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GENDER - RESPONSIVE ACCELERATORS FOR FOREST TENURE REFORM

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

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

Apsara Chapagain

ex-Chairperson, FECOFUN (2012)

GENDER AND THE GLOBAL FOREST TENURE SCENARIO

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

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

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

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

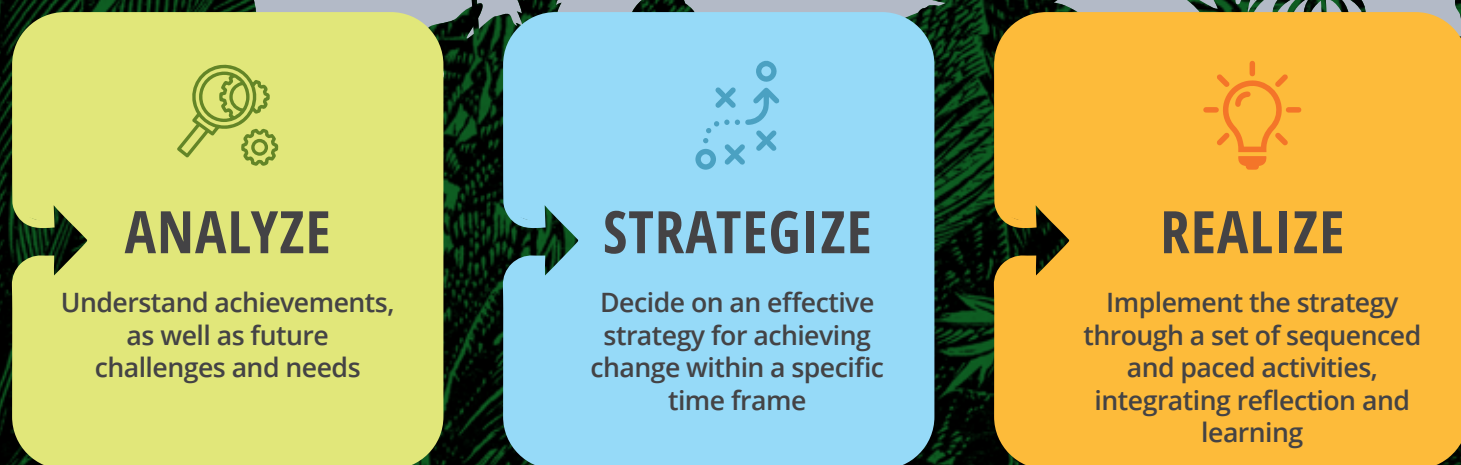


Figure 1. Accelerating gender-responsive forest tenure reform involves three key steps.

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

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

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

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

ACCESS

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

WITHDRAWAL OR USE

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

MANAGEMENT

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

RIGHTS

EXCLUSION

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

Figure 2. The bundle of tenure rights and responsibilities.

ALIENATION

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

DURATION

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

EXTINGUISHABILITY

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

FUTURE INTEREST

Right to inherit the rights at some point in time.

REGULATORY RESPONSIBILITIES

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

RESPONSIBILITY & SUPPORT

SUPPORT SYSTEMS

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

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

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

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

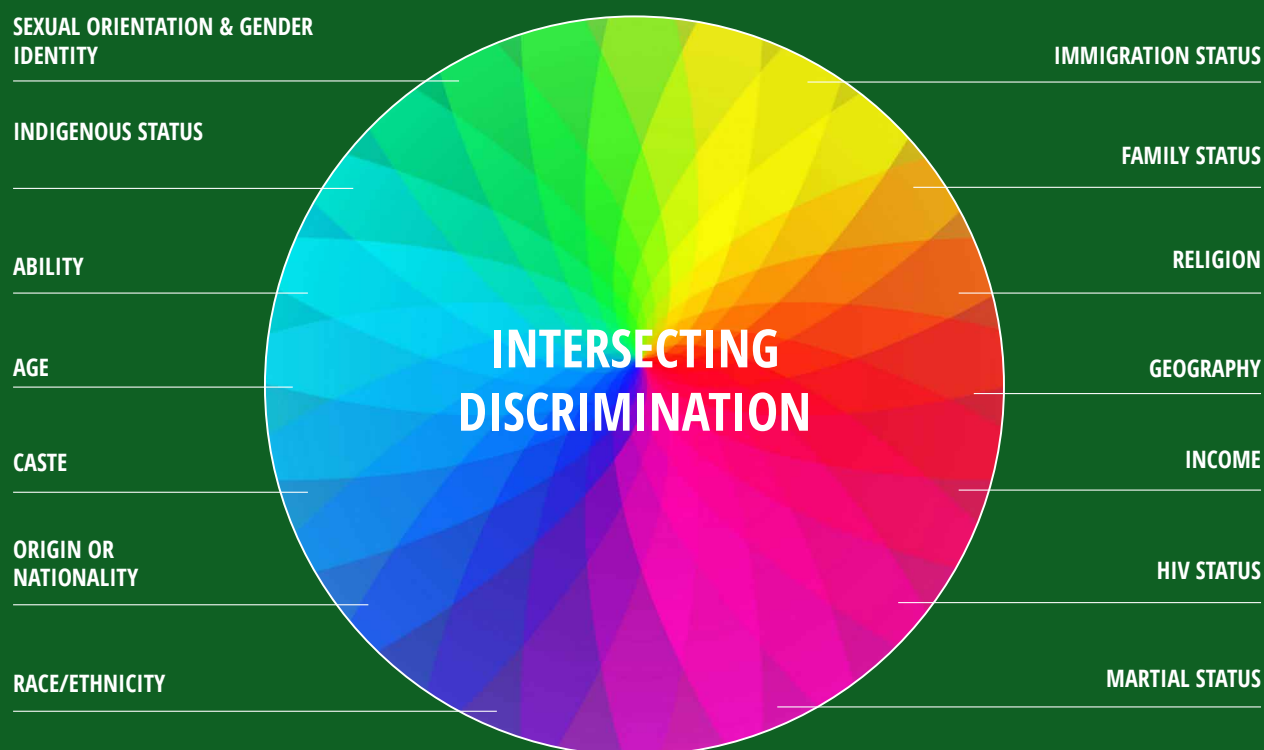


Figure 3. Intersectional character of gendered structural discrimination patterns.

Source: UN Women (2018b).

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

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

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

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

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

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

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

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

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



Figure 4. SDG 5 targets on gender equality.
Source: UN (2017).

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

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

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

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

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

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

5.A

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

5.B

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

5.C

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

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

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

SECTION 1.1

FURTHER READING

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MASSIVE POTENTIAL

Gender justice through the Forest Rights Act in India

QUESTION FOR REFLECTION

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

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

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

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

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

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



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

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

NATIONAL LEVEL

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

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

DISTRICT AND STATE LEVEL

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

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

LESSONS

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



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

Dr. Anne Larson

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

BUILDING GENDER-RESPONSIVE ACCELERATORS FOR EFFECTIVE TENURE CHANGE

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

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

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

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

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



POLICY, LAW & GOVERNMENT ADMINISTRATION

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



FORESTRY PROGRAMS & PROJECTS

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



SUPPORTIVE WOMEN'S & FORESTRY ORGANIZATIONS

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

Figure 5. Gender gaps in forest tenure institutions.



RESEARCH ORGANIZATIONS

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



LOCAL FOREST TENURE & GOVERNANCE

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



ANALYZE

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



STRATEGIZE

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



REALIZE

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



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

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

SECTION 1.2

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

QUESTION FOR REFLECTION

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

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

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

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

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

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

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

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

LESSONS

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



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

Dr. Esther Mwangi

CIFOR Principal Scientist (Mollins 2013)

CREATING CHANGE

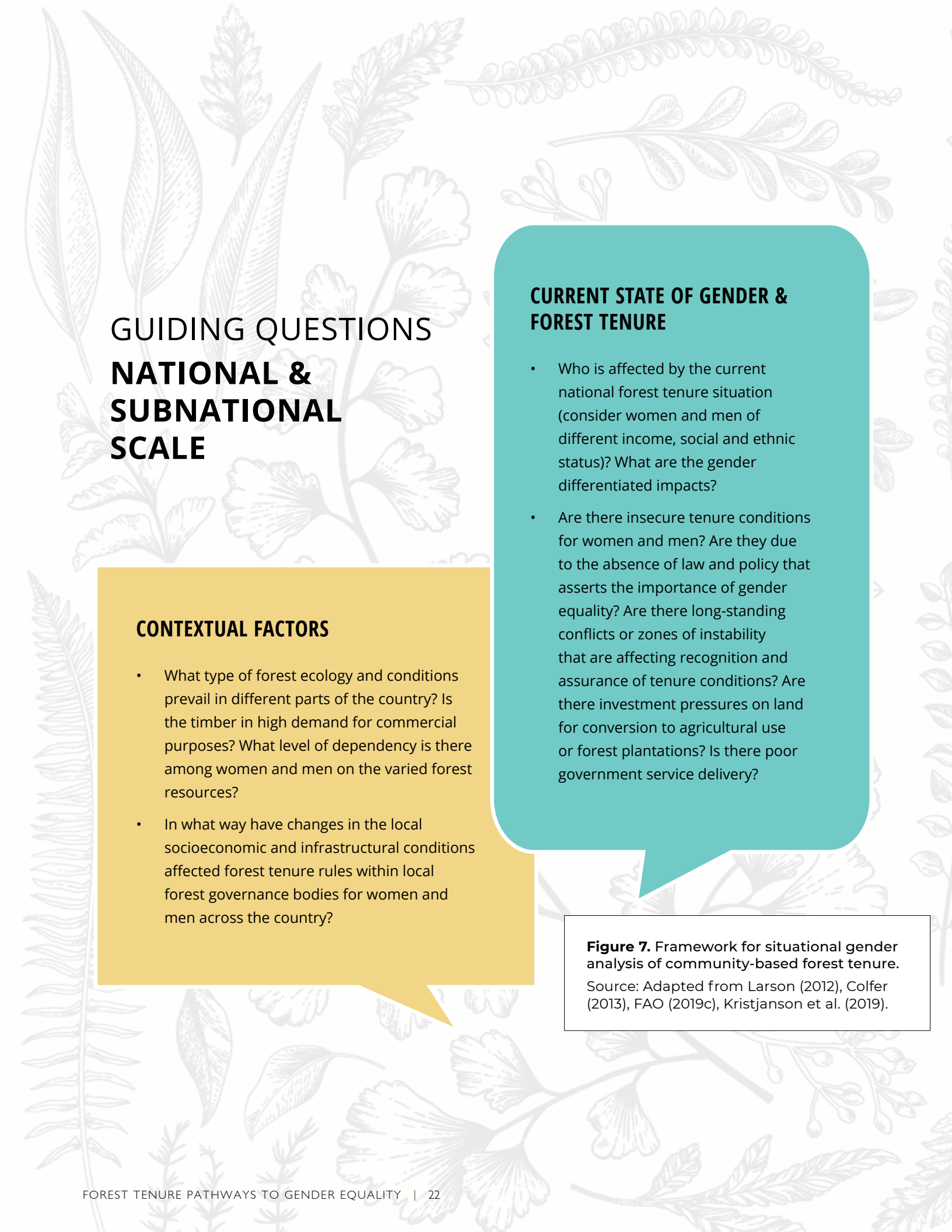
STEP 1: ANALYZE

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

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

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

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



GUIDING QUESTIONS NATIONAL & SUBNATIONAL SCALE

CONTEXTUAL FACTORS

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

CURRENT STATE OF GENDER & FOREST TENURE

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

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

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

FOREST TENURE REFORM PROCESS

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

GOVERNMENT ADMINISTRATION

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

LOCAL SCALE

FOREST GOVERNANCE

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

HOUSEHOLD DYNAMICS

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

COMMUNITY DYNAMICS

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

GENDERED IMPACTS

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

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

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

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

No single approach

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

Know your context

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

Use quantitative and qualitative methods

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



Seek multiple perspectives

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

Allow sufficient time and budget for iterative research phases

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

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

Source: Manfre and Rubin (2012).

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

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

SECTION 1.3

FURTHER READING

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

QUESTION FOR REFLECTION

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

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

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

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

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

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

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

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

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

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

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

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

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

LESSONS

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

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

Dr. Kiran Asher

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



CREATING CHANGE

STEP 2: STRATEGIZE

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

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

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

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

SECTION 1.4

FURTHER READING

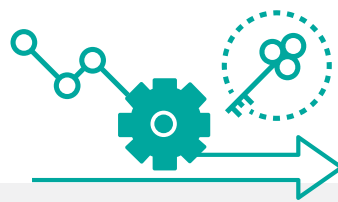
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GLOBAL & NATIONAL DEVELOPMENT AGENDAS

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



STRATEGY FOR CHANGE

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

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

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



NATIONAL POLICY & LAW

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

RESPONSIBLE GOVERNANCE OF COMMUNITY-BASED FOREST TENURE

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

1

KEY ACTION ARENA

**Legal
frameworks
for tenure
rights**

DIMENSIONS

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

2

KEY ACTION ARENA

**Implementation of
legal recognition**

DIMENSIONS

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

3

KEY ACTION ARENA

**Appropriate
regulations for
land and resource
management**

DIMENSIONS

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

4

KEY ACTION ARENA

**Effective support
from responsible
government agencies**

DIMENSIONS

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

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

Source: Adapted from World Bank (2019a).

5

KEY ACTION ARENA

Empowered and inclusive tenure governance

DIMENSIONS

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

6

KEY ACTION ARENA

Systems for recording tenure rights

DIMENSIONS

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

7

KEY ACTION ARENA

Enforcement of tenure rights

DIMENSIONS

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

8

KEY ACTION ARENA

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

DIMENSIONS

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

9

KEY ACTION ARENA

Conflict and dispute resolution

DIMENSIONS

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

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

QUESTION FOR REFLECTION

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

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

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

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

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

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

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

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

LESSONS

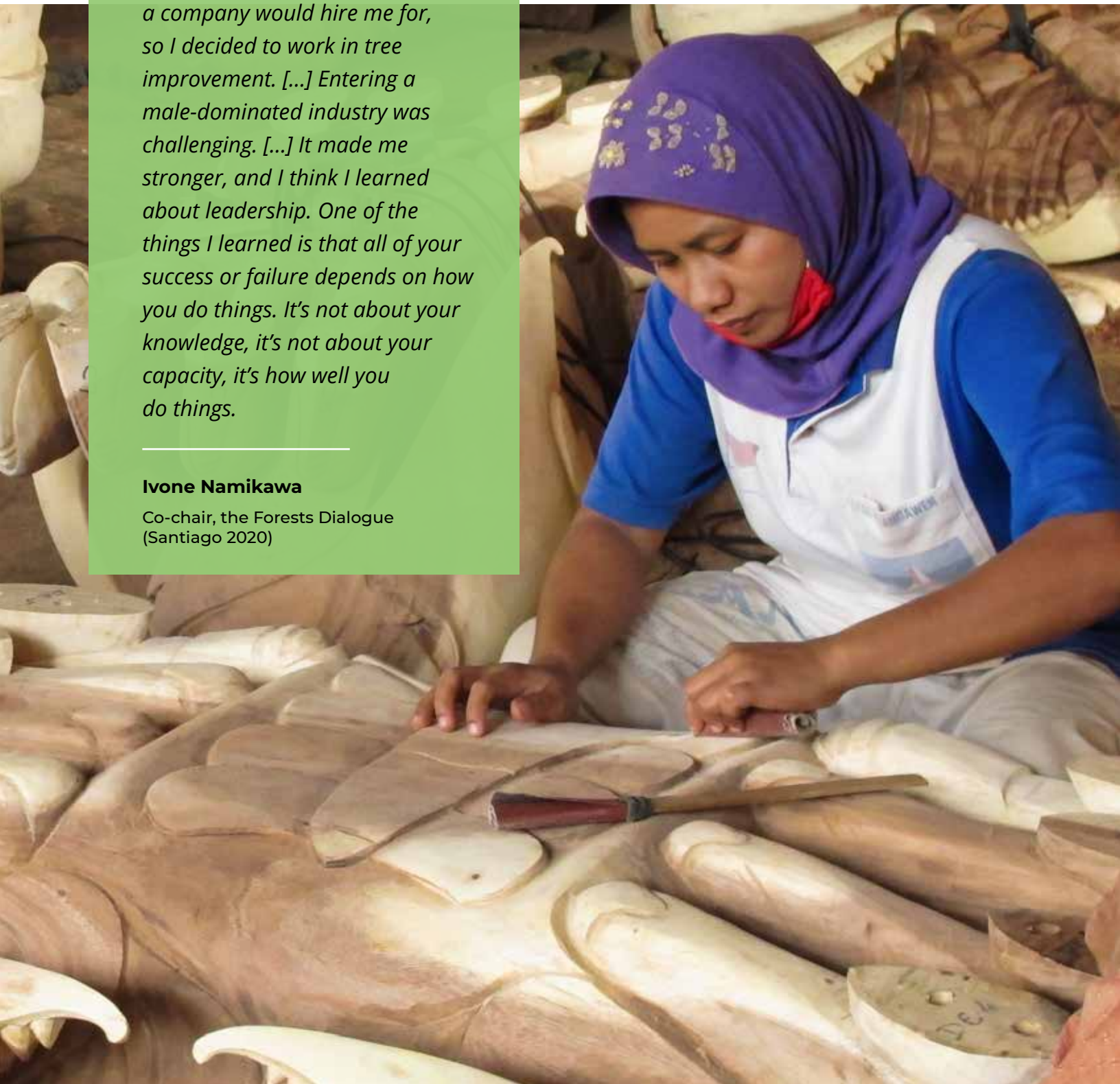
Anticipate the importance of gender-responsive participatory mapping when setting up the groundwork for recognition of customary forest tenure by understanding local gender specificities and building women's leadership in key national and legal organizations.

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

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

Ivone Namikawa

Co-chair, the Forests Dialogue
(Santiago 2020)



CREATING CHANGE

STEP 3: *REALIZE*

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

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

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

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

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

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

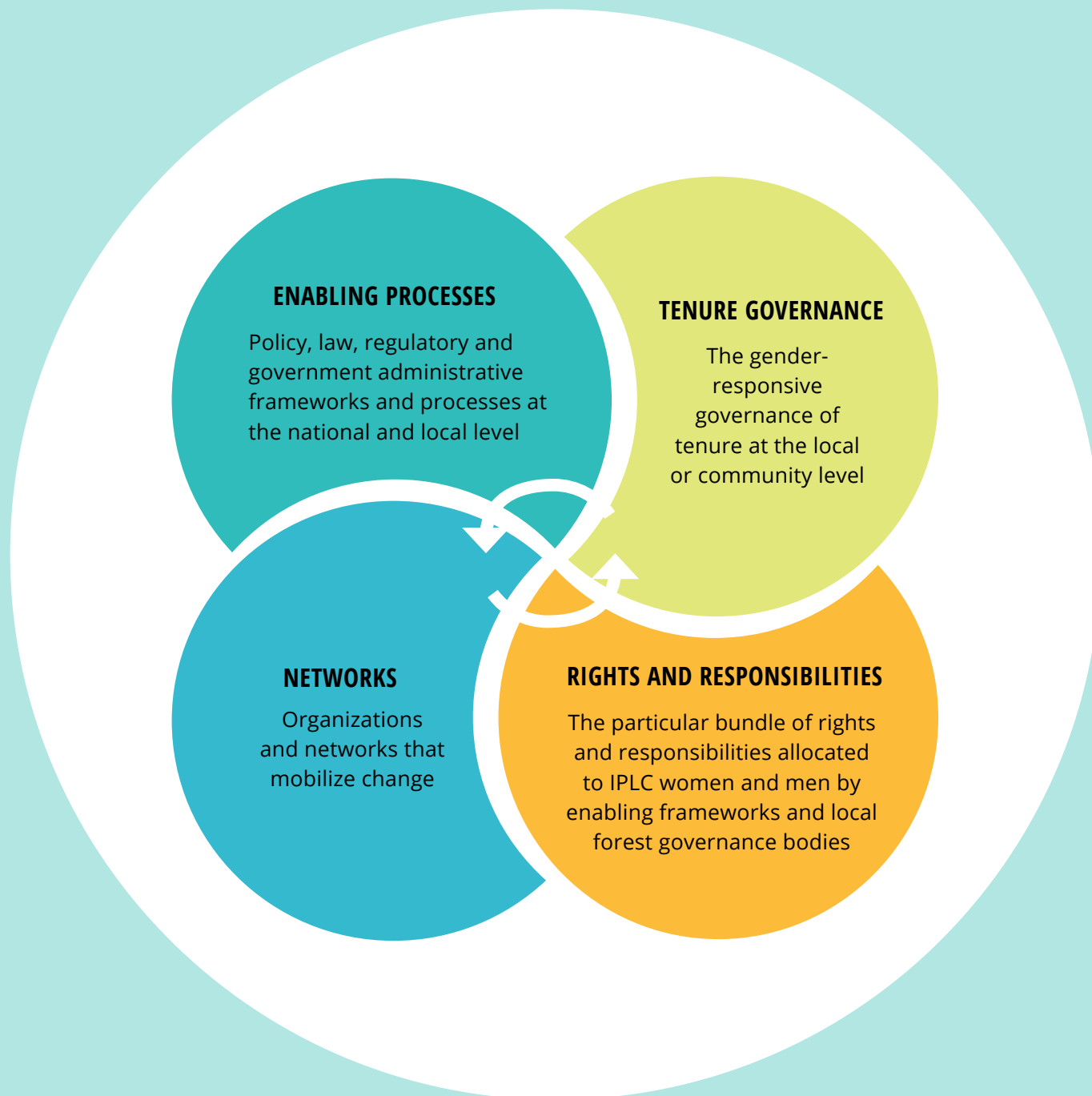


Figure 11. Four action spheres for gender-responsive forest tenure reform.

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

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

SECTION 1.5

FURTHER READING

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

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

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

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

GENDER GAP ADDRESSED

ACTION ARENA IN WHICH GAP IS ADDRESSED

Lack of gender focal point in forest ministry

Forest ministry leadership

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

Forest ministry unit responsible for legal drafting

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

Forest ministry

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

Local tenure governance level

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

Local tenure governance level

Gender-blind local forest management plan

Local tenure governance level



RELEVANT STAKEHOLDERS/ACTORS

ILLUSTRATIVE INTERVENTIONS

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

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

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

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

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

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

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

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

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

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

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

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

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

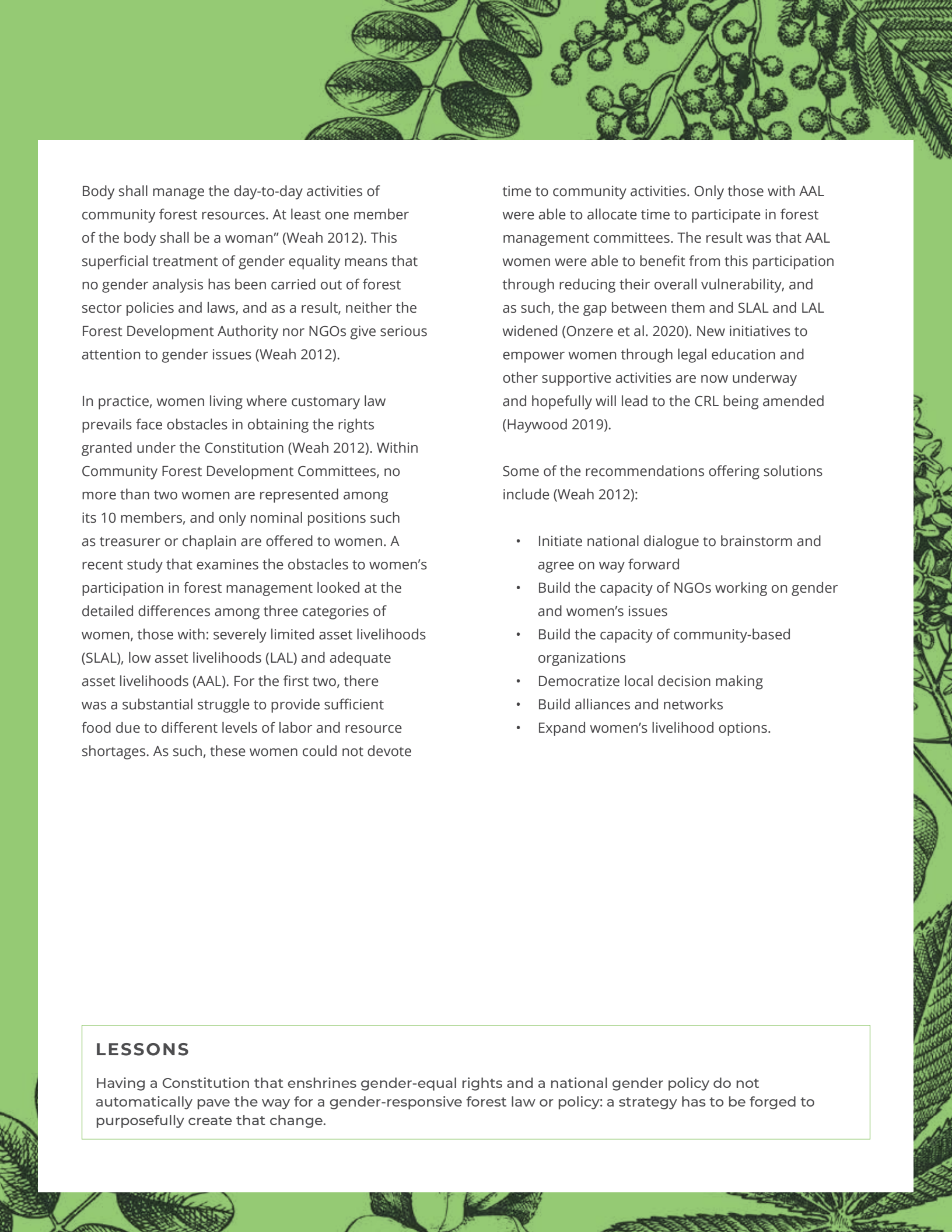
QUESTION FOR REFLECTION

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

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

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

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



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

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

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

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

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

LESSONS

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