 1). We supplemented this review with key informant interviews in purposively selected organisations in the second part of the study.

### 2.1 List of some documents reviewed

1. Constitution of the Republic of Uganda (1995)
2. Uganda Forestry Policy (2001)
3. National Development Plan
4. National Forest Plan
5. Uganda Gender Policy
6. National Action Plan on Women
7. National Environment Management Policy
8. Draft Land Policy
9. Uganda Wildlife Policy
10. Plan for Modernisation of Agriculture
11. Local Government Act
12. National Forestry and Tree Planting Act
13. National Environment Statute
14. Forest Act
15. Land Act
16. Collaborative Forest Management Guidelines
17. Uganda Wildlife Statute
18. Water Statute
19. Peace, Recovery and Development Programme
20. Uganda Wildlife Authority Strategic Plan
21. Wetlands Policy
22. Land Sector Strategic Plan

**Table 1. Research questions and information sources**

Research questions	Kinds of information needed	Information source
What mechanisms have been created under participatory forest management/community forestry?	<ul style="list-style-type: none"> <li>• Range of legal and policy provisions made for people's participation in forest management.</li> <li>• Provisions for promoting women's participation.</li> <li>• Conformity between laws, policies and practice.</li> <li>• Overlaps and potential symbiosis or synergies between gender participation and equity and land/forests/environment policies and strategies?</li> </ul>	The Constitution of Uganda, National Development Plan, Forestry Policy and legal documents.
What are the responsibilities of each of these mechanisms?	<ul style="list-style-type: none"> <li>• Institutional mechanisms and structures for implementation of people's participation.</li> <li>• Strategies developed for promoting men and women participation in forest management.</li> <li>• Targeting of women in sector strategies/plans.</li> <li>• Capacity-building programmes for gender and participatory management.</li> <li>• Donor-funded projects/programmes.</li> <li>• Factors that enhance or constrain women's participation in forest management.</li> </ul>	Sector strategies and plans for Natural resource management. Capacity building plans.
What are the accountability mechanisms?	<ul style="list-style-type: none"> <li>• Structure of Uganda government.</li> <li>• Roles and responsibilities of stakeholders.</li> <li>• Organogramme for forestry management.</li> </ul>	Sector strategies and plans for Natural Resource management.

These documents were sourced through various resource centres of relevant ministries, NGOs and the internet.

The second part of the study comprised an assessment of actual practice. We conducted key informant interviews among sector stakeholders, including relevant government ministries, departments and agencies, as well as non-governmental organisations (NGOs). Key informants included officials from:

- Ministry of Water and Environment (MWE)<sup>1</sup>
- National Forestry Authority (NFA)
- Ministry of Gender, Labour and Social Development (MGLSD)
- Forest Sector Support Department (FSSD)
- Mpigi District Forest Office
- Purposively selected NGOs

In all, we interviewed 16 respondents from NGOs in Kampala and Mukono districts, as well as from the NFA, FSSD and MGLSD. Of the respondents, 80% were in decision-making positions and 25% were women.

Details, including the name, organisation and designation, are shown in Annex II. The respondents were purposively selected. The criteria for selection were organisations working in similar agroecological zones as the study districts and focused on natural resource management and/or gender.

## 2.2 Definition of commonly used terms

### Gender

In this study, gender refers to the social attributes and opportunities associated with being male or female and the relationships between women and men and girls and boys. Uganda's Ministry of Gender, Labour and Social Development (MGLSD 2007) defines gender as 'the social and cultural construct of roles, responsibilities, attributes, opportunities, privileges, status, access to and control over resources and benefits between women and men, boys and girls in a given society'. These attributes, opportunities and relationships are socially constructed and are learned through socialisation processes. They are context/time-specific and changeable.

### Forest Management

In this study we used the following definition: 'Forest management is the branch of forestry concerned with the overall administrative, economic, legal, and social aspects and with the essentially scientific and technical aspects, especially silviculture, protection, and forest regulation' (Wikipedia 2010). This includes management for aesthetics, fish, recreation, urban values, water, wilderness, wildlife, wood products, forest genetic resources and other forest resource values. Management can be based on conservation, economics, aesthetics, subsistence or specific products, among others.

### Collaborative forest management

Collaborative forest management (CFM) refers to 'the partnership between a local interest group or community living beside a government forest reserve, and the responsible government authority (NFA or local government), for the management of forest resources in the reserve' (MWLE 2002).

<sup>1</sup> Formerly the Ministry of Water, Lands and Environment (MWLE)

## 3. Findings of the study

### 3.1 Legislative and policy architecture for integrating gender in forestry and natural resources management

We reviewed forest and environment law and policy; operational strategies of forest departments/ authorities; and management plans to establish the policy and legal framework for gender and community participation in forestry management in Uganda.

The government of Uganda has undergone reforms since the late 1990s, most of which have recognised gender-related issues and the importance of people's participation in the management of development programmes. The current policy and legal frameworks regarding gender and community participation in forestry and natural resource management are outlined in the sections that follow.

#### 3.1.1 International obligations

The government of Uganda has over the years ratified and signed several international conventions and charters on gender equality and women's empowerment. These include the Convention on Elimination of All Forms of Discrimination against Women (CEDAW) and the Beijing Platform of Action. CEDAW defines what constitutes discrimination against women and sets up an agenda for national action to end such discrimination. By accepting the Convention, countries commit to a series of measures to eradicate all forms of discrimination against women and are legally bound to put its provisions into practice (UNDP 2009). In addition, Uganda has pledged to implement the United Nations' Millennium Development Goals (MDGs), which include the promotion of gender equality by 2015. Uganda is also a signatory to the African Charter on Human and Peoples' Rights (1986), and to the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa that came into effect on 25 January 2005.

Uganda has also ratified international obligations that provide guidelines and actions to promote sustainable

forest management and emphasise empowering of local communities, including the following:

- Convention for the Protection of World Cultural and Natural Heritage of 1972.
- Convention on International Trade in Endangered Species of 1979.
- Convention of ILO and UNESCO to end gender-based discrimination and ensure women access to land and other resources, education and safe and equal employment.
- Convention on Biological Diversity of 1992.
- The Nairobi Forward-Looking Strategies for the Advancement of Women, which emphasises women's participation in national and international ecosystem management and control of environmental degradation.
- The International Governmental Panel on Forests.
- Intergovernmental Forum on Forests.

Countries were urged to avert the ongoing rapid environmental and economic degradation in developing countries that generally has been affecting women and children in rural areas suffering drought, desertification, deforestation and other calamities. For example, Articles in the Convention on Biological Diversity most relevant to participatory forest management (PFM) include a number of provisions, namely: recognition and promotion of indigenous knowledge and practices of local and indigenous communities; incentive measures for biodiversity sustainable use and conservation; regulating access to genetic resources, including arrangements to ensure equitable benefit-sharing on agreed terms (legal, policy and/or administrative).

The Convention on Biological Diversity also recognises the role of gender and in its preamble states: 'Recognising also the vital role that women play in the conservation and sustainable use of biological diversity and affirming the need for the full participation of women at all levels of policy making and implementation for biological diversity

conservation...'. Successful implementation of the above policies largely depends on the active involvement of women in social, economic and political decision making and implementation of sustainable development activities. These policy directions have guided the country in developing gender-sensitive policies and laws like the Uganda Constitution, the Uganda Gender Policy and the National Action Plan on Women.

### 3.1.2 Uganda's national policy and legal framework

#### 3.1.2.1 Range of instruments pertaining to forests, environment, participation and extent to which they institutionalise gender participation

Based on the country's constitutional provisions, the Government of Uganda has put in place a number of policies, legal and institutional frameworks that support equality between men and women (Table 2).

#### 3.1.2.2 Mechanisms and strategies for implementing community/gender participation

##### a. Mechanisms

Forest management under the different tenure regimes has different effects on user communities and on gender. Although guidelines for involving communities in forest management have been developed, neither the National Forestry Authority (NFA) nor Forest Sector Support Development (FSSD) has any guidelines on how to mainstream gender in their respective programmes and activities. The Directorate of Water Development under the Ministry of Water and Environment has had a gender strategy since 2003, but the environment sub-sector lacks a similar guideline. In addition, none of NFA's projects specifically targets gender. On the other hand, the ecotourism and crafts initiative in Mpanga community forest reserve specifically targeted women.

**Table 2. Instruments pertaining to forests, environment, participation and extent to which they institutionalise gender participation**

Instrument	Presence of Act	Presence of plan/ strategies	Inclusiveness of gender participation	Gaps in policy
Constitution	Yes	Yes	<ul style="list-style-type: none"> <li>Provides for gender balance and fair representation of marginalised groups; accords equal citizenship rights, freedom from discrimination and affirmative action in favour of women.</li> <li>Text of the Constitution is non-sexist, all-inclusive and both genders (man and woman) are used instead of using the usual "man" to mean man or woman.</li> </ul>	Despite the constitution recognising equal rights between men and women, there is still unequal treatment of women, children and orphans as far as ownership of natural resources is concerned (Rugadya, M. <i>et al.</i> 2004).
Uganda Gender Policy (UGP)	Yes	Yes	<ul style="list-style-type: none"> <li>The Ministry of Gender, Labour and Social Development (MGLSD) is the focal point for gender.</li> <li>It has developed Uganda Gender Policy to incorporate a gender perspective into planning, resource allocation and implementation of all development programmes in Uganda.</li> <li>The policy has an act, plan and several strategies to operationalise it in various sectors of the economy.</li> </ul>	The policy falls short of recognising the role of women in relation to forests and trees. That could be one of the reasons why to date the FSSD has no gender policy.

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Table 2. Continued

Instrument	Presence of Act	Presence of plan/ strategies	Inclusiveness of gender participation	Gaps in policy
National Environmental Management Policy	Yes	Yes	<ul style="list-style-type: none"> <li>• Third objective ensures active participation of individuals and communities in all the sector's activities.</li> <li>• Two of the principles in the policy provide for equity and gender, namely: <ul style="list-style-type: none"> <li>• 'effective involvement of women and youth in natural resource policy formulation, planning, decision making, management and program implementation' and</li> <li>• 'Promotion of social equity, particularly when allocating resources'.</li> </ul> </li> </ul>	At an objective level, women are lumped into 'communities' creating a gap for the possibility of leaving women and the disadvantaged out from participating in environment management.
Water Policy	No	Yes	Gender concerns are included in the goal and in all the strategies.	<ul style="list-style-type: none"> <li>• There are no clear guidelines on how to mainstream gender in the sector.</li> <li>• Few women are employed in the sector because it is based on technical skills that are biased towards science, mainly favouring men.</li> </ul>
Uganda Forestry Policy	Yes	Yes	<p>'Ensures the integration of gender concerns and issues into the development of the forest sector'. Strategies for implementing these provisions include:</p> <ul style="list-style-type: none"> <li>• Increase security of tenure over forest resources for women and youth.</li> <li>• Encourage active participation of women and youth in decision making, resource management and sharing of benefits.</li> <li>• Promote changes in attitudes and organisational cultures to break down gender barriers and to provide mutual respect and dignity for all people irrespective of social group, gender and background. Some activities include promotion of energy-saving stoves, as well as affirmative action to encourage and support women to develop professional careers in forestry.</li> <li>• The National Forestry Plan is gender-sensitive.</li> </ul>	<ul style="list-style-type: none"> <li>• The NFTP Act does not provide measures to enforce the gender intentions of the policy.</li> <li>• Forest Sector Support Department has not developed a gender policy.</li> <li>• Some strategies (such as to promote commercial plantations; to introduce and popularise use of timber and timber-product substitutes and processing technologies; and to strengthen networks for participation of local, private sector in the global carbon market) are not gender-sensitive since women rarely own land, have limited rights to trees and typically have no capital; thus women cannot be actively involved in activities above.</li> </ul>

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Table 2. Continued

Instrument	Presence of Act	Presence of plan/ strategies	Inclusiveness of gender participation	Gaps in policy
			<ul style="list-style-type: none"> <li>The Farm Income Enhancement and Forestry Conservation Project under the Forestry Sector Support Department have guidelines for mainstreaming gender in their activities.</li> </ul>	
National Policy for Conservation and Management of Wetlands Resources (1995)	Yes	Yes	The policy is aimed at promoting conservation of wetlands to sustain their value for the present and future wellbeing of the people.	<ul style="list-style-type: none"> <li>Gender is not well articulated in the goals and objectives.</li> <li>Implementers of the laws are mainly males with very few females involved.</li> </ul>
The Draft Land Policy	Yes	Yes	<ul style="list-style-type: none"> <li>According to the policy, the government holds land in trust for the people of Uganda.</li> <li>The Land Act and Land Sector Strategic Plan. The Land Act (1998) provides that consent of both spouses be obtained before family land is disposed.</li> </ul>	<p>The effectiveness of this provision is diminished in two major aspects:</p> <ol style="list-style-type: none"> <li>Land registration is not common in Uganda.</li> <li>Spousal consent is problematic in a context in which consent assumes equal rights of spouses and balanced power relations within marriage, which is largely non-existent in many households in Uganda.</li> <li>The Land Act does not guarantee co-ownership of land between spouses.</li> </ol>
The Uganda Wildlife Policy	Yes	Yes	<p>The overall aim of the Uganda Wildlife Policy is to promote the long-term conservation of the country's wildlife and biodiversity in a cost-effective manner, which maximises the benefits to the people of Uganda.</p> <p>One strategy for involving rural communities is revenue and benefit sharing with the host community or individual.</p>	<ul style="list-style-type: none"> <li>Extent to which women benefit from the revenue and other benefits is questionable since women are rarely involved in wildlife activities.</li> <li>Women can only benefit when collections are used for a community resource such as a school or water source.</li> <li>Since women rarely own property, they are unlikely to benefit as individuals.</li> </ul>

### Management of forest reserves

Since the enactment of the Uganda Forestry Policy (2001) and the National Forestry and Tree Planting Act (2003), Uganda has adopted participatory forest management to supplement policing and control approaches. New regulatory and institutional frameworks were put in place to support community- and private-sector involvement in forest management and sharing of benefits. In addition to policing,

the NFA is also engaged in collaborative forest management (CFM), an approach that enhances community participation and development of partnerships for forest management. Although the National Forestry Authority and Uganda Wildlife Authority received adequate funding after the enactment of the Uganda Forestry Policy, the Forest Sector Support Department and District Forestry Services received very little funding. Thus, they

did not fully take up their mandate, which has contributed to the extensive loss of forest cover (MWE 2010).

### Collaborative forest management

The purpose of collaborative forest management (CFM) is to give forest-adjacent communities the opportunity to participate in decision making regarding the management of the forest reserve, receive benefits from the forest and take on some management responsibilities. Organised in forest user-groups, community members enter into a Memorandum of Understanding (MoU) with the National Forestry Authority to manage part or all of a gazetted central forest reserve (Wasswa-Matovu 2010). To provide for equity, the National Forestry Authority has a policy of setting aside up to 5-10% of the plantable area in each large CFR for licencing to local communities.

The major areas of collaboration have been management of parts of CFRs, undertaking joint forest-reserve patrols, boundary maintenance, tree planting, beekeeping, installation of energy-saving stoves at the community level and general environmental conservation initiatives. Today, out of 57 sites where CFM has been initiated, 13 sites (22.8%) across the country have signed CFM agreements (Watasa, personal communication).

Communities that sign CFM agreements receive small grants for income-generating activities like beekeeping and honey processing. They are provided with free seedlings to plant trees around the forest reserve boundaries and are also trained in various skills and supported to harvest forest resources. In areas where CFM is implemented, there is better enforcement of forest rules. The National Forestry Authority also enters into an MoU with NGOs to build capacity of forest user-groups to undertake CFM activities in the central forest reserves effectively.

It is estimated that more than 6 498 ha are managed under CFM and 1 757 households are engaged in some form of collaborative initiatives. Six networks bring together the community-based organisations (CBOs) involved in CFM and natural resource management, which have coordinated related issues and processes:

- North Budongo Forest Network (9 CBOs).
- West Budongo Community Network (8 CBOs).
- Bushenyi Collaborative Forest Management Network (15 CBOs).
- Mabira Forest Community Development Network (9 CBOs).
- Kabira Collaborative Forest Management Network (4 CBOs).
- Kyebe Collaborative Forest Management Network (8 CBOs).

The CFM guidelines include a provision for gender equality, namely 'CFM must ensure that all members of the community – men, women, children, the poor, and persons with disabilities – take part in managing forests'. Although the NFA lacks gender-disaggregated data to show women's participation in CFM, a study on forest-user associations (Kazoora *et al.* 2006) revealed that formally-d CBOs and farmer groups registered with the National Agricultural Advisory Services (NAADS) programme have entered into CFM agreements with the NFA. Since 60% of women in Uganda are farmers (Ellis *et al.* 2006), and are members of NAADS groups, women do seem to be involved in CFM activities. At least 45% of the associations had been invited to participate in consultation processes, particularly for forestry and NAADS policy formulation. This is due both to the decentralised nature of service delivery and the improved climate for participatory decision making. The above-cited study also revealed that 97% of associations have mechanisms to ensure that different groups (men, women, Batwa<sup>2</sup>, youth, elderly and disabled) have equal chances to express their views freely. Such mechanisms include special outreach programmes (55%), using provisions within associations' bylaws (24%) and affirmative action to have them represented in management structures (18%).

The CFM approach has significantly reduced unregulated activities mainly due to social pressure in local communities. CFM has great potential in improving forest status in areas where deforestation/ degradation threats are moderate. It is also credited for creating market incentives. There is an increasing

<sup>2</sup> Batwa are an indigenous forest-dwelling group in western Uganda, in forests that were gazetted as forest reserves.

demand for forest products and communities are able to earn substantial income from the resources they are managing. Poor returns from crop farming are making farm forestry a profitable investment. There is increased public awareness of the need to plant more trees (Watasa personal communication).

A study of Butto-Buvuma central forest reserve in Mpigi, where CFM was implemented, reveals that one MOU was written and signed (Gombya-Ssembajjwe and Banana 2000a). At the time of the study, illegal activities, especially tree cutting, were reported to have been reduced due to increased community patrols. The communities were also engaged in making bylaws to regulate harvesting activities. Three recreation sites had been established within the forest (providing employment opportunities, especially for youth), as well as a market outlet for crafts made by the community. However, five years down the road, the situation has changed. The communities, especially youth who were not part of CFM, intensified their illegal activities and completely degraded the forest area. Presently, the area has been allocated to investors for tree planting and women suffer since it is difficult for them to get the subsistence products they used to obtain easily.

Local commercial investors were also attracted to collaborative forest management due to the market opportunities offered by the high demand for forest products in surrounding areas. Pitsawyers see community forestry involving CFM of the reserves as a positive development because it is an opportunity for them to exclude outsiders. Women favour forestry activities related to planting trees for subsistence as a means to increase the supply of fuel wood and ensure food security (by providing fruits).

Mpanga forest reserve in Mpigi district was one of the first pilots for CFM. However, its success could also be attributed to the ongoing research and ecotourism activities leading to intensive rule enforcement (Box 1).

Despite the above achievements, CFM is not yet widely adopted as the obvious forest management practice. As of June 2010, only 53 community organisations had signed MoUs with the National Forestry Authority. In addition, district local governments are not implementing this approach due to limited funding. The Forestry Department of Mpigi district gets an allocation of only Sh. 1 000 000 (US\$500) annually (Birakwate personal communication). He commented that 'the

#### **Box 1. Ecotourism and crafts in Mpanga forest, Mpigi district**

Mpanga collaborative forest management (CFR) in Mpigi is a living example of how ecotourism, crafts and environmental education can enhance conservation and protection. An ecotourism site at Mpanga, under management of the FSSD, has played a key role in employment and revenue generation, some of which was ploughed back to the local community. Villagers have also benefitted by providing catering facilities to visitors, while nearby traditional shrine owners earn direct income from visits by tourists. To help people understand why the programme was concerned about Mpanga forest, an environmental education programme was initiated for schools and the community. The programme harnessed women's power in the house as major consumers of forest products. Most meetings were also attended chiefly by women, who also participated in the planning process of meetings held to educate them on forest values. Women, through the sustainable crafts programme, have contributed to conservation of Mpanga CFR. The project, funded by VSO Uganda and the European Union-funded Forest Resources Management and Conservation Programme (FRMCP), trained 200 women in the making of export-quality crafts using local materials in a sustainable manner. These crafts are exported to Europe, or sold in the local tourist destinations, at fairer prices than they would fetch if sold locally. Thirty trainers were also trained. About 190 families have direct income from sale of crafts, and beneficiaries now view forests with more interest: they look at not only what they can directly use, but also at how they can use them to raise income while keeping them intact. Through the craft project, many families have been able to plant trees, such as Moringa and Neem, which are also a source of food, and have medicinal qualities. The craft project alone has distributed 200 trees to women participants.

Source: Friends of Mpigi Forests Conservation and Development Organisation

amount allocated by the district local government to the sub-sector is not even adequate for setting up tree nurseries'. This implies that the district local governments lack financial capacity to engage communities, let alone to encourage women and to engage in forest management, which requires several community visits and meetings. So far there is inadequate and sporadic funding by the National Forestry Authority for CFM implementation. This breaks the momentum of activities in the field (Empaform 2006).

Remaining issues of CFM, identified by various studies, include:

- An externally driven CFM process with no local pressure groups demanding changes in the legal framework governing forest resources.
- Diversion of available labour from food production to tree management, especially where youth have migrated to urban centres.
- Political interference, which confuses the community for political gain, leading to forest encroachment.
- Dominance of the process by the local elite.
- Benefits to local communities in the form of user rights, rather than tangible benefits, which is attributed to poor negotiation skills among the user groups.
- Long preparation and negotiation processes before CFM agreements are signed, leading to loss of interest (Box 2).

#### **Box 2. CFM Process Steps**

- Step 1: Initiating the process
- Step 2: Preparing an application for CFM
- Step 3: Meeting between applicant and responsible body
- Step 4: Participatory situation analysis
- Step 5: Initial negotiation and drafting a CFM plan
- Step 6: Institutional formation and development
- Step 7: Continuation of negotiations
- Step 8: Review of the plan and agreement by stakeholders
- Step 9: Implementation

Source: Empaform Policy Briefing Paper No. 1, 2006

- Lack of clarity in some agreements on the area under CFM where boundaries can be clearly demarcated.
- Lack of role by local governments in implementing CFM agreements, despite being signatories.
- Inadequate technical staff in the National Forestry Authority to ensure thorough community engagement.
- Illegal timber harvesting in CFM sections by 'outsiders' who have licences.

A study (Kazoora *et al.* 2006) revealed that the leadership of forestry community-based associations was dominated by men: women mainly take up positions of secretary for women or as committee members representing women's groups. Although women constituted 61% of the founding members, only a few women held top leadership positions such as Chairperson, Vice-Chairperson or Secretary. This was normally in women-only associations.

According to Empaform (2006), gender and equality are a mere formality under CFM agreements. They are intended to serve the interests of the 'responsible body' as a counterpart to the agreement to satisfy donors. Equal participation, fairness and sharing of benefits have left a lot to be desired. Women and the elderly have become victims to this inequity problem with approximately 80% of the women in the agreements not being able to tell the simplest rules of CFM and not knowing their own rights. Persons with disabilities, the old and vulnerable groups have little knowledge of CFM.

Gombya-Ssembajjwe and Banana (2000b) revealed that women are not keen on the management of forest reserves due to existing demands on their valuable time such as household activities. Male youths were also not interested in participating in the management of forest reserves as this was likely to reduce their illegal activities in the forests. Consequently, women's work burden is increased as other household labour of men and youth shifts from food production to illegal forestry activities.

#### **Implications for gender participation in collaborative forest management**

- Women participate in CFM by virtue of being the majority in forest user-groups or members of groups under National Agricultural Advisory Services programme.

- Community user-rights provided under CFM are beneficial to women who are heavily dependent on non-timber forest products like water, fuel wood, food and medicinal plants.
- Women have limited influence in CFM as men dominate leadership positions.
- Due to the lengthy process of negotiating CFM agreements, many women are likely to lose interest due to their time constraints.
- The limited interaction between communities and National Forestry Authority may discourage women from participating in CFM activities.

### Community-based forest management (CBFM)

Apart from managing forest reserves, communities are also active in community forestry, which involves cooperation between local communities and the government or its agencies in the management of non-gazetted community forest reserves. Organised in communal land associations (CLA), community members enter into Memoranda of Understanding/Agreement with the National Forestry Authority to manage part or all of a non-gazetted forest reserve. Community forests are those forests declared as such by the minister responsible for forests in consultation with the District Land Board and the local community. They are not gazetted forests and therefore are not managed by the government. They are often found on customary land without clear ownership, management or control.

Communal land associations provide a systematic and participatory manner in which to manage a natural resource, in this case, forests. Rights to land directly influence the extent to which communities own, use and manage the forest resource fairly. However, while communal land associations may be the most advanced mechanism of ensuring community control over resources and equitable sharing of benefits, only two (Tengele and Ongo community forests) have been registered and awarded certificates of customary ownership over land on which adjacent-community forests thrive.

A study in Budongo sub-county in Masindi district (western Uganda), where the National Forestry Authority was piloting communal land associations in conjunction with the Budongo Community Development Organization (BUCODO), revealed that community forests were often a source of water and firewood resources, especially for land-

constrained households (Wasswa-Matovu 2010). At the same time, households rich in farm implements benefitted more from community forests as they could more effectively extract threshold levels of forestry resources and visit the forest more frequently. Firewood and water were the key forest products households procured from community forests; medicinal/herbal plants, edible plants and livestock feeds were the other important forest products. Households' needs for timber were hardly met from community forests, with the harvesting of this product facing severe quantity and maturity restrictions or outright bans.

Another study on community-based forest management in Masindi district (Kugonza *et al.* 2009) revealed that both men and women play an important role in the management of forests outside protected areas. 'A sample of 160 (98 men and 62 women) respondents was selected from 16 parishes in 4 sub-counties of Masindi district. Participatory Rural Appraisal (PRA) tools, which included direct interviews and questionnaires, were used in data collection. The results obtained from the chi-square ( $\chi^2$ ) and cross-tabulations tests suggest that both men and women play an important role in community-based forest management with varying proportions'. Men were more involved in all forest-related activities than women except in the case of tree planting and nursery management where the variance between the two was not wide (Table 3).

**Table 3. Gender-based distribution of roles in community-based forest management (%)**

Role	Men (n=98)	Women (n=62)
Tree planting and management	78	79
Nursery establishment	38	60
Monitoring forest activities, planning, formulation of policies	30	15
Responding to emergencies	56	37
Refraining from illegal activities	33	26
Protected area management	13	6
Participate in community education and activities, biomass conservation technologies	17	6
Other alternative sources of income (apiary, fishing)	12	2

Source: Kugonza *et al.* 2009

The study also revealed that some women reported inaccessibility of tree resources like timber, imbalance in sharing revenue accruing from tree products and unequal opportunity for conservation education and training, as well as general under-valuation of women's roles in sustainable forest management. Women were less willing to take part in CBFM activities than men. This was attributed to a number of factors, namely men's unwillingness to cede power, higher illiteracy among women and women's work burden.

According to USAID (2006), chief constraints in the communal land associations' process are:

- National Forestry Authority resources and staff have limited availability to work with groups and provide timely feedback on management plans, bylaws and other documents required of communal land associations intending to engage in forest management.
- District registrars are mandated to work with community groups to assist them in the process of establishing a communal land association, but often lack sufficient resources or time to register all the groups requesting.
- Land registration in Uganda is a lengthy process that can take up to two years.
- Remote and poor districts remain without registrars, due to the difficulty of attracting qualified candidates from urban areas; without a registrar, the registration process is unable to go forward.

An analysis of gender issues in community forest management implies that women benefit from communal land associations since they are the main collectors and carriers of firewood and water, which are the key forest products from community forests. Men are more involved than women in monitoring, planning and formulation of policies, limiting women's influence in the communal land associations' process. Participation of women in income generation and education activities and protected-area management is limited. This implies that although both men and women are involved in forest management activities, women have limited influence in decision making. The limited engagement of communities by either National Forestry Authority or District Forest Services may constrain mobilisation of women who have

high work-burdens to participate in activities of communal land associations.

### Community resource management

Community resource management (CRM) occurs in forests in national parks or wildlife reserves where land/tree tenure is vested in the Uganda Wildlife Authority (UWA). UWA gives out permits to neighbouring communities for access to some non-timber and non-wildlife resources within the national parks. It identifies the multiple-use zones and negotiates with communities to allow them to harvest non-timber products such as herbs, firewood, honey and mushrooms. Communities are also in some cases empowered to participate in ecotourism activities, where they supply porters and tour guides. MoUs have been signed between the UWA and community associations or groups in places like Kibale, Bwindi, Mgahinga, Elgon, Lake Mburo, Semuliki, Queen Elizabeth and Murchison Falls Protected Areas.

Potential for community benefits exists since the Uganda Wildlife Authority is already sharing 20% of revenue generated from gate collection fees with local communities with adjacent parishes through the sub-county Community Protected Area Institutions (CPIs). However, UWA forests under CRM are threatened by agricultural expansion, unregulated pitsawing and overgrazing from pastoralists. In addition, the local government's institutional capacity to manage forest resources is low. CRM linkages with local communities, for example, are well defined, but are generally weak on issues of benefit sharing, and are therefore not widespread. Local forest reserves and private forests, on the other hand, are under District Forest Services. This institution needs to be better facilitated. There was no data on the participation of women in CRM initiatives.

### Private forest management

Forests on private and customary land constitute about 70% of the total forest cover in the country. Despite the substantial coverage, private forest management has long been neglected in policy frameworks. The implementation of all the earlier forest policies did not stretch beyond gazetted forests, and as a result, private forest owners have over time used their constitutional rights to manage their resources.

In the case of Mailo, freehold and customary tenure systems, the owner has absolute power over the land and the allied resources he/she owns, and therefore the management practices have over time depended on his/her interests. However, the 2001 Forestry Policy (MWLE 2001) promotes development and management of forests on private land as one of its key strategies. Specifically, it promotes best practices through public education and advisory services to raise the level of awareness among landowners of the value and multiple uses of natural forests.

Nonetheless, the decision to conserve, harvest or convert the land to alternative uses belongs to the landowner. Neighbouring communities have *de facto* access for subsistence uses such as firewood, non-wood forest products, forest foods and water points to the benefit of women and children. Land ownership determines whether one can engage in private forestry or not.

There are, however, wide gender inequalities in the control and ownership of land. Women's ownership of land is still limited. In spite of provisions in the

Land Act, men continue to dispose of land without the consent of their spouses. The effectiveness of the Act's provisions is limited because land registration is not common and the prevalent imbalanced power relations within marriage render the requirement for consent unenforceable (JICA 2007).

Although women have access to land (as wives, sisters or daughters), their lack of control restricts them from tree planting and from making decisions on whether to conserve or clear the forest on the land. Tree planting in Mpigi district is mainly a man's activity as women do not own land (Birakwate personal communication). Women also fear to plant trees because they are unsure of reaping the benefits since they lack decision making powers over land and are likely to lose their rights once the tree products gain commercial value.

#### b. Strategies

The government of Uganda has put in place plans and strategies developed from the constitution and policies; to facilitate community and gender participation in development initiatives (Table 4).

**Table 4. Analysis of positive and negative features in existing strategies for implementing community and gender participation**

Strategy	Community participation in natural resource management and gender provisions	Remarks
National Development Plan (NDP)	<p>NDP is Uganda's national planning framework.</p> <ul style="list-style-type: none"> <li>• It categorises forestry as a primary growth sector, alongside other sectors like agriculture, tourism, industry, oil &amp; gas (Republic of Uganda 2010).</li> <li>• Promotes commercial tree planting on private land.</li> <li>• Increases involvement of the population in tree planting.</li> <li>• Promotes ecotourism.</li> <li>• Introduces and popularises use of timber and timber-product substitutes and processing technologies.</li> <li>• Strengthens networks for participation of local private sector in the global carbon credit market.</li> </ul>	<ul style="list-style-type: none"> <li>• NDP promotes community participation, but is silent about gender.</li> <li>• Activities promoted require ownership of land and capital which most women lack.</li> </ul>

continued on next page

Table 4. Continued

Strategy	Community participation in natural resource management and gender provisions	Remarks
Peace, Recovery and Development Plan (PRDP)	<ul style="list-style-type: none"> <li>Under the strategic objective of revitalising the economy, the PRDP aims at supporting the communities of northern Uganda to use the environment and natural resources sustainably.</li> <li>One of the PRDP's guiding principles is mainstreaming of gender.</li> </ul>	<ul style="list-style-type: none"> <li>Gender mainstreaming is secondary to other activities.</li> <li>This leaves room for its being neglected or being implemented only in terms of numbers attending (purported representation) without active participation.</li> </ul>
National Environmental Action Plan (NEAP) 1994	<ul style="list-style-type: none"> <li>Integrates environment into national, social and economic development.</li> <li>Objective is 'to involve land and resource users in environmental planning, implementation, monitoring and evaluation at all levels and empower them to manage their natural resources.'</li> <li>'Women should make up 1/3 of members on natural resource committees at all levels.'</li> </ul>	<ul style="list-style-type: none"> <li>Apart from membership on resource committees, in most activities women are not given special consideration but are lumped together as resource users.</li> <li>This allows for women being represented by men in decision-making fora.</li> </ul>
National Forest Plan (NFP) 2002	<ul style="list-style-type: none"> <li>Effected the creation of new forests governing structures, i.e. National Forestry Authority, UWA, and District Forestry Services.</li> <li>The goal of NFP is 'an integrated forest sector that achieves sustainable increases in economic, social and environmental benefits from forests and trees by all the people of Uganda especially the poor and the vulnerable.'</li> <li>This was aimed at divestment of the forest department and creation of the National Forestry Authority for more efficient and effective management of CFRs in partnership with local governments, forestry business and local communities.</li> <li>Recognised the constraints women face due to their limited access to education, economic assets and extension services.</li> <li>Set in place strategies to address the constraints such as promotion of cook stoves and affirmative action for improved educational opportunities</li> </ul>	<ul style="list-style-type: none"> <li>The plan is gender-sensitive.</li> <li>For instance, it encourages and supports women to develop professional careers in forestry.</li> <li>It also looks at technologies that relieve women of the burden of looking for firewood.</li> </ul>
The Plan for Modernization of Agriculture (PMA)	<p>The PMA is a multi-sectoral strategic and operational framework to enable farmers to shift from subsistence to producing for the market. The PMA:</p> <ul style="list-style-type: none"> <li>Recognises gender as one of the crosscutting issues and a key determinant of increased agricultural production and productivity.</li> </ul>	<p>Men still dominate decision-making positions in National Agricultural Advisory Services, even in women's groups because of:</p> <ul style="list-style-type: none"> <li>Women's low-literacy levels.</li> <li>Gender roles and responsibilities limit women's participation in NAADS activities.</li> </ul>

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Table 4. Continued

Strategy	Community participation in natural resource management and gender provisions	Remarks
	<ul style="list-style-type: none"> <li>• Ensures all interventions and programmes are gender-sensitive, with gender mainstreaming one of the key strategies for its implementation.</li> <li>• Gender is implemented through the establishment of a Gender Technical Sub-Committee, development of tools for gender mainstreaming and</li> <li>• provision of technical support.</li> <li>• One of the seven strategic components of PMA, the NAADS, has a strategy of integration of natural resource management and gender into its activities for sustainability of agriculture and development.</li> <li>• Women are provided for in farmer groups benefitting from NAADS activities, including forestry advisory services.</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of land ownership limits women's participation.</li> <li>• Lack of capital makes women unable to be fully involved in high-profit commercial forestry activities.</li> </ul>
The Land Sector Strategic Plan	<p>The goal is to improve the livelihoods of the poor through more effective use and management of Uganda's land resources. Objectives of the LSSP are:</p> <ul style="list-style-type: none"> <li>• to create pro-poor policies and legislation for the land sector.</li> <li>• to allocate land resources to more productive uses and users.</li> <li>• to ensure a more equitable distribution of land access and ownership, and greater security of tenure for vulnerable groups.</li> <li>• to create and disseminate information on land use and land rights.</li> <li>• to establish more effective institutions and systems for delivery of land services.</li> <li>• to mobilise public and private sector resources for development of the land sector.</li> </ul>	<ul style="list-style-type: none"> <li>• While the objectives sound gender-sensitive, none are specific to women – the most disadvantaged with regard to land matters.</li> </ul>
Uganda Wildlife Authority Strategic Plan (UWASP)	<ul style="list-style-type: none"> <li>• Aims at effectively and sustainably managing wildlife protected areas and wildlife resources in collaboration with other key stakeholders.</li> <li>• Pillar 5 envisages strengthening relationships with communities in order to reduce conflict and enhance benefits from wildlife conservation and protected area management.</li> <li>• Ecotourism and crafts initiatives in some sites specifically target women, for instance Mpanga and Hoima chimpanzee wildlife sites.</li> </ul>	<ul style="list-style-type: none"> <li>• The language used in the strategies is not gender-sensitive, and hence, does not enhance women's or youths' participation in management and benefit sharing.</li> <li>• The last strategy of building capacity of landowners and private sector excludes most women outright, since they so rarely own land.</li> </ul>

### Training in gender and natural resource management

The Ministry of Gender, Labour and Social Development is responsible for capacity building of gender focal-persons in ministries and districts. The Ministry of Finance, Planning and Economic Development (MoFPED) has endeavoured to train officers in the Forestry Sector Support Department in gender budgeting (Mpangire personal communication). The National Forestry Authority has not provided specific gender training to its more than 300 staff at head office and in field stations, despite the fact that gender skills are important, especially for the CFM process. Field staff have, however, been trained in community mobilisation, which integrates gender (Wataswa personal communication).

### 3.1.2.3 Overlaps and potential synergies between gender participation, equity, natural resources policies and strategies

#### Collaborations among stakeholders in the forestry sector

The National Forestry Authority has working relations with civil society organisations (CSOs) and has signed Memoranda of Understanding (MoU) with the Uganda Forestry Association (UFA), the National Forestry Resources Research Institute (NaFORRI) and PRIME West, which provide a framework for future collaboration. CSOs are engaged in delivery of services like training and general capacity building and advocacy to promote responsible forest management. An estimated 200 CSOs are working in the environment and natural resources sector (MWE 2010). The CSOs operate largely at the grassroots level, raising awareness, supporting active participation of communities in forestry activities, providing forestry advisory services and advocating for various issues of economic and social development.

In forestry, most CSOs have come together in a somewhat loose alliance called the Uganda Forestry Working Group (UFWG). The NFA also builds the capacity of CSOs and in 2009 undertook training in the areas of Budongo, Bushenyi and Mbale. In addition, the NFA has established relations with companies, parastatal bodies and development

partners that use the opportunity for tree planting to highlight their corporate social responsibility. Examples include: MTN-Uganda, World Vision, Posta Uganda, Uganda Revenue Authority (URA), Uganda Breweries, Barclays Bank (which has supported a women's group in Mpigi to establish a forest of indigenous trees) and the British Council, which supported establishment of 11.5 ha of a forest planted at Kajjansi forest reserve (NFA 2010). This collaboration provides an opportunity for the NFA to advance its agenda for CFM and specifically for funding gender.

Increased participation of CSOs in forestry information-gathering and dissemination has made it easier for some local communities to access policies and laws, in more user-friendly formats (Nsita 2010). The Uganda Forestry Working Group has simplified, reproduced, translated and distributed forestry publications on a limited scale in a few districts, including the Uganda Forestry Policy, National Forest Plan, the National Forestry and Tree Planting Act, and CFM guidelines.

Other partnerships with local communities have had mixed success such as arrangements with user groups like the pitsawyers. Associations were promoted from the late 1980s to the 1990s in a bid to organise pitsawyers, who supplied the bulk of the timber on the Ugandan market. The aim was to bring them out of illegal activities so they could work in a structured way, following sustainable forest management (SFM) guidelines for harvesting timber. In this way, their activities were to some degree regulated and forest-crime reduced. These arrangements achieved little success; the associations have largely disintegrated, although they maintain some semblance of organisation through their leaders, some of whom remain visible for personal rather than corporate reasons.

However, there were some CFM successes from which lessons can be drawn (Nsita 2010). One such example can be seen with Mugamba-Majanjabula Save the Forest Association, which is located near Sango Bay central forest reserve (Sebugwawo personal communication). With assistance from Integrated Rural Development Initiatives (IRDI), the association received funding from the Nile Basin Initiative in 2007 for tree planting, beekeeping and

nursery establishment. At present, 2 ha (4 700 pine trees) of communal pine plantation have been planted. Each individual member of the association has planted 20 trees on his or her farm.

The association also received funding from the Uganda Group of the African Network of Ethnobotanists/Ethnoecologists (UGANEB) to domesticate plants often used as herbal medicines. The project, which sought to reduce the impact of harvesting herbal medicine on forest health, established a herbal medicine nursery at Kateera in Lusoozi. Association members also visited farmers in western Uganda to see best practices in domestication of herbal medicines.

In addition, the association received assistance from Empaform, a regional programme run by Care Uganda that strengthens and empowers local CBOs involved in management and conservation of natural forests in East Africa. Empaform provided the association with:

- Access to information.
- Advocacy and lobbying skills.
- Organisational and leadership skills.
- Networking at local, national and regional levels.
- Technical assistance on collaborative forest management.
- Negotiation skills with stakeholders in the sector, especially with the NFA.

The government works with a number of donors, most of which include gender in programmes as a requirement for funding:

- Britain, Norway, Germany, the United Nations Development Programme (UNDP), the Food and Agriculture Organization (FAO), and the European Union support reform of the forestry sector, implementation of new policies and plans, and strengthened capacity of government forestry agencies.
- The World Bank and USAID were instrumental in uplifting the legal status of several forest reserves into national parks in the mid-1990s. The World Bank supports the Uganda Wildlife Authority and other government bodies with forest management roles. USAID has invested

significantly in biodiversity conservation in western Uganda, and is currently designing a new initiative in this area.

- World Bank and Global Environment Facility (GEF) funds helped establish the Mgahinga and Bwindi Impenetrable Forest Conservation Trust to support the two national parks and surrounding areas. The Trust has purchased 326 acres for the Batwa people, a forest-dwelling group in western Uganda. The National Forestry Authority is also implementing a project with FAO/INT/808/UK to strengthen participatory approaches in forest management. This includes mentoring of NFA staff on collaborative forest management and capacity building for District Forest Services. Activities of this programme have been implemented in six NGOs in six districts and have directly involved 36 NFA employees. The Ministry of Finance, Planning and Economic Development (MFPED) helps the Ministry of Water and Environment to build its capacity in gender budgeting. The MWE collaborates with the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) to build capacity for gender integration into its community activities.

#### **3.1.2.4 Conformity or variation between policy initiatives for active gender participation in natural resource management**

##### **a. Management of forests in Uganda: what is it in practice?**

This section presents an analysis of actual practice against what is provided for in government policies, laws and strategies, regarding people's participation in forestry management and gender (Table 5).

As already noted, private- and community-owned forests represent 70% of the total forest cover in Uganda (MWLE 2002). This puts communities (landowners) in direct management of a larger area of forests than those managed by the government in trust for the people. The gender implication is that women and youth, rarely owning land, are minimally or not at all involved in making decisions concerning private forests.

Table 5. Conformity or variation between policy initiatives for active gender participation (or their absence) with regard to natural resources

Instrument	Gender-inclusive initiatives	Conformity	Variation (actual on ground)
Uganda Constitution	Equality between men and women in all issues.	Acts, plans and strategies that conform to gender provisions have been put in place.	<ul style="list-style-type: none"> <li>Women, children and orphans are still unequally treated, especially in the area of asset ownership.</li> </ul>
Uganda Gender Policy	Gender policies to be developed in all sectors of the economy.	At the ministry level, the MWE has developed a gender policy, which should guide all departments to develop specific gender policies.	<ul style="list-style-type: none"> <li>At the departmental level, a gender policy has been developed by Water, and Environment departments, but NFA and FSSD have yet to develop specific gender policies for their respective departments.</li> <li>Forestry issues are not addressed in the Uganda Gender Policy.</li> </ul>
National Environment Management Policy	<ul style="list-style-type: none"> <li>Effective involvement of women and youth in natural resource policy formulation, implementation and evaluation</li> <li>Promotion of social equity</li> </ul>	Women are represented on parliamentary natural resources sectoral committee and on local government environment committees.	<ul style="list-style-type: none"> <li>Environment committees not operational in lower level local governments so decisions are made by chairmen and a few other council members.</li> <li>Because the 1/3 women's representation on committees is a directive, many positions are filled with inactive members.</li> </ul>
The Draft Land Policy	<ul style="list-style-type: none"> <li>Government holds land and sensitive natural resources in trust for the citizens of Uganda.</li> <li>There is a Land Act and a Land Sector Strategic Plan.</li> </ul>	<ul style="list-style-type: none"> <li>Ensures women are represented on district land boards, as well as parish and village land committees.</li> <li>The Land Act (1998) requires consent of both spouses before family land is disposed of.</li> </ul>	<ul style="list-style-type: none"> <li>Women still do not inherit and so few, (7%), own land.</li> <li>Lower level land committees are not operational.</li> <li>Obtaining wife's consent before disposal of family land is either problematic or in most cases it is culturally unnecessary, so many men don't.</li> </ul>
Uganda Forestry Policy	Ensures the integration of gender concerns and issues into the development of forest sector.	<ul style="list-style-type: none"> <li>Plans and strategies have been included in the National Forest Plan and in the National Forest and Tree Planting Act to encourage implementation of gender, for instance, affirmative action in Nyabyeya Forest College.</li> <li>Research has come up with bushes, which are good for fodder and fuel wood production but useless for timber and fruit trees which take only two years to fruit.</li> </ul>	<ul style="list-style-type: none"> <li>No gender policy has been developed by FSSD (Musoke personal communication) and NFA (Dracu personal communication).</li> <li>Cultural beliefs and attitudes interfere with implementation.</li> <li>Culturally, women do not inherit property thus do not own any natural resources, including land and trees.</li> <li>In some communities it is taboo for women to plant trees or climb them to harvest products.</li> <li>Insecurity of future ownership also prevents women from tree planting.</li> <li>Most trees promoted (pine and eucalyptus) do not cater to the immediate needs of women (firewood and food security).</li> </ul>

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Table 5. Continued

Instrument	Gender-inclusive initiatives	Conformity	Variation (actual on ground)
Uganda National Wetlands Policy (1995)	Aim is to promote the conservation of Uganda's wetlands in order to sustain their ecological and socioeconomic functions for the present and future wellbeing of the people.	<ul style="list-style-type: none"> <li>Policy allows for participation in wetland management by all stakeholders.</li> <li>It allows sustainable use of wetlands, such as harvesting of papyrus and edge-farming activities which are of interest to women.</li> </ul>	<ul style="list-style-type: none"> <li>In the key principles and specific policy strategies in the 1995 Uganda National Wetlands Policy, no special consideration is given to women and other vulnerable groups. All are treated as communities or people.</li> </ul>
Water Policy	There is a Water Sector Gender Strategy (WSGS), an initiative of the DWD that aims to enhance gender equity, participation of both women and men in water management, and equal access to and control over water resources in order to alleviate poverty.	<ul style="list-style-type: none"> <li>There was increased funding for community software activities<sup>a</sup> in which men and women were trained together.</li> </ul> <p><b>Gender integration in planning:</b></p> <ul style="list-style-type: none"> <li>The gender perspective planning has helped develop a highly gender-responsive approach.</li> <li>Objectives of the related action plan have clear gender-integrated activity profiles, time frames and actors for each activity.</li> <li>Officials in charge in each department are also held accountable for integrating gender according to the guidelines.</li> </ul> <p><b>Gender-sensitive monitoring:</b></p> <ul style="list-style-type: none"> <li>Prior to the Strategy, the DWD used eight indicators to measure performance in the water sector.</li> <li>Using gender-sensitive indicators is a best practice that others can replicate to measure the effectiveness of their gender activities.</li> <li>It also forces implementers to measure the gender impact of their activities, as it is directly incorporated into reporting formats.</li> </ul>	<p><b>Lack of guidelines:</b></p> <ul style="list-style-type: none"> <li>The Directorate of Water Development (DWD) realised the lack of clear guidelines to mainstream gender, despite the fact that gender cannot be divorced from effective water management and use.</li> </ul> <p><b>Lack of trained women:</b></p> <ul style="list-style-type: none"> <li>At the time of the study, the DWD employed only a small percentage of women due to the fact that until recently, water issues focused primarily on technical skills related to science and engineering.</li> <li>In Uganda, historically, few women have pursued the sciences so this created a significant gender imbalance within DWD.</li> </ul> <p><b>Lack of control over recruitment:</b></p> <ul style="list-style-type: none"> <li>The DWD does not have control over other arms of the government. For example, recruitment in the water sector is advertised and handled by the Public Service Commission, which has a different mandate from the water sector. This has had negative implications for the Directorate's plans to improve their male/female staff ratios.</li> </ul>
The Uganda Wildlife Policy	<ul style="list-style-type: none"> <li>Promotes the long-term conservation of the country's wildlife and biodiversity in a cost-effective manner which maximises the benefits to the people of Uganda.</li> <li>The strategy for involving rural communities is revenue and benefit sharing with host community or individuals.</li> </ul>	<ul style="list-style-type: none"> <li>The benefit is used to implement community projects such as equipping health units, construction of schools and roads, which benefit both women and men (Namara personal communication).</li> <li>Secondly, communities living near protected areas are allowed to access some resources, including firewood, fish, medicinal plants, grass, water, and handicraft materials, at no cost on a regulated basis (UWA).</li> </ul>	<p>Women benefit from the community projects and from resources like firewood, medicinal plants and water.</p>

<sup>a</sup> Software activities are non-tangible activities such as awareness creation.

### 3.1.2.5 Structure of forest management in Uganda and the distribution of duties, roles, responsibilities, accountabilities and affirmative action

#### a. Structure of Uganda government

Uganda is a republic, with a president as head of state and also of the government. The Government of Uganda, in operation since the country's independence on 9 October 1962, follows the cornerstone of its constitution which is 'of the people, for the people and by the people'. The three arms of the government are executive, judiciary and legislative. The president and his/her Cabinet are the executive heads of the country and the Parliament is endowed with legislative powers. There are 29 ministries in Uganda; the forest sector falls under the Ministry of Water and Environment (MWE).

#### b. Institutional framework

In Uganda, a multitude of institutions manage forest resources, led by the Forestry Sector Support Department (FSSD) of the Ministry of Water

and Environment (MWE), which has oversight of policies, standards and legalisation of the sector (Figure 1). The National Forestry Authority (NFA) is a semi-autonomous body under the Ministry of Water and Environment, while District Forestry Services (DFS) is under the district local governments (DLGs). Other institutions include non-governmental organisations (NGOs); private citizens who have forests on their land; and donors.

The FSSD is responsible for ensuring the functioning of all stakeholders in the sector (Table 6). The NFA and the Uganda Wildlife Authority (UWA)<sup>3</sup> are responsible for sustainable management of central forest reserves (CFRs). Communities may participate in forest management through collaborative forest management (CFM) in CFRs and community resource management (CRM) in national parks. The NFA and UWA share responsibilities in joint management reserves (JMRs), which are forested areas between CFRs and either national parks or wildlife reserves (MWLE 2002).

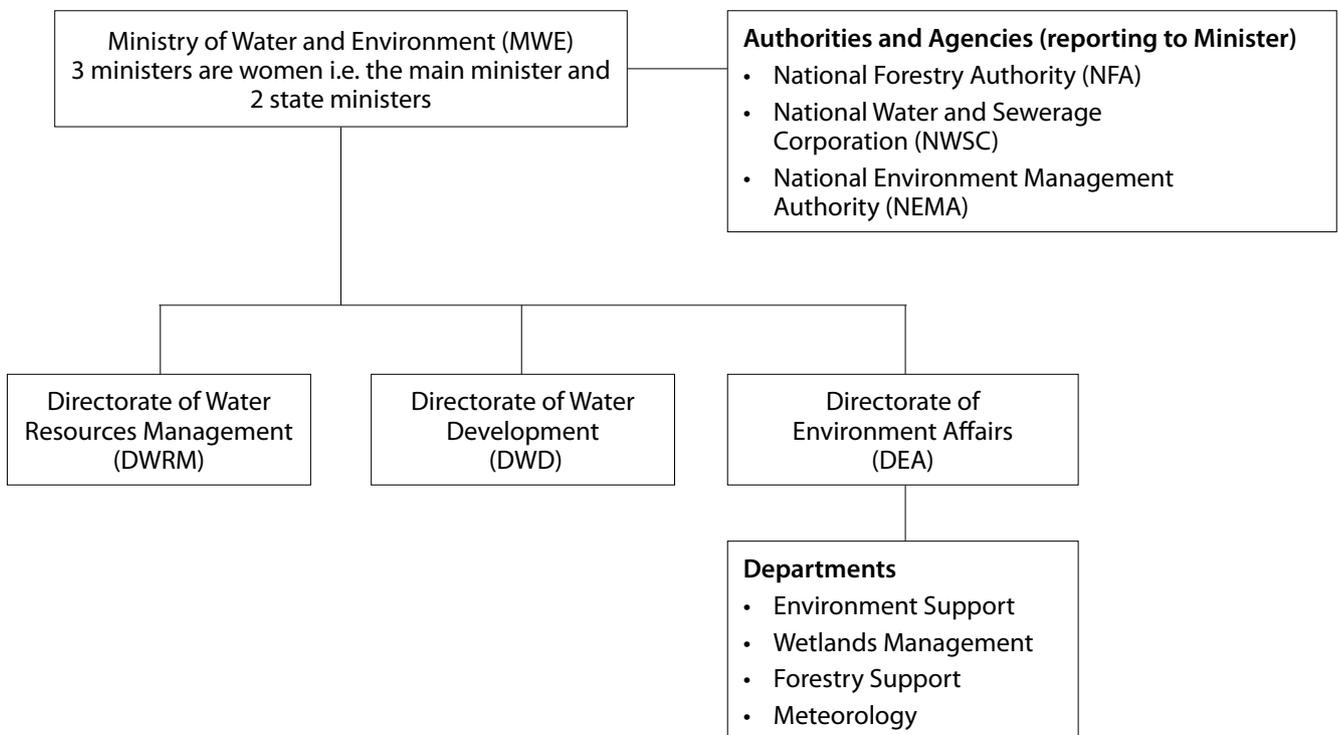


Figure 1. Institutional framework for the environment sub-sector (MWE 2010)

<sup>3</sup> UWA is under the Ministry of Trade and Tourism.

**Table 6. Responsibilities of natural resource management stakeholders**

<b>Institution</b>	<b>Roles and responsibilities</b>
Ministry of Water and Environment (MWE)	<ul style="list-style-type: none"> <li>• Setting national policies and standards, managing and regulating natural resources and determining priorities for development and management.</li> <li>• Providing technical support and monitoring performance of National Forestry Authority and District Forestry Services using a performance contract.</li> <li>• Mobilising funds and other resources for the forest sector.</li> <li>• Coordinating and supervising technical support and training to local governments.</li> <li>• Coordinating the National Forest Plan and ensuring effective cross-sectoral linkages.</li> <li>• Sensitising key stakeholders on forestry opportunities.</li> <li>• Building capacity to oversee the development of the forest sector.</li> </ul>
Directorate of Environmental Affairs (DEA)	<ul style="list-style-type: none"> <li>• Developing environmental policy, regulation, coordination, inspection, supervision and monitoring of the environment and natural resources, as well as restoration of degraded ecosystems and mitigating and adapting to climate change.</li> </ul>
Forestry Sector Support Department (FSSD)	<ul style="list-style-type: none"> <li>• Formulating and overseeing forestry policies, standards and legislation.</li> <li>• Monitoring National Forestry Authority.</li> <li>• Providing technical support and monitor District Forestry Services and involve all districts in national tree planting.</li> <li>• Supporting advisory services under National Agricultural Advisory Services (NAADS).</li> <li>• Promoting information, advice and advocacy to sector stakeholders.</li> <li>• Ensuring effective National Forest Plan (NFP) coordination and cross-sectoral linkages.</li> <li>• Mobilising funds and other resources for the forest sector.</li> </ul>
National Environment Management Authority (NEMA)	<ul style="list-style-type: none"> <li>• Managing regulatory functions and activities that focus on compliance and enforcement of the existing legal and institutional frameworks on environmental management in Uganda.</li> <li>• Overseeing the implementation of all environmental conservation programmes and activities of the relevant agencies both at the national and local government level.</li> </ul>
The National Forestry Authority (NFA)	<ul style="list-style-type: none"> <li>• Regulating provision of public goods and services from the CFRs.</li> <li>• Providing licences and partnerships for harvesting and processing of forest products from CFRs.</li> <li>• Providing forestry advice, information and quality seeds to local councils, farmers, NGOs, communities and private forest owners.</li> <li>• Conducting national forest inventories and other technical services.</li> </ul>
The Ministry of Gender, Labour and Social Development	<ul style="list-style-type: none"> <li>• Taking leadership for gender responsiveness and community development/mobilisation.</li> <li>• Assisting the sector in gender-responsive policy development, and supporting districts to build staff capacity to implement sector programmes.</li> </ul>
Ministry of Lands, Housing and Urban Development	<ul style="list-style-type: none"> <li>• Managing land affairs including physical planning, surveys and mapping, valuation, land registration, urban development and housing in collaboration with the Uganda Land Commission.</li> </ul>
Ministry of Agriculture, Animal Industry and Fisheries	<ul style="list-style-type: none"> <li>• Spearheading agricultural development, including natural resource management in agriculture and agroforestry.</li> </ul>
Uganda Wildlife Authority	<ul style="list-style-type: none"> <li>• Managing forests in National Parks and Wildlife Reserves, especially under the Uganda Wildlife Act.</li> </ul>
The Ministry of Finance, Planning and Economic Development	<ul style="list-style-type: none"> <li>• Mobilising funds, allocating them to sectors and coordinating development partner inputs.</li> <li>• Reviewing sector plans as a basis for allocation and release of funds, and reports on compliance with sector and national objectives</li> </ul>

continued on next page

Table 6. Continued

Institution	Roles and responsibilities
NAADS	<ul style="list-style-type: none"> <li>• Providing forestry extension services in districts.</li> </ul>
NaFORRI	<ul style="list-style-type: none"> <li>• Taking leadership for forestry research under National Agricultural Research Organisations (NARO) mandated to carry out forestry research, technology development and outreach.</li> </ul>
Universities and colleges	<ul style="list-style-type: none"> <li>• Providing forestry education and professional development for the forestry sector.</li> <li>• Pursuing forestry research and technology development.</li> <li>• Conducting outreach activities in forestry and related natural resources fields.</li> </ul>
Civil society organisations (CSOs)	<ul style="list-style-type: none"> <li>• Advocating for sound forestry and environmental practices and management through the media and outreach campaigns.</li> <li>• Mobilising and sensitising local people, supporting active local participation in managing forests and trees</li> <li>• Providing forestry advisory services and advocating for the concerns of the underprivileged in national development processes.</li> <li>• Building capacity for forestry management at the grassroots level.</li> <li>• Facilitating information-sharing, communication and networking between local communities and other forestry actors.</li> </ul>
Local Governments (Districts, Town Councils, sub-Counties)	<ul style="list-style-type: none"> <li>• Technical planning, formulation and enactment of district bylaw affecting the forest sector.</li> <li>• District Forest Services are mandated to: <ul style="list-style-type: none"> <li>• Recruit staff and build capacity to run DFS effectively.</li> <li>• Develop district forestry development plans and mobilise funding to implement the plan;</li> <li>• Manage local forest reserves sustainably;</li> <li>• Carry out support and quality control of forest extension for private forest and community tree planting.</li> <li>• Develop and enforce bylaws;</li> </ul> </li> <li>• Strengthen forestry in production and environment committees, as well as land administration, surveying, and approval of community forests, among others;</li> <li>• Collect revenue from licences and taxes from forestry activities;</li> <li>• Coordinate cross-sectoral linkages in the district;</li> <li>• Select District Environment Committees;</li> <li>• Coordinate activities of the district councils relating to the management of the environment and natural resource base.</li> </ul>
Private Forest Owners (PFOs) including Local Communities with registered forests	<ul style="list-style-type: none"> <li>• Acting as legal forest management authorities.</li> <li>• Securing legally harvesting and planting concessions in FRs.</li> <li>• Providing access to long-term finance for development of timber plantations.</li> <li>• Engaging in mutually beneficial partnerships with local communities.</li> </ul>
Local Communities	<ul style="list-style-type: none"> <li>• Participation in user groups at local level, i.e. Forestry Resource User-Groups, Land Committees and Environment Committees; these structures are intended to enable oversight of the environment and natural resources at the lowest level.</li> <li>• Participation in CFM with the National Forestry Authority and District Forestry Services.</li> <li>• Management of private and customary forests.</li> <li>• Adoption of appropriate agroforestry technologies.</li> <li>• Formation of forest user-groups to demand advisory services from National Agricultural Advisory Services.</li> </ul>

Source: Ministry of Water and Environment 2010; UFRIC Makerere University 2009

### 3.1.2.6 Women's actual participation in forest management

#### a. Factors enhancing women participation in forest management

**Policy and legal issues.** The Constitution of the Republic of Uganda, being non discriminatory against any gender, allows for equal participation of men and women citizens in all activities, including forest management. Establishing the Ministry of Gender, Labour and Social Development, which oversees inclusion of gender in all sectors of the economy, was a step towards providing an enabling platform for women's participation in development. This has prompted a number of government and non-governmental organisations (NGOs) and institutions to develop gender policies and strategies, namely:

- Ministry of Water and Environment, in which forestry falls.
- Ministry of Local Government.
- Ministry of Health.
- Ministry of Trade and Tourism.
- Ministry of Lands, Housing and Urban Planning.
- Ministry of Finance, Planning and Economic Development.
- Ministry of Agriculture, Animal Industry and Fisheries.
- Institutions such as Makerere University, Nyabyeya Forest College and some NGOs.

The Parliamentary Elections Act of 2005 provides for election of special interest group representatives, including district women members of Parliament (MPs). Currently, of the 386 parliamentary seats of the 9<sup>th</sup> Parliament, there are 130 women MPs representing 34% of the total, up from 14.1% in 1992. This Act provides a greater opportunity for women to participate in policies concerning natural resource management and forests in particular. For instance, the former natural resources parliamentary committee of the 8<sup>th</sup> Parliament, which ended in May 2011, was comprised of 21 members (8 females and 13 males).

The 1997 Local Government Act provides for women to hold at least 33% of the district and local government council seats, as well as to hold one

of the two councillor seats representing youth and people living with disabilities (PWDs).

The Land Act allows for women's participation on land issues at various levels by having at least one woman representative on the District Land Board, as well as on parish and village land committees. It also encourages joint decision making in homes by preventing land disposal without spousal consent.

Affirmative action, which is being implemented at higher education levels where an additional 1.5 points are added to the scores of female students, has allowed an increase in women in universities and created opportunities to produce more women scientists, including foresters.

The Uganda Forestry Policy ensures the integration of gender concerns and issues into the development of the forest sector. Plans and strategies have been developed to encourage implementation of gender, e.g. affirmative action in Nyabyeya Forest College; promotion of agroforestry species for fuel wood and fruits; and technologies that save fuel wood at the household level.

**Education levels.** Although educational level continues to impede women's participation in forest management at higher levels, it is fast being overcome. Presently all three Ministers in the Ministry of Water and Environment and three Commissioners in the forestry sector are women. The number of females training as professional foresters is also increasing: one-third of students in the School of Forestry are women.

**Improving economic status of women.** With many supportive policies in place, women are increasingly involved in various sectors of the economy and thus are improving their economic status. As a result, opportunities are opened up to women who are now able to acquire land through purchase and become direct managers of its natural resources, including trees and forests (MoFPED 2005).

**Changing traditional practices and attitudes.** With increasing awareness, people have realised that women are on equal footing with men and can also carry out traditionally male responsibilities. Consequently, parents are increasingly allocating some valuable assets, including land, to their girl

children and thus enabling them to manage it. In the same vein, men are increasingly encouraging women to plant trees on family land, knowing that the products will benefit the whole family.

**Membership in social/community groups.** Women who belong to social groups have been found to adopt tree planting because of increased awareness and group pressure. A case in point is the National Agricultural Advisory Services group where women comprise 60% of the membership. As already mentioned, women are provided for in farmer groups benefitting from NAADS activities, including forestry advisory services.

#### b. Factors constraining women's participation in forest management

**Policy and legal issues.** The Ministry of Gender, Labour and Social Development (MGLSD) has spearheaded mainstreaming of gender in the various sectors of the economy. For example, it has translated gender laws and policies into a national action plan. However, such plans are not yet reflected at the district level. Implementation is thus still limited because of the unwillingness of the key players to take action. There is also a limited understanding by both women and men of gender needs that arise from gender roles and the gender division of labour (NEMA 2007).

The Ministry of Water and Environment (MWE) has a gender policy, but the National Forestry Authority and FSSD have no documented gender policy; this makes gender implementation non-mandatory. In practice, men dominate positions of decision making in CFM, leaving the women as passive participants. Guidelines for women's inclusion would support more effective participation.

Although the Land Act encourages women's participation in decisions concerning land, this has become difficult because of the following:

- The parish and village land committees (where at least one woman would have been involved in local land decisions) are non-operational.
- Spousal consent in cases of land disposal is difficult to implement because land registration is not common in Uganda.
- Spousal consent is problematic in a context in which consent assumes equal rights of spouses

and balanced power relations within marriage, which are largely non-existent in many Ugandan households.

- The Land Act allows a man to challenge a refusal of consent, with a good reason or reasons, but does not define 'a good reason'; in practice, this means women have no control over land.
- The proposed Domestic Relations Bill (DRB), where co-ownership of assets was an issue, has been shelved by Parliament.

**Level of education.** The low literacy level of women at grassroots levels causes lack of confidence and also limits women's participation in forestry management. In Uganda, illiteracy levels of women are 36% compared with 18% of men (MFPED 2006). Election as a councillor at district level requires an A-level certificate; it is not easy to find many women with this level of education in up-country districts. Women's places at district councils are therefore often taken by urban women (who do not reside in the area and so do not understand the problems of rural women) or are given to the few rural women who cannot even express themselves. At the lower government, parish and village levels, lack of confidence makes women passive participants, leaving men to make all decisions.

**Insecure tenure to land and tree resources.** As already cited in our discussion of the Land Act and in section 3.1.2.2 (Private Forest Management), women own only 7% of the land in Uganda, which affects their participation in private forestry.

**Inequitable benefit sharing.** In Uganda, women lack rights of ownership of assets such as land and trees (Box 3). Although women manage the trees, especially those on farmlands, they do not have a right to plant and harvest commercial products. Women are allowed to harvest dead wood for firewood and other products such as fruits, roots, barks and leaves for subsistence use. Once the tree product gains commercial value, however, the male landowners withdraw women's rights to harvest. This is a disincentive to women's participation in tree planting and management.

**Time burden.** The unequal division of labour between the genders leads to women being overburdened with work, especially reproductive activities; this is due partly to lack of appropriate

### Box 3. Comments of former minister on land amendment bill and gender

The former Minister for Ethics and Integrity, Miria Matembe, complained that the controversial Land Amendments Bill 2007 was passed into law without first considering women's rights to own land. Matembe said the exclusion of women in the ownership and control of land in the bill shows that the government has too little interest in promoting women's rights. She said the new land law does not help to empower women to own land like their counterparts, the men/husbands.

Matembe noted that women's rights to own and control land are not reflected in most of the laws of Uganda. She says that cases of domestic violence have increased in the country partly due to unequal rights and relations between men and women. She challenged Parliament to pass laws that guarantee women's rights on land, property, jobs and in families.

Matembe urged the government to support women to own land by distributing to women free land.

Source: Ugandanews, February 2011

labour-saving technologies. Most women, especially the poor, work an average of 15 hours per day, compared to an average of 9 hours per day for men (JICA 2007). The time they have is barely enough to attend to the household chores.

**Lack of access to capital/credit and lack of planting materials.** A number of initiatives were set up by government to support private tree planting in Uganda. For example, the European Commission Sawlog Production Grant Scheme (SPGS) has been ongoing since 2004. By September 2010, 300 farmers had been supported to establish up to 17 000 ha of timber plantations up to acceptable standards. However, to qualify for SPGS support, one needs a plantable land area of 25 ha or more, with supporting ownership or long-term lease documents. One must also have the finances to start the plantation venture without external support. These criteria automatically exclude most women in Uganda from benefitting in such schemes, mainly because they do not normally own land. Lack of land ownership also limits women's access to credit services since banking

institutions often demand land titles as security for accessing loans. These initiatives have, therefore, been gender-blind and yet NFA projects have also been silent on gender (Watasa personal communication).

**Male dominance in decision making.** Women have an opportunity of participating in forest management of the central forest reserves (CFR) through collaborative forest management arrangements. However their influence is limited because of the following:

- Men dominate the leadership of CFM and farmer fora of National Agricultural Advisory Services, and of NAADS' farmer groups, typically making decisions for the groups (Kazoora *et al.* 2006).
- Negotiating CFM agreements is a lengthy process taking years and multiple trips to NFA offices. This has adverse implications for women who are already burdened with household chores. By the time the agreement is signed, many women are likely to have lost interest due to time constraints.
- The limited interaction between communities and the NFA may discourage women from participating in CFM activities.
- The man who owns land and all its natural resources also remains the main decision maker on issues regarding forests or trees on the land.

**Lack of knowledge and skills.** According to Empaform (2006), 80% of the women, persons with disability, the old and vulnerable groups in CFM agreements can neither tell the simplest rules of CFM nor know their rights. As a result, men usually make decisions in their own favour, such as planting pine trees in land allocated to communities. Pine trees support community interest in timber production, which primarily benefits men, but fails to address women's daily needs for firewood (MWLE 2002).

Women's ignorance about rules and their rights stems from their low educational backgrounds and lack of information. Because of their reproductive roles, women's positions are more in the kitchen or the farms, where they have less opportunity of accessing information.

Men, on the other hand, can easily get information from colleagues in markets, drinking places and from the media (Katungi *et al.* 2006). For example,

the National Forestry Authority, under the Sawlog Production Grant Scheme, decided to attract private sector participation in the management of central forest reserves, since it alone could not meet the overwhelming need of a rapidly growing population. This scheme provides women with an opportunity to participate in tree planting through using government land. A few women who are economically well placed and have access to this information have benefitted. However, there were no gender-disaggregated data on who has been allocated such land and who has actually planted the trees; considering the poor economic power of women, they are less likely to participate due to limited access to information and credit.

So far, 77 238 hectares have been allocated through the scheme to individuals and companies (local and foreign) for plantation development, 57% of which were inherited licences allocated by the Forestry Department. The minimum size allocated in all categories is 5 ha and the main species planted include Pine, Cypress, Eucalyptus, Musizi, Teak and Terminalia. The challenge is the identification of serious and progressive investors to avoid land speculation; long-term funding for private plantation development; a land-fee structure that provides incentives for private plantation development; and generating revenue for the NFA to finance land-management costs (NFA 2010).

**Negative attitude towards science subjects.** The negative attitude of girls towards science subjects and towards forestry as a profession has led to fewer women qualifying as foresters compared to men. Since there is no affirmative action in the FSSD, the National Forestry Resources Research Institute (NaFORRI) and the NFA, the number of females in these three organisations, especially in senior positions, remains low. The few women in high positions are there on pure merit, not because of affirmative action. “I am not a commissioner because I am a woman but because of my achievements,” said Ms. R. Musoke, the Commissioner of Forestry in FSSD. There is no progress towards improving females in science-based disciplines; affirmative action for females in admissions to institutions of higher education has favoured the arts (WOUNET 2008). Women find it difficult to take on the job of forest rangers due to the isolated nature of forests, which is considered ‘unsafe’ for women (Watasa personal communication).

**Cultural interference.** In most cultures in Uganda, women are forbidden to carry out tree activities. In the central region of Uganda, it is a taboo for women to plant trees because it demonstrates ownership of land. If women climb trees, it is said, the trees would stop fruiting and the fruits, if any, would rot. In some areas, a woman is not supposed to fetch firewood from a forest when she is having her monthly periods. All these cultural beliefs limit women from actively participating in forestry and tree management.

## 3.2 Gender in practice

### 3.2.1 How gender issues are approached at community, village, user groups and territory levels

Individuals interviewed in most organisations referred to gender mainstreaming in terms of numbers of men and women represented in any given activity rather than those participating actively. Needs assessments and sometimes gender analysis are carried out, but outcomes are rarely considered during implementation.

In the National Forestry Authority, participation means all stakeholders being involved in planning, implementation, evaluation, decision making and sharing of benefits. Efforts are made to include women in decision making at the community level; for instance, when planning a meeting, organisers consider women’s schedules). And knowing the culture does not give women freedom to speak in front of their husbands, women are given a separate meeting. However, in most cases, men disregard women’s suggestions.

According to Self Help Africa, implementation plans include activities that strengthen skills and provide women/girls and men/boys with equal access to services and training. For example, most meetings are organised in the afternoons to allow women to complete their domestic chores and attend. Whenever a special activity would interfere with women’s routine, such as a training that would require a number of days, the members are informed way ahead so they can make special arrangements.

### 3.2.2 Extent to which gender features in natural resource management projects and

## programmes

Apart from the Ministry of Gender, Labour and Social Development and the Africa 2000 Network, no other surveyed organisations (85%) – including the National Forestry Authority and FSSD – had a written policy that affirmed their commitment to gender equity. For the majority, gender issues were addressed only because most donors required it. For instance, the Farm Income Enhancement and Forest Conservation project (FIEFOC) in the FSSD has a small gender budget dedicated to collecting sex-disaggregated data as required by its donor.

Apart from the Ministry of Gender, Labour and Social Development, no other organisation specifically focused on gender. Some organisations took into account existing gender roles and interests of both male and female participants in project implementation strategies and plans. The strategies cited include:

- Provisions for attendance and participation by women in project activities in terms of time and venue, as well as numbers.
- Gender consideration during identification of participants for new projects and during PRA.
- Development of gender-sensitive criteria of who should benefit first.
- Affirmative action (Boards and training activities must both have at least 30% women).

Such requirements, however, have not been observed adequately.

Among the organisations interviewed, FSSD, the NFA and the Uganda Forest Association (UFA) have their main focus on forests, but others focus on agriculture and mainstream natural resources – particularly soil and water conservation, environment and tree planting. Forty percent (40%) of interviewed organisations have some activities that specifically target women. For example, Caritas Lugazi promoted fruit and fast-growing fuel wood tree species; Uganda Environmental Education Foundation (UEEF) and Uganda Development Services (UDS) promoted stoves that saved fuel wood; Uganda National Farmers Federation (UNFFE) is promoting tree planting and soil conservation: all four are mostly targeting women and encouraging them to participate actively.

There are still prominent inequalities in gender and forest use and/or management. Generally, women harvest products for subsistence use such as firewood, herbal medicine, water, vegetables and handicraft materials. They rarely participate in decision making about forest uses because 70% of forest resources are privately owned by men and 30% are government-owned. Commercially, women are mostly involved in retailing of fruits, crafts and charcoal, while men are more involved in timber, poles and wholesale of charcoal (which are more profitable as noted in Annex III). In economic terms, most women benefit from forests indirectly through their husbands or male relatives. Women get raw materials from forests and are also employed on tree nurseries as attendants, rarely as managers.

The main obstacles to women's participation in forest management in Uganda are identified as the following:

- Lack of provision for a gender position in organisational structures.
- Lack of a person (staff) assigned to work specifically on gender.
- Inadequate knowledge, information and skills on gender.
- Lack of a gender policy and guidelines.
- Belief that forestry is considered a male domain.
- Belief that women lack physical strength and courage, which are required for most non-managerial forestry jobs.
- Low participation of women in science, which leads to limited women decision makers in forestry.
- No specific budget for gender activities in NGOs and the Ministry of Gender, Labour and Social Development is allocated a very small budget compared to other ministries.
- Resistance from some men in the forestry sector to the few women who have tried to join the sector in various capacities, as well as the toughness of some forest activities.

None of the organisations surveyed, apart from the MGLSD, have staff specifically responsible for gender. Some, however, such as UNFFE, had a staff member taking care of gender in addition to his/her assigned responsibility. With a vacant position for gender, Self Help Uganda had allocated gender responsibilities to the officer responsible for HIV/

AIDS. PELUM Uganda has an officer responsible for gender and HIV/AIDS. No organisation carried out gender budgeting, which would have assigned a budget to different concerns, priorities and needs. However, financial resources to support gender integration work were incorporated into general management expenses. That said, PELUM Uganda is developing a proposal to finance gender issues.

Staff had limited skills and knowledge in gender analysis and mainstreaming. Most of the organisations, including the NFA and FSSD, were interested in being trained in gender issues. The Africa 2000 Network and MGLSD had staff skilled in gender issues so did not need additional training or restructuring to implement gender projects. Most did not have specific allocations for gender training and built their skills through gender training offered by other organisations.

### 3.2.3 Results of past and present projects

Review of 16 past and present projects/programmes revealed that 44% focused on gender, 25% focused on women specifically and 31% focused on communities in general (Annex II). Few projects focused on women (25%).

Successes included projects by Caritas (micro-credit focusing on women's groups); FSSD in collaboration with Care International (tree planting for firewood around households); FSSD in collaboration with Nyabyeya Forest College (affirmative action aimed at increasing number of girls in forestry). The tree planting project was probably a success because firewood had become so scarce that men had to be involved in its collection or had to spend money to buy it.

All projects that had a gender perspective (44%) deliberately included women, which enhanced women's participation.

For example, UNFFE in collaboration with the Association for Strengthening Agricultural Research in Eastern and Central Africa (ASARECA) implemented a project entitled 'Promoting

sustainable natural resource management through effective governance and farmer market linkages'. The majority of peer educators were women and this led to the success of the project.

Another example is a project entitled 'Enhancement of improved livelihood of communities in Mukono district' implemented by Caritas. A needs assessment identified the type of trees prioritised by each gender category, leading to the establishment of four nursery beds: one tree nursery – for fruit trees and small agroforestry tree species – was operated by women; the other three were for men, who planted large agroforestry tree species and coffee. All four nurseries were successful because each gender category's needs were addressed. This project deliberately increased women's participation.

Self Help's micro-credit project failed because, though focusing on women as beneficiaries, it used household assets as collateral; this displeased the husbands who then withdrew their support. The lesson learned: a project aimed at improving the welfare of the family should include both men and women.

The Ministry of Gender, Labour and Social Development and other organisations implementing gendered projects monitor and evaluate based on gender-sensitive indicators developed according to specific projects. Examples of indicators include:

- Number of women involved in decision making at leadership levels.
- Girls able to access education.
- Rural women able to access clean water in rural areas.

However, there is inadequate monitoring and evaluation at all levels. This has led to the failure of gendered programmes/projects in communities. It was noted that 64% of organisations monitored and evaluated gender mainstreaming in their projects and programmes. The same number (64%) collected gender-disaggregated data, while the rest (36%) did not.

## 4. Conclusions and recommendations

This section presents key conclusions derived from the findings of this study with associated recommendations, where necessary.

The Government of Uganda has formulated policies and laws to ensure that communities, and especially the vulnerable, participate in decisions affecting their livelihoods. The constitutional provisions for people's participation and gender have been operationalised through the Local Government Act (1997) and the Gender Policy, among others. Affirmative action has resulted in more women holding political office both in Parliament and in local government councils. However, the forest sub-sector is still male dominated in the civil service due partly to the limited number of women scientists in Uganda.

1. It is therefore recommended that the forest sector make efforts to work with civil society organisations like the Federation of African Women Educationalists (FAWE) and the Association of Uganda Professional Women in Agriculture and Environment (AUPWAE) to engage in career guidance in schools in order to raise the number of girls interested in pursuing sciences, and forestry in particular, as a career.

There is a wide range of policy provisions for gender mainstreaming in Uganda, but they are in most cases not backed up by relevant legal provisions for ensuring compliance among the different sector ministries and institutions. The environment sub-sector has given only lip service to gender, with no deliberate application in its programmes and activities.

2. It is therefore recommended that the environment sub-sector ensures that its institutions and collaborating organisations be supported by the Ministry of Gender, Labour and Social Development to develop guidelines for gender mainstreaming to support all operational units. In this case it will reduce the gender disparities that exist in community forest management.

3. It is further recommended that the National Forestry Authority and District Forestry Services work closely with NGOs that have relevant experience in order to build capacity for gender mainstreaming so that actual issues, concerns and priorities with regard to gender and community forest management are budgeted for and addressed.
4. There is need to strengthen the gender capacity of organisational staff through provision of tailor-made technical assistance to improve knowledge, attitude and practice.

Although the Ministry of Gender, Labour and Social Development (MGLSD) has translated gender laws and policies into a national action plan, such plans are not reflected at district and lower local government levels; this limits their implementation. Moreover, the Uganda Gender Policy does not highlight the issues of forestry and gender in the proposed gender interventions, thus leaving a loophole for the forest sector to handle gender issues loosely.

5. The Ministry of Gender, Labour and Social Development should assist the district and lower local government levels to translate gender laws and policies into action plans.
6. The Ministry of Gender, Labour and Social Development should revisit the gender policy to include tree and forestry issues explicitly.

Although the Land Act also provides for non-discrimination against women, there are still gender disparities in land ownership: most land is acquired through inheritance which favours men over women. Only 7% of the land in Uganda is owned by women, limiting their participation in private forest management and tree planting.

7. It is therefore recommended that the National Forestry Authority and the FSSD of Ministry of Water and Environment work with civil society

organisations to lobby for the Ministry of Lands, Housing and Urban Development to institute mechanisms for ensuring that stronger laws concerning women's land security are developed.

8. It is further recommended that the capacity of district and lower local government levels be developed to ensure that women's land tenure rights are enforced during land transactions as specified under the current law.

Opportunities exist for women to participate in tree planting schemes supported by the National Forestry Authority, either on private land or in CFRs. However, women's limited control over productive resources, including land, also affects their access to credit facilities that are crucial for initial investment in tree planting, before accessing support from the NFA.

9. It is recommended that the National Forestry Authority takes affirmative action for women interested in tree planting by providing advance funding as an incentive for them to participate in private forest development and in CFRs.

Although the National Forest Plan (2002) provides for women's participation in forest management and also for women's professional development, the forestry sector is still male-dominated both in user groups and in the civil service. At the community level, women's participation is limited by the few women in leadership positions and the work burden at the household level; in the civil service, the numbers are limited by the small numbers of women who complete tertiary education.

Internal gender mainstreaming, which is viewed as a best practice for ensuring gender mainstreaming in an institution's activities, has not been given consideration by sub-sector institutions. There is limited commitment to implementing policy provisions for gender in the management of forests by the FSSD and the National Forestry Authority.

10. It is therefore recommended that the Environment Directorate of the Ministry of Water and Environment develop a gender strategy to guide the sub-sector in mainstreaming gender in the planning, implementation, monitoring and evaluation of activities in its agencies.

The National Forestry Authority has made some progress in implementing community forest management that has reduced forest degradation. However, only a few of the CFRs implement CFM and the NFA lacks the institutional and human resource capacity to ensure that men, women, youth and the poor are actively involved in the CFM processes in an effective manner.

11. The NFA should collaborate with the Ministry of Gender, Labour and Social Development and Ministry of Agriculture, Animal Industry and Fisheries to build their capacities in mainstreaming gender in their programmes.

12. It is recommended that the NFA takes the opportunity provided by its working relationships with civil society, the private sector and development partners to address gender concerns in forest management.

The CFM negotiating process is lengthy and agreements are executed in English, which only a few community members understand. This discourages participation of community members and especially women, who are less literate than their male counterparts. In addition, agreements seem to be skewed in favour of responsible bodies like the National Forestry Authority. Benefits to communities are limited to non-wood benefits, which are also dwindling due to deforestation.

13. It is recommended that the National Forestry Authority reviews the CFM guidelines with a view to making them less complicated and that agreements are executed in local languages to ensure mutual understanding by all.

Most women, especially among the poor, are overburdened with household chores, which leave them limited time to actively participate in forestry management activities.

14. Labour-saving technologies such as firewood-saving stoves, agroforestry and animal-drought power should be promoted by the Ministry of Water and Environment.

15. Sensitisation about gender at the community level should be intensified by all stakeholders.

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# Annexes

## Annex 1. Range of instruments pertaining to forests, environment and extent to which they institutionalise gender participation

### Constitution of the Republic of Uganda (1995)

The Constitution of the Republic of Uganda is the country's overall legal framework and upholds all the principles of CEDAW. It provides for gender balance and fair representation of marginalised groups; accords equal citizenship rights, freedom from discrimination and affirmative action in favour of women; recognises the role of women in society and articulates specific rights for women, including outlawing customs, traditions and practices that undermine the welfare, dignity and interests of women.

- Article 21 states *'all persons are equal before the law... a person shall not be discriminated against...'*
- Article 32 provides for affirmative action and states *'the state shall take affirmative action in favour of groups marginalised on the basis of gender... for purposes of redressing imbalances...'*
- Article 33 provides for the rights of women and states that *'women shall be accorded full and equal dignity... the state shall provide the facilities and opportunities to enhance the welfare of women..., shall protect women and their rights..., women shall have the right to equal treatment with men and that right shall include equal opportunities in political, economic and social activities..., women shall have affirmative action for... redressing the imbalances created by history, tradition and or custom.'*
- The Parliamentary Elections Act (2005) provides for election of special interest group representatives, including district women members of Parliament (MPs). Currently, women MPs occupy more than 112 of the 335 parliamentary seats; this represents 33%, up from 14.1% in 1992. This Act provides a greater

opportunity for women to participate in policies concerning natural resource management and forests in particular. For instance, the former natural resources parliamentary committee is comprised of 21 members (8 females and 13 males).

- The 1997 Local Government Act provides for women to hold at least 33% of the seats on district and local government councils, as well for one of the two councillors representing youth and people living with disabilities to be a woman. As a result, there are 6 916 women (48%) out of 14 446 local councillors at the district and local council levels (Kasya 2008 ). The Act assigns management of local forest resources, totaling 4 995 ha, to district local government. Women's participation in political activities at these levels provides an opportunity for them to become more active in the management of forests at community and local levels. In addition, gender mainstreaming is now part of the minimum standards and performance measures under the annual national local government assessment, where funding to local governments is tagged to a set of criteria, including gender.

### The Uganda Gender Policy (UGP) (2007)

The Ministry of Gender, Labour and Social Development (MGLSD) is the national mechanism for the advancement of women and gender mainstreaming. This ministry developed a policy framework to guide the work on gender under the National Gender Policy that was approved by the cabinet in 1997. Among other actions under this policy, all sector ministries are expected to translate the policy into sector-specific strategies and activities; build capacity of staff in gender analysis, planning

and budgeting; and commit adequate resources for implementation of gender-related activities. As a result of the Uganda Gender Policy (UGP), gender has been mainstreamed in natural resource sector policies and laws such as the Uganda Forestry Policy, the National Environmental Management Policy and the Water Statute. Although it is the responsibility of sector institutions to ensure gender mainstreaming in their programmes and activities, the UGP policy does not highlight the issues of forestry and gender in proposed gender interventions.

### **The National Action Plan on Women**

The National Action Plan on Women (NAPW) was a follow up to the 4th World Conference on Women held in Beijing in 1995 and enforces the gender policy. The goal of the current NAPW (2006–2007—2009–2010) is to achieve equal opportunities for all women in Uganda by empowering them to be active participants and beneficiaries of the country's social, economic and political developments. It has the following key priority areas: poverty, income generation and economic development; reproductive health and rights; decision making and legal framework; and girl child education. The NAPW provides a guide to key actors in identifying, formulating, implementing and monitoring interventions that promote women's empowerment and advancement in all aspects of their lives.

### **The National Environment Management Policy (1994)**

The National Environment Management Policy laid the foundation upon which the subsequent policies, laws and strategies for sustainable development are anchored. Its overall goal is to promote sustainable social and economic development that maintains or enhances environmental quality and resource productivity on a long-term basis and meets the needs of present generations without compromising the ability of future generations to meet their own needs. Some of the policy's key objectives that relate to natural resources and people's participation include:

- To integrate environmental concerns into all development policies, planning and activities at national, district and local levels, with full participation of the people.

- To conserve, preserve and restore ecosystems and maintain ecological processes and life support systems, especially conservation of national biological diversity.
- To ensure individual and community participation in environmental improvement activities.

Two principles in the policy refer to equity and gender, namely:

- Effective involvement of women and youth in natural resource policy formulation, planning, decision making, management and program implementation, is essential and should be encouraged.
- Promotion of social equity, particularly when allocating resources.

### **The National Environment Statute (1995)**

The National Environment Statute establishes the National Environment Management Authority (NEMA) as the overall body, charged with the responsibility of coordinating and monitoring all environmental management issues in the country. The statute empowers NEMA, in conjunction with lead agencies, to issue guidelines and prescribe measures and standards for the sustainable management and conservation of natural resources. It obligates the District Environment Committee to coordinate the activities of the District Council relating to the management of the environment and natural resources. It also obligates the committee to ensure that environmental concerns are integrated into all plans and projects approved by the District Council. At lower governmental levels, these functions are performed by the Local Environment Committees. The statute outlines the principles for management of the environment, including 'to encourage the maximum participation by the people of Uganda in the development of policies, plans and processes for the management of the environment'. However, it falls short of providing sanctions for non-compliance regarding the participation of all, including women.

### **The Uganda Forestry Policy**

The Uganda Forestry Policy (2001) provides for promotion of innovative approaches to

#### **Box 4. Selected statements from the Uganda forestry policy concerning people's participation in forest management**

Policy Statement No. 5 states: 'Collaborative partnership will be developed for the sustainable management of forests'. Strategies for achieving this include:

- Promotion of community participation in forest management on government or community land.
- Developing collaborative forest management partnerships and legal agreements between government and local groups.
- Developing robust community institutions to ensure transparent decision making; the adequate representation and participation of women, men and vulnerable groups; and the equitable sharing of forest benefits and responsibilities.

Policy Statement No. 6 states: 'Tree growing will be promoted in all farming systems, and innovative mechanisms for the delivery of forestry extension and advisory services will be developed'. Strategies for achieving this include:

- Promotion of farm forestry within a national framework and decentralised service delivery mechanism.
- Support for farm forestry research and technology, credit, processing and marketing, education, and the integration of forestry into agriculture.

community participation in forest management on both government and private forest lands, 'in order to provide a balance between a protectionist approach to forest management and open access to forest resources that may be destructive'. Among the strategies to implement collaborative forest management is the provision for robust community institutions to ensure transparent decision making, adequate representation and participation of women, men and vulnerable groups and the equitable sharing of forest benefits and responsibilities (Box 4).

The policy spells out the support for its implementation by the promotion of community participation in the management of forests and by developing management partnerships and legal agreements between the government and local groups; this includes ensuring that women, youth and poor people will be particular beneficiaries in the development of the forest sector. It recognises these three sectors of society are often marginalised in the development process and are frequently the most dependent on forest resources for their livelihoods. In addition, the policy provides for integration of gender concerns into forest management (Box 5).

#### **The National Forestry and Tree Planting Act (NFTPA)**

The National Forestry and Tree Planting Act (2003) provides for the establishment of the National

#### **Box 5. NFP provision for gender concerns**

*'Ensure the integration of gender concerns and issues into the development of the forest sector.'*

Strategies for implementing these provisions include:

- Increase security of tenure over forest resources for women and youth.
- Encourage active participation of women and youth in decision making, resource management and sharing of benefits.
- Promote changes in attitudes and organisational cultures to break down gender barriers and to provide mutual respect and dignity for all people irrespective of social group, gender and background.

Forestry Authority (NFA) (Section 52) as the central government body responsible for central forest reserves (CFRs) and the District Forestry Office (Section 48), to manage central forest reserves and local forest reserves (LFRs), respectively. These two bodies have discretion under this Act to enter or not enter into CFM arrangements between themselves and any forest user-group. The Act also regulates the management of community forests. It provides for conservation, sustainable management and development of forests; declaration of forest

reserves for purposes of protection and production; enhancement of the productive capacity of forests; promotion of tree planting; consolidation of the law; and establishment of the National Forestry Authority and the District Forestry Office (under the Forestry Inspection Division). However, the NFTP, which operationalises the Uganda Forestry Policy, does not provide for measures of enforcing the gender intentions of the policy.

### The Water Statute (1995)

The current Water Policy is based on the Water Statute (1995), which provides the framework ‘... for the use, protection and management of water resources and supply; to provide for the constitution of water and sewerage authorities and to facilitate the devolution of water supply and sewerage undertakings’. One of the guiding principles of the Statute is ‘to recognise the role women play in the provision, maintenance of water’.

### The Land Act

The Land Act (1998) provides that the government or local government ‘holds land in trust for the people and protects environmentally sensitive areas such as natural lakes, rivers, groundwater, natural ponds, natural streams, wetlands, forest reserves, and national parks and any other land reserved for ecological and tourist purposes for the common good of the citizens of Uganda’. To ensure security of occupancy, the Act provides for spousal consent with respect to disposal of registered land on which the family depends for its livelihood. The Act also states that though customary rules should apply to land which is owned under ‘customary tenure’ (i.e. where there are no titles), such rules are not allowed if they go against the Constitution – e.g. by discriminating against women.

However, the effectiveness of this provision is diminished in two major aspects. First, land registration is not common in Uganda; second, spousal consent is problematic in a context in which consent assumes equal rights of spouses and balanced power relations within marriage, which is largely non-existent in many households in Uganda. Indeed the very same Act also allows a man to challenge a refusal of consent, with a good reason or reasons, but does not define ‘a good reason’, technically implying that women have no control over land.

Implementation of this provision has been weak and critics argue that it does not ensure co-ownership and that the husband can essentially overrule any objections.

According to MoFPED (2006), women own only 7% of the land in Uganda. This is due to the fact that most land in Uganda is acquired through inheritance, which favours males over females; this is true even in the case of *Kibanja*<sup>4</sup>/*tenant* holders under the Mailo<sup>5</sup> land system, which is most prevalent in the central region. On the other hand, women can access land for agricultural use through their relationships with men as wives, daughters, sisters or mothers and are, in fact, responsible for 70-80% of agricultural production (JICA 2007).

This situation affects women’s participation in private forestry, since they lack control over land and therefore have limited decision making over its use for long-term ventures like tree planting. According to the District Forest Officer of Mpigi district (Birakwate personal communication), women in the district do not usually plant trees because they do not inherit land and their husbands fear that if they plant permanent crops like trees, women may later claim the land as their own. In contrast, many elite women have purchased their own land which is often titled: 16% of titled land in Uganda is owned by women (MoFPED 2006). The Land Act does not guarantee co-ownership of land between spouses, a change for which women activists in Uganda have been unsuccessfully lobbying. This issue was addressed in the Domestic Relations Bill which has been before Parliament since 2007; it has never passed due to objections from some sections of the public.

### The Draft Land Policy

The Ministry of Lands, Housing and Urban Development has developed a draft land policy, which has not yet been passed by Parliament. Among other provisions, the draft policy recognises that culture and custom continue to support inheritance of land rights to men, and that women’s rights continue to be tenuous, usually only enjoyed at the mercy of their male relatives. It also recognises the

4 Kibanja means tenant tenure system on titled land

5 Mailo land tenure system is the same as free hold but mostly found in central region of Uganda.

struggle by women activists regarding spousal co-ownership of land.

### **The Uganda Wildlife Policy and Law**

The overall aim of the Uganda Wildlife Policy is to promote the long-term conservation of the country's wildlife and biodiversity in a cost-effective manner that maximises the benefits to the people of Uganda. In support of this goal, the government will encourage a range of participatory approaches such as empowering the people to participate in the conservation and management of the country's natural resources, and related decision-making processes that affect their livelihoods. The policy identifies a number of challenges that are to be addressed by the policy and relevant statute. They include protection of areas with high levels of biological diversity that are representative of the major habitats of Uganda; inclusion of the private sector, communities, NGOs and others in policy implementation and management of the country's natural resources; and provision of a framework for the management of wildlife outside protected areas, with district authorities and rural communities playing a central role.

Some of the strategies for involving rural communities include revenue and benefit sharing;

extractive use; and restricted access into the protected areas (PA). In terms of conserving wildlife outside PAs, the policy suggests that wildlife-use rights be used as a mechanism through which communities, landowners and others can directly benefit from wildlife in ways other than extractive use. They include wildlife ranching, wildlife farming and trade in wildlife and wildlife products.

### **The Uganda Wildlife Statute**

The Uganda Wildlife Statute (1996) established the Uganda Wildlife Authority (UWA), which is charged with the management of wildlife protected areas. Given that many parts of these protected reserves were settled and cultivated and are thus useless for wildlife conservation, and given the intense political pressures to de-gazette other parts of these areas for agriculture and grazing, there was an urgent need to rationalise the protected area network. This was achieved in the Wildlife Protected Area Systems Plan (WPASP), which was developed through a participatory planning process with a wide range of stakeholders, including local councils. The objectives of the WPASP are to ensure that important surviving wildlife and plant communities receive adequate protection in wildlife protected areas or in forest reserves.

## Annex 2. List of Respondents/Organisations

No.	Name	Organisation	Designation	Contacts
1	Mr Moses Watasa	NFA Head office	Public Relations Manager	0312264035/6 info@nfa.org.ug
2	Mr Edwin Kajubi	NFA/ Mpigi	Sector Manager	
3	Ms Polly Birakwate	Mpigi District Local Government	District Forest Officer	
4	Mr Charles Kasujja	VI Agroforestry/ Mpigi	Project Manager	
5	Mr Steven Mpangire	FSSD	Senior Forest Management and Land Use planner	0772593287 mpagirestephen@yahoo.com
6	Ms Fiona Draciru	NFA; Head office Kampala	Community Partnership Specialist	0772507219 fionafd@nfa.org.ug
7	Ms Florence Lumala	Caritas Lugazi	Project Manager	0772462707
8	Ms Akiteng Grace	Self Help Africa	Accountant	0772891830 akiteng@selfhelpafrica.org
9	Dr Wajja –Musukwe Nelson	Self Help Africa	Former Country Director	0782109698 wmusukwe@yahoo.com
10	Mr Steven Ssemakula	Uganda Environment Education Forum	Extension Officer	
11	Mr David Walugembe	Uganda Forest Association	Executive Secretary	0772312992
12	Mr Caleb Gumisiriza	Uganda National Farmers Federation	Coordinator HIV/AIDS programme	0752210700 cgumisiriza@unffe.org
13	Mr Kenneth Katungisa	Uganda National Farmers Federation	Executive Assistant to President	0712255567 kkatungisakenneth@unffe.org
14	Mr Robert Bakiika	Environmental Management for Livelihood Improvement (EMLI)	Deputy Executive Director (Focal person environment and climate change)	0782643315 bakiika@gmail.com
15	Mr Andrew Yiga	Uganda Development Services	Programme Officer	0772623887
16	Ms Jenifer Namusoke	Africa 2000 Network	Programme Officer	
17	Ms Annet Kabarungi	MGLSD	Gender Officer	0703205353 akabarungi@yahoo.com

### Annex 3. Participation of men, women, youth, PWDs, Elderly and PLWHA in the forestry sector development

	CB	TP	TNA	C	BK	H	FWC	FWS	TBD	CD	P
Men	54	40	35	44	40	54	58	58	65	58	31
Women	40	25	27	46	19	52	60	38	15	29	15
Youth	58	29	31	40	23	21	56	40	50	46	29
PWDs	17	8	6	35	6	13	25	21	4	19	0
Elderly	21	10	6	31	17	46	31	23	8	15	23
PLWHA	38	27	27	35	25	27	44	33	31	29	21

Courtesy: UFWG 2010

Key		C	= Crafts	FWS	= fuel wood selling
CB	= Charcoal burning	BK	= Beekeeping	TBD	= Timber business
TP	= Tree planting	H	= Herbal medicine	CD	= Charcoal selling
TNA	= Tree nursery activities	FWC	= Firewood cutting	P	= Pitsawying

#### Men

From the table above, it is evident that men benefit more from timber business followed by firewood activities (cutting/selling) and charcoal business. This could be explained by the fact that they have the capital required for these three businesses. In addition, in the case of private forests, men own the land on which trees are found so can easily decide to convert them into timber, firewood or charcoal.

#### Women

Women benefit more from firewood cutting followed by medicinal herbs and crafts. This is because women harvest firewood and herbs for subsistence use to fulfill their gender roles and responsibilities of caring for the family. They use the crafts both for subsistence and income generation.

#### PWDs

People with disabilities are mostly involved in crafts, as well as firewood cutting and selling – activities that don't require a lot of physical strength.

#### Youth

Youth are mostly involved in charcoal burning followed by firewood cutting and timber business, respectively. Charcoal burning and firewood cutting are quick income-earning activities that interest the youth. They mostly work as porters in the timber business.

#### Elderly

The elderly are mostly involved in collecting herbal medicine from the forests, as well as crafts and firewood cutting, in that order. In the first two activities they use their indigenous knowledge and acquired experience.



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The Government of Uganda has put in place a number of policies, legal and institutional frameworks that support equality between men and women.

However, they are in most cases not backed up by relevant legal provisions for ensuring compliance among the different sector ministries and institutions. Consequently, the forest sector is still male dominated due to disparities in land and tree tenure which favour men against women.

This study, therefore, seeks to inform policy makers of the gender gaps that impede participation of women in forest/natural resource management for redress; and contribute to enhancing women's involvement in decision making and benefit sharing for improved livelihoods.

This research was carried out as part of the CGIAR Research Programme, 'Forests, Trees and Agroforestry: Livelihoods, Landscapes and Governance'. The Programme aims to enhance management and use of forests, agroforestry and tree genetic resources across the landscape from forests to farms. The Center for International Forestry Research leads the collaborative programme in partnership with Bioversity International, the International Center for Tropical Agriculture and the World Agroforestry Centre.

 Austrian  
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Association of Uganda Professional Women  
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