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# GETTING REDD+ RIGHT FOR WOMEN

*An analysis of the barriers and opportunities for women's participation in the REDD+ sector in Asia*

September 2011

This publication was produced for review by the United States Agency for International Development. It was prepared by Women Organizing for Change in Agriculture and Natural Resource Management (WOCAN) and the United States Forest Service.



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## Acknowledgements

We are grateful to the many people who contributed to this assessment of gender in REDD+ in Asia. This assessment is the result of an ongoing collaboration between the Office of Gender Equality and Women's Empowerment (GenDev) and the Global Climate Change (GCC) Team at USAID, which provided technical inputs on gender and climate change. Many thanks go to Natalie Elwell and Andre Mershon, who initiated the assessment and served as its primary editors, and to Elizabeth Lebow, Asia-Pacific Program, International Programs, U.S. Forest Service (at the time of this assessment), who provided logistical support for country travel and schedules, editing assistance, the reports for India and Bangladesh and her insights and companionship in Indonesia and Bangkok.

We would also like to acknowledge the many individuals who generously gave their valuable time to be interviewed for this study, providing valuable insight based on their work. A full list of the individuals and respondents interviewed for the assessment appears in Annex VI. We also are grateful to all the USAID partners, other donor staff and project beneficiaries for sharing their experiences and suggestions. In addition, some organizations kindly assisted us by facilitating access to their program beneficiaries for focus group discussions.

Thanks are due to The Forest Dialogue for making possible the opportunity to obtain information on Cambodia, during the REDD+ Field Dialogue in Siem Reap and in the Oddar-Meanchey project sites of Cambodia. Special thanks are owed to Amanda Bradley, the Community Forest Program Director of Pact, whose insights about the Project and Cambodian women were particularly useful.

Many thanks go to the people who joined us in Dalat, Vietnam and Banda Aceh, Indonesia. Their contributions and insights were invaluable for grounding this assessment in local realities, and their assistance as interpreters/translators, drivers and logistics assistants was greatly appreciated. We are also grateful for the assistance with local transportation and other travel logistics provided by Winrock in Vietnam, and offer thanks to Pham Thanh Nam, Field Coordinator, Asia Regional Biodiversity Conservation Program (ARBCP) in Dalat, and to our Banda Aceh driver.

We want to make a special acknowledgement to USAID/RDMA Project Development Specialist, Barry Flaming, for his support of this assessment and the integration of gender into the Lowering Emissions in Asia's Forests (LEAF) program. This effort will certainly do much to enhance the results of the LEAF program, as well as contribute to the body of knowledge available on the subject for other bilateral and multi-lateral REDD+ programs in the region.

## Acronyms and Abbreviations

ADS	Automated Directives System of USAID
ANSAB	Network of Sustainable Agriculture and Bioresources
ARBCP	Asia Regional Biodiversity Conservation Program
BAPPENAS	National Planning Agency (Indonesia)
C/S Fund	Commune/Sangkat Fund
CBD	United Nations Convention on Biological Diversity
CC	Carbon Conservation
CCBA	Climate Community and Biodiversity Alliance
CDA	Children’s Development Association (Cambodia)
CDCF	Cambodia Development Cooperation Forum
CDM	Clean Development Mechanism of the Kyoto Protocol
CDPs	Commune Development Plans
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CF	Community Forestry
CFUG	Community Forestry User Group
CIFs	Commune Investment Funds
CIFOR	Center for International Forestry Research
CLC	Community Livelihoods Clubs
COP	Conference of the Parties
CPA	Community Protected Area
CPC	Commune People’s Committee
CSO	Civil Society Organization
Dalit	self-designation for a group of people traditionally regarded as of untouchable caste
DARD	Department of Agriculture and Rural Development
DDC	District Development Committee, Nepal
Dephut	Departemen Kehutanan (Forestry Department)
DFID/LFP	UK Department for International Development/Livelihoods Forestry Partnership
DKN	Dewan Kehutanan Nasional (National Forestry Board)
EIA	Environmental Impact Assessment
EMSF	Environment Management Special Fund
ESIA	Environmental and Social Impact Assessments
ESP USAID	Environmental Services Program USAID
FA	Forestry Administration
FAO	Food and Agriculture Organization of the United Nations
FCPF	Forest Carbon Partnership Facility
FECOFUN	Federation of Community Forestry Users, Nepal
FFI	Flora and Fauna International
FIP	Forest Investment Program
FLEG	Forestry, Law Enforcement and Governance
FMB	Forest Management Board
FORSAKA	Forum Sayeung Kalok (Community forum to protect Sayeung Kalok watershed area)
FPD	Forest Protection Fund
FPIC	Free, Prior and Informed Consent

GAM	Gerakan Aceh Merdeka (Free Aceh Movement)
GDP	Gross Domestic Product
GESI	Gender equality and social inclusion
GGCA	Global Gender and Climate Alliance
GHG	Greenhouse Gas
GIS	Geographical Information System
GoI	Government of Indonesia
GoN	Government of Nepal
GPS	Global Positioning System
HIMAWANTI	Himalayan Grassroots Women's Natural Resource Management Association
HKm	Hutan Kemasyarakatan (community forestry)
HTR	Hutan Tanaman Rakyat (community based plantation forest)
ICIMOD	International Centre for Integrated Mountain Development
ICRAF	The World Agroforestry Center
IFCA	Indonesian Forest Climate Alliance
ILO	International Labor Organization
ILO 169	International Labour Union Indigenous and Tribal Peoples Convention C169
IUCN	International Union for Conservation of Nature
JFMC	Joint Forest Management Committees
KWT	Kelompok Wanita Tani (Women Farmers Group)
KTH	Kelompok Tani Hutan (Forest Farmers Groups)
LUC	Land Use Certificates
MAFF	Ministry of Agriculture, Forestry and Fisheries (Cambodia)
MARD	Ministry of Agriculture and Rural Development (Vietnam)
MEF	Ministry of Economy and Finance (Cambodia)
MoF	Ministry of Forestry
MoE	Ministry of Environment
MoI	Ministry of Interior
MLMUPC	Ministry of Land Management, Urban Planning and Construction (Cambodia)
MONRE	Ministry of Natural Resources and Environment
MRD	Ministry of Rural Development
MRV	Monitoring, Reporting, and Verification System for REDD+
Mukim	term for sub-district (Indonesia)
NAPA	National Adaptation Program of Action
NCCC	National Climate Change Committee (Cambodia)
NCDD	National Committee for Democratic Development at Sub-national Levels (Cambodia)
NCFAW	National Committee for the Advancement of Women
NEFIN	Nepal Federation of Indigenous Nationalities
NFP	National Forestry Program
NGO	Non-governmental Organization
NPASMP	National Protected Area Strategic Management Plan
NPC	National Planning Commission
NRM	Natural Resource Management
NSDP	National Strategic Development Plan
NTFP	Non-timber forest product

PA	Protected Area
PDAM	Perusahaan Daerah Air Minum (District Water Company)
PDD	Project Development Document
Permenhut	Peraturan Menteri Kehutanan (Ministry of Forestry Regulation)
PES	Payment for Environmental Services
PMU	Project Management Unit
PKK	Pendidikan Kesejahteraan Keluarga (Family Welfare Movement)
RECOFTC	Regional Community Forestry Training Center – Center for People and Forests
REDD	Reduced Emissions from Deforestation and Forest Degradation
REDD+	REDD, and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks
REDD cell	REDD Forestry and Climate Change Cell
REL/RL	Reference Emission Level / Reference Level (also called the REDD+ Baseline or Reference Scenario)
RGC	Royal Government of Cambodia
R-PIN	REDD Readiness Project Identification Note
R-PP	REDD Readiness Preparation Proposal
RUPES	Rewarding Upland Poor for Environmental Services Programme
RS	Remote Sensing
SA	Strategic Assessment
SAGUN	Strengthened Actions for Governance in Utilization of Natural Resources
SESA	Strategic Environmental and Social Assessment
SFM	Sustainable Forest Management
SIA	Social Impact Assessment
SLCs	Social Land Concessions
SNV	The Netherlands Development Organization
SPA	Seven Party Alliance
SRD	Center for Sustainable Rural Development
TOT	Training of Trainers
TWG	Technical Working Groups
TWGF&E	Technical Working Group on Forestry and Environment
UK4P	Indonesian President’s Delivery Unit
UNDP	United Nations Development Program
UNDRIP	United Nations’ Declaration on the Rights of Indigenous People
UNEP	United Nations Environment Program
UNFCCC	United Nations Framework Convention on Climate Change
UN-REDD	United Nation’s REDD Program
VWU	Vietnam’s Women’s Union
WCMC	UNEP World Conservation Monitoring Centre
WCS	Wildlife Conservation Society
WOCAN	Women Organizing for Change in Agriculture & Natural Resource Management
WWF	World Wildlife Fund for Nature

## Executive Summary

### *International REDD+ Context*

Deforestation and forest degradation, through agricultural expansion, conversion to pastureland, infrastructure development, unsustainable logging practices, fires, etc., accounts for nearly 20% of global greenhouse gas (GHG) emissions, more than the entire global transportation sector and second only to the energy sector. There is now widespread consensus that the global average temperature increase must be stabilized at or below two degrees Celsius to keep the impacts of climate change within limits that human and natural systems will reasonably be able to tolerate. Achieving this objective is practically impossible without reducing emissions from the forest sector as part of a suite of mitigation actions.

**International Action on REDD+**  
REDD+ started as a global initiative at the UN climate change negotiations in Bali in 2007. Much of the initial debate has focused on the nature of a global REDD+ architecture and how REDD+ can be part of a comprehensive global climate change agreement. But the debates and the focus of actions have increasingly moved to national and local levels. More than 40 countries are developing national REDD+ strategies and policies and hundreds of REDD+ projects have been initiated across the tropics to reduce carbon emissions.

Reducing Emissions from Deforestation and Forest Degradation (REDD) is an effort to create a financial value for the carbon stored in forests, offering incentives for developing countries to reduce emissions from forested lands and invest in low-carbon paths to sustainable development. REDD+ includes the role of conservation, sustainable management of forests, and enhancement of forest carbon stocks.

It is predicted that financial flows from developed to developing countries in the tropics for GHG emissions reductions from REDD+ could reach up to US\$30 billion a year. Such a significant North-South flow of funds could reward meaningful reductions in carbon emissions and could also support new, pro-poor development, help conserve biodiversity, and secure vital ecosystem services. REDD+ has the potential to provide inflows of billions of dollars through donor and market financing mechanisms to governments and communities within developing countries who can demonstrate reductions in GHG emissions from deforestation and degradation as well as increased carbon sequestration in forests.

**The REDD+ Challenge for Asia**  
Since the Asia region possess some of the world's major forest and carbon sinks and is also a significant contributor of GHG emissions from deforestation and forest degradation, REDD+ presents a significant opportunities for countries in Asia. If properly designed and implemented, REDD+ will be able to not only contribute to significant reductions in the region's GHG emissions, but also deliver important co-benefits such as biodiversity conservation, poverty reduction, opportunities for sustainable livelihoods in poor and marginalized communities, and improved governance and tenure rights. However, Asia also faces many challenges in designing and implementing REDD+ systems that will achieve these positive benefit and avoid negative outcomes.

A core principle underlying REDD+ is performance-based payments; that is, paying countries and/or forest owners and users who can demonstrate reduced emissions and/or increased carbon stocks. REDD+ is a form of Payment for Environmental or Ecosystem Services (PES) that can provide strong economic incentives directly to forest owners and users to better manage forests and reduce or avoid deforestation. PES provides payments for environmental services that are usually undervalued by the market. The goal of paying for environmental services through REDD+ is to ensure forest carbon rights holders are given a



sufficient economic incentive to maintain or increase the amount of carbon sequestered in a forest, as opposed to seeking revenues from other forest uses such as unsustainable logging or conversion to agricultural land that would increase carbon emissions. In practice, it is difficult to set an effective rate for REDD+ payments because both the amount of money available to compensate the forest carbon rights holder may change (especially if the price is determined by an international carbon market with fluctuating prices), and also the opportunity costs of alternative land uses may change. For example, the price for a commodity such as soy or palm oil (crops that often drive tropical deforestation) may increase, making converting forested land to cultivate these crops more financially attractive than a REDD+ payment.

There are numerous challenges to building an effective, efficient and equitable REDD+ scheme. These include clarifying and securing land tenure and carbon rights in countries where the necessary legal and institutional frameworks are weak or nonexistent; developing transparent institutional and governance structures to manage and monitor forest use information and payments; assuring that all relevant stakeholders are aware of and benefitting from REDD+ programs; and putting in place safeguard mechanisms to avoid negative consequences, such as land grabbing. With the right interventions, approaches, and institutional structures, it should be possible for poor, forest-dependent community members to obtain multiple benefits from REDD+, but building the necessary frameworks and institutions will require collaboration between multiple stakeholders from the international down to the local level. This assessment looks at these opportunities and barriers for the Asia region with a focus on gender and, more specifically, on how women can be more involved in the design and implementation of REDD+.

### ***Purpose and Scope of the Assessment***

The initial purpose of this assessment was to identify good practices, lessons learned and key entry points for increasing women's participation in and benefit from REDD+ activities, as well as opportunities to advance gender equality through this sector. This study aimed to provide recommendations on how future REDD+ initiatives in Asia, including USAID/RDMA's (Regional Development Mission for Asia) new Sustainable Landscapes program, can successfully integrate gender into REDD+ projects to ensure the effectiveness and sustainability of USAID's REDD+ work and that USAID assistance makes the optimal contribution to gender equality. This assessment was conducted prior to the award of the USAID/RDMA's Sustainable Landscapes project with the goal of informing its design. The findings of the assessment are being integrated into RDMA's Lowering Emissions from Asia's Forests (LEAF) project, launched in early 2011.

This assessment finds that women have not been systematically identified as stakeholders in REDD+ initiatives and, consequently, have not been involved in related discussions and activities. Additionally, gender issues have not been specifically identified by key actors as having any relevance to the sector. Therefore the focus of this assessment shifted to identifying the constraints to and opportunities for women's participation in REDD+ initiatives, particularly as country REDD+ readiness plans are being developed, as well as revealing the potential impacts of gender relations on REDD+ initiatives and vice versa.

Given the large number of current REDD+ programs in Asia, this assessment was not able to review them all. Rather, it focused on programs that meet one or more of the following criteria:

1) they are far along in development; 2) they take social issues into consideration; or 3) they are likely to serve as examples or models for future REDD+ programs. This assessment reviews both community-based approaches and commercial forestry approaches in four Asian countries—Cambodia, Indonesia, Vietnam and Nepal—and reviews the issues in these countries as well as in the Mekong, insular Southeast Asia, and South Asia sub-regions.

### ***Gender Issues in the REDD+ Context***

Achieving sustainable REDD+ projects requires generating and sustaining emissions reductions, developing the capacity to monitor, report on, and verify emissions reductions (a concept referred to by the acronym MRV), and putting in place a benefit distribution system that meets the requirements of all stakeholders from the local to the international level. Central to achieving such results is the engagement of all legitimate stakeholders who depend on forest resources and will be affected by REDD+ projects.

Designing REDD+ to account for the impacts of gender relations, as well as to advance women's empowerment and gender equality is indeed possible, and of the utmost importance to assure the success and effectiveness of REDD+ activities. Failure to include women, especially poor women and female-headed households, as a decision-making stakeholder group with significant responsibilities and roles in forest resource management constitutes a real risk to the sustainability of REDD+ activities.

Men's and women's knowledge of and management strategies for forests may be distinct and are directly related to their use and dependence on forest resources in all countries of the region covered in this assessment. Though comprehensive data about differences in men's and women's use of forests is lacking, sufficient information is available to show that rural women play critical roles in the forestry sector. Poor rural households, in particular, are known to have high levels of forest dependence, including dependence on extraction, consumption, and sale of fuel wood and other Non-Timber Forest Products (NTFPs), which may provide a crucial livelihood safety net. Because women and girls are most often tasked to meet a family's NTFP needs they contribute to extraction of resources from the forest for food, fuel wood, fodder and other NTFPs used to meet daily needs and generate income. However, because of this dependence, they are also skilled at cultivating and preserving those resources.

Although an understanding of women's roles in forest management is critical to ensuring good forest governance, women's heavy burden of domestic and income generating responsibilities, as well as socio-cultural factors that limit their mobility and participation in community activities, have kept them politically and culturally marginalized from decision making structures that affect their access to the very forests upon which they depend. Women may participate in, and even benefit from forestry-related projects, but they are often minimally involved in the planning and decision making processes. Compared to men, women have less involvement in and influence over decision-making processes that define their access to forest rights and resources, and rights to assets, including land and other property. Even where women do have equal rights on paper they often do not know their rights or these rights are not respected by formal and/or informal power structures.

Without a voice in decision making processes, women's needs are not likely to be recognized, and alternatives that could help them meet their needs in the event of restricted access to forest products – a common practice in conservation programs – are not supported. A program that compensates men for loss of livelihood due to forest access restrictions, but does not do the same for women, not only widens the gap between men's and women's economic opportunities, it increases women's vulnerability and places a heavier burden on men to offset women's reduced contribution to the household's livelihood. This increased burden can lead to negative impacts on both forest conservation and also community and family structures, as people may be forced to illegally tap forest resources or migrate for work. Furthermore, if men, but not women, have been trained and empowered to protect the forest, but are forced to migrate away from the community for work, the program and forest conservation efforts risk failure.

Studies in Nepal indicate that excluding women from forest management can result in negative consequences not only for gender equality and women's livelihoods, but also for efficient functioning and long term sustainability of these initiatives.<sup>1</sup> If REDD+ programs ignore which groups have access to forest resources—often a small and elite segment in many communities—this is likely to negatively impact the ability of the entire community to protect forest resources. For example, if women cannot access forests for fuel wood and alternative sources of energy are not provided, women's responsibilities may force them to illegally harvest fuel wood or other forest products to provide for their families.

In order for women to have time to participate in the design and implementation of REDD+ programs, and to take on new roles as stakeholders and managers, REDD+ programs must also be designed in a gender-sensitive manner that helps reduce the burden on women and girls in meeting their family's daily needs for food, fuel wood, fodder, and income generation.

Addressing gender inequalities is not cost neutral. Budgeting for activities to overcome social inequalities is an investment in program effectiveness and sustainability. Without adequate social inclusion some of the potential gains in carbon sequestration from REDD+ may be reversed.

### ***Building Institutional Capacity for Gender-Equitable REDD+ Programs***

Despite the evidence of women's extensive engagement in forest management, few institutions have sufficiently incorporated attention to gender issues into their activities and plans. The neglect of gender issues and women's roles as stakeholders within REDD+ policies, plans, and projects calls into question the extent to which donors and governments endorse gender equality as key to

#### **Assessment raises awareness and spurs action**

Consultations with REDD+ leaders in the region for this assessment elicited commitments to better consider gender in REDD+ planning. After meeting with the assessment team:

- A representative from Indonesia's Ministry of Forests wants to add women's inclusion in governance bodies and activities for women's empowerment as criteria in the selection of demonstration pilot projects.
- The Coordinator of UN-REDD in Indonesia stated that she thought of how gender could be stronger in the UN-REDD program, including accepting proposals for building women's groups for REDD+ and that she would like to see targets for women's capacity building, access, participation, and benefit sharing.
- Her counterpart in UN-REDD Vietnam also stated her strong interest in devising a strategy on how to help women benefit more from REDD+.

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<sup>1</sup> Upadhyaya 2005, Agarwal 2002

reaching goals for poverty alleviation and human development. As stated in a mid-term review report of the Millennium Development Goals (MDGs), progress on all of the MDGs is dependent on progress on gender equality and women's rights.<sup>2</sup> Evidence suggests that inequitable access to land, agricultural inputs, and credit is impeding progress towards the achievement of MDG 1, ending poverty and hunger.<sup>3</sup>

Institutions responsible for REDD+ programs and projects reproduce gender norms, values and attitudes of the larger society. This explains why gender inequality is, to such a large degree, marginalized or not considered by the actors implementing REDD+ in the Mekong, Insular Southeast Asia and South Asia sub-regions, be these governments, NGOs or civil society groups.

It should be noted that the exposure of this gap in attention to gender issues has sparked a wave of interest among REDD+ actors in the region. The very process of discussing this topic with people in the countries covered in this study generated an overwhelmingly positive response from those interviewed, several of whom spoke of their interest in championing gender equality and women's empowerment in their projects and institutions. Additionally, a number of institutions are now taking actions to bring gender equality to the REDD+ sector. These positive demonstrations of commitment are a crucial initial step toward the social and institutional changes necessary for gender equality in the forest management sector.

### **Summary of Key Findings and Analysis**

This assessment includes several key findings and in-depth analyses presented in more detail in Annexes I, II and III. Here is a brief summary of the key findings and analyses:

#### ***Stakeholder engagement and strategy development***

*The status of women and the level of gender inequality at national and local levels affect the degree to which REDD+ programs include or exclude women in their decision-making, consultations, design, and benefit sharing mechanisms.* The REDD+ programs currently being implemented reinforce gender inequality by failing to ensure that women are equal partners in decision-making, consultations, design, and benefit-sharing mechanisms

#### ***Institutional strengthening***

*Institutions implementing and/or supporting REDD+ projects in the region are doing little to address gender issues.* The assessment findings show that countries and organizations in the Asia region are not currently effectively addressing gender issues within their REDD+ policies, plans, and projects. Women are underrepresented in forestry institutions in the region in general and gender issues are often overlooked. However, international and regional institutions are beginning to take note of the importance of gender issues in the sector and attitudes are starting to change.

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<sup>2</sup> UN Development Group Task Force on the MDGs, 2010. Thematic Paper on MDG #3, Promote Gender Equality and Promote Women.

<sup>3</sup> FAO, State of Food and Agriculture 2010-2011, Women in Agriculture – Closing the gender gap for development.

### **Women are underrepresented in forest governance institutions across Asia**

One of the most apparent forms of institutionalized gender disparity in forestry institutions is demonstrated by the low numbers of women professionals within implementing partner agencies and REDD+ governing bodies. A study of Nepal's Ministry of Forests and Soil Conservation found only five women professionals from a total of 246 officers within the bureaucracy. At lower bureaucratic levels, there were only 27 women out of a total of 1,189 forest rangers and there were no women professionals at the decision making levels.<sup>1</sup> Similarly, in Indonesia's Forestry Department, women comprise only 22% of the technical and administrative staff. In Cambodia, women comprise just 10% of the Forest Administrative staff and only 0.5% of women hold management positions.<sup>1</sup> Women are still a small minority at all levels of government in Cambodia, particularly in technical line ministries, as agricultural extension agents, and members of land registration teams.

### ***Land tenure and governance***

*REDD+ has the potential to positively affect women's roles and status in relation to land ownership and management.* Forest land and carbon rights in many of the study areas are not currently clearly defined, nor is forest land demarcated for the majority of both male and female forest users, even though secure titles and access rights are essential to the success of REDD+. Women's rights to land and forest resources have not been part of REDD+ discussions and women risk exclusion from REDD+ and other carbon payment opportunities by virtue of their weak rights, lack of knowledge, and failure of institutions to recognize and enforce the rights women do have. Integrating gender sensitivity and advocacy for women's rights to forest products and carbon into REDD+ strategies and activities has the potential to positively impact women's lives. Conversely, ignoring gender issues and women's access is likely to negatively impact women and, ultimately, endanger the success of REDD+.

### ***Forest/protected area laws and management***

*Women's contributions to forest management need to be incorporated into the design of REDD+ strategies and projects.* Women's responsibility for gathering materials from the forest for family livelihood and well-being has led to their development of unique knowledge about forest products and preservation. Women's groups have proven to be effective structures for community-based forest management. Yet in many countries, because women are marginalized from decision making and leadership within forest management institutions, as well as within their own communities, their participation has been limited, and their valuable existing and potential contributions to forest management and preservation largely go unacknowledged and unsupported.

### ***Gender-related risks and opportunities for REDD+ programming***

*The different roles and status of women and men within the community, political sphere, workplace, and household can affect the achievement of sustainable results in REDD+ projects.* All legitimate stakeholders who depend on forest resources and will be affected by REDD+ projects must be engaged for REDD+ to be sustainable. Women can contribute to long-term success in several ways:

- Women's knowledge of landscapes and ecosystems can help REDD+ projects succeed;
- Women can play an essential role in forest monitoring; and
- Women's groups have proven to be effective structures for community-based forest management and should be engaged as a mechanism for capacity building and benefit sharing for REDD+.

### ***Potential impacts of REDD+ programming on women’s empowerment and gender equality***

*The anticipated results of REDD+ projects could affect men and women differently.* If designed and implemented effectively, REDD+ has the potential to simultaneously serve as a vehicle for sustainability, poverty alleviation, and women’s empowerment. However, to achieve this desirable result, it is important to consider how REDD+ projects might affect men and women differently. Otherwise, women may suffer in several ways as a result of REDD+ projects.

Examples include:

- Women may suffer higher workloads without compensation;
- Women can be displaced from or denied access to forests that they depend on;
- Men may learn more and participate more in public forums while women are left out, widening the knowledge gap;
- Women may be denied or not receive a fair share of benefits.

### **Summary of Recommendations**

This assessment provides recommendations to those planning and implementing REDD+ projects in order for them to have a positive impact on gender equality and women’s empowerment, as well as to improve the effectiveness and sustainability of their programs. These recommendations are discussed in more detail in Section V, but are summarized here.

#### ***Stakeholder engagement and strategy development***

- Ensure that national and regional-level REDD+ strategies comply with national laws and international agreements (such as the UN Convention on the Elimination of All Forms of Discrimination Against Women – CEDAW) that provide for equal rights and opportunities for women and men.
- Advocate for higher levels of women’s membership in governing bodies for community forestry and local and national development/administration, including those that make decisions related to the design of REDD+. Generally, it is considered imperative for women to make up at least 30% of a governing body to ensure effective and sustained participation. However, quotas alone are not the answer, nor are they sufficient to ensure meaningful participation. Any rules on women’s participation in governing bodies must be accompanied by capacity building, a support network, and efforts to foster their acceptance.
- Seek ways to increase women’s engagement by, for example, reducing their workload and biases against their participation, increasing their mobility, and instilling the skills and confidence needed to meaningfully engage. This is especially important at the local scale, where women’s lack of education and/or household obligations can restrict effective engagement.

#### ***Institutional strengthening***

- Build in-house capacity to mainstream gender at organizational and program levels, through training and learning networks at national, regional, and international

#### **Grassroots organizations help women participate in national debates**

The Himalayan Grassroots Women’s Natural Resource Management Association (HIMAWANTI) is a federation of women-led community-forest user groups in 32 districts, representing all regions of Nepal. HIMAWANTI works through its women change agents in areas ranging from human rights to natural resource management. HIMAWANTI aims to build its capacities to provide adequate knowledge, capacity building, and support to its members to channel the concerns of rural women up to the national level.

levels, and use of program monitoring indicators to track organizational gender integration and equality.

***Land tenure and governance***

- Support governments in developing land tenure frameworks that officially recognize women's rights to forest products and carbon from forests.

***Forest/protected area laws and management***

- Draw from other sectors and pilot projects to develop innovative strategies to increase and expand women's knowledge and roles as forest managers.
- Develop systems of benefit distribution that recognize and equitably reward men and women's contributions to REDD+ activities, such as forest protection and carbon monitoring.

***Gender-sensitive REDD+ programming***

- A gender analysis should inform the design of REDD+ projects and strategies to ensure the design is responsive to the different needs and roles of men and women.
- Gender-sensitive monitoring and evaluation tools should be used for REDD+ projects, requiring collection and analysis of sex-disaggregated data and social indicators that measure changes in status and levels of inequality.

## **I. Introduction and Methodology of the Study**

The purpose of this assessment is to identify the constraints to and opportunities for women's participation in REDD+ initiatives, particularly as country REDD+ readiness plans are being developed, as well as to reveal the potential impacts of gender relations on REDD+ initiatives and vice versa. Additionally, this study aimed to provide recommendations on how future REDD+ initiatives in Asia, including USAID/RDMA's new Sustainable Landscapes program, can successfully integrate gender into REDD+ projects so as to ensure the effectiveness and sustainability of USAID's REDD+ initiatives, and that USAID assistance makes the optimal contribution to gender equality. Note that this assessment was conducted prior to the award of the USAID/RDMA Sustainable Landscapes project so as to be used to inform its design. The findings of the assessment are being integrated into RDMA's Lowering Emissions from Asia's Forests (LEAF) project.

Given the large number of current REDD+ programs in Asia, this assessment was not able to review all of them. Rather, it focused on programs that meet one or more of the following criteria: 1) are far along in development; 2) take social issues into consideration; or 3) are likely to serve as examples or models for future REDD+ programs. The assessment reviews both community-based approaches and more commercial forestry approaches.

Through both desk reviews and in-country consultations in four countries—Cambodia, Vietnam, Indonesia and Nepal—the assessment answers how current REDD+ programs in Asia have incorporated gender issues in their activities; identifies the major gender-related considerations in forestry in the sub-regions of the Mekong, insular Southeast Asia and South Asia; describes women's roles in governance structures for land ownership and management; and provides suggestions on how REDD+ programs can better encourage/increase women's participation in and benefits from REDD+ projects.

Additionally, this assessment analyzes the potential impacts of the different roles and status of women and men within the community, political sphere, workplace, and household on the achievement of sustainable results for REDD+ projects, and how the expected results of REDD+ projects could potentially impact men and women differently.

A team of four persons, comprised of a lead consultant and two Asia-based consultants with specific expertise in forestry and gender as well as one United States Forestry Service (USFS) staff member, undertook this assessment in November 2010 through desk studies and in-country consultations in Vietnam, Indonesia and Bangkok, Thailand. Additionally, the lead consultant was able to include information on Cambodia due to her participation in The Forest Dialogue's Field Dialogue on REDD Readiness in Cambodia, held in Siem Reap from Nov 1-4, 2010.

Going beyond the terms of the SOW, the team included data for Nepal, India, Bangladesh and Papua New Guinea. Due to the familiarity of the Nepal-based consultant with that country's REDD+ programs, the assessment includes substantial information on Nepal. The USFS staff person provided information on India and Bangladesh based on her knowledge of forest-related activities in those countries. Data acquired through desk reviews supplied information on Papua New Guinea.



The team compiled and reviewed documents on existing REDD+ programs in Asia and conducted in-person and phone interviews of REDD+ program implementers in Cambodia, Vietnam, Indonesia and Nepal. The desk work included: 1) identifying REDD+ and (where relevant) payment for ecosystem services (PES) projects in Asia; 2) prioritizing which projects to review based on criteria above; 3) collecting summary documents of projects when available; 4) developing a survey/questionnaire for reviewing projects; and 5) using the survey to review projects through either available documents and/or phone or email inquiries with project implementers. In-country consultations were held to meet with local and regional organizations involved in REDD+ in Vietnam, Indonesia, Nepal and Cambodia. The list of contacts and survey questions can be found in Annexes VI and VII respectively.

## **II. Background on REDD+ in Asia (*Mekong, Insular SE Asia, South Asia*)**

REDD (Reducing Emissions from Deforestation and Forest Degradation) is an initiative to create financial value for the carbon stored in forests, offering incentives for developing countries to reduce carbon emissions from forested lands and invest in low-carbon paths to sustainable development. It is predicted that financial flows for greenhouse gas emission reductions from REDD could reach up to US \$30 billion/year (UN-REDD, 2010). This significant flow of funds from the developed to developing countries could reward a meaningful reduction in carbon emissions and also support new, pro-poor development while conserving biodiversity and securing vital ecosystem services.

The ‘plus’ of REDD+ brings in three elements that were set out in the 2007 Bali Action Plan that was generated at UN climate change negotiations (COP-14) in Bali, Indonesia. At that time, the three ‘plus’ elements—conservation, sustainable management of forests, and enhancement of forest carbon stocks—were considered supplementary to the core business of REDD.

‘REDD’ has been replaced in all key texts and discussions by ‘REDD+’, with two main implications:

1. How the forest sector is defined (forest type, area, products, management arrangements, tenure systems etc.) varies greatly among countries in the region, and sometimes even within countries. REDD+, which offers a wider range of mitigation opportunities than REDD alone, is of relevance to a greater range of countries. Most significantly, REDD+ goes further than just rewarding actions that ‘do less harm’ (e.g. less forest clearance and unsustainable management). It will also reward practices that ‘do more good’ such as those that create new, and improve existing, carbon sinks.
2. Due to the greater range of activities under REDD+, planning and implementation becomes more complex, meaning higher transaction costs and the need for more capacity building. Likewise, establishing baselines also becomes more complex, to determine the actual contribution of REDD+ activities to climate change mitigation.

For the purposes of this report, ‘REDD’ refers to and is used interchangeably with ‘REDD+’.

Despite the lack of a global agreement on emissions reductions at UN climate change negotiations, there has been considerable momentum to support work towards REDD ‘readiness’ in the Asia-Pacific region. Further details on technical guidance continue to be discussed and agreed to, but there is general consensus that REDD+ will be implemented in three phases, called the Phased Approach<sup>4</sup>:

### **Phase 1: Readiness**

*Activities may include:*

- National REDD+ strategy development, including:
  - Identification of drivers of deforestation and forest degradation and barriers to REDD+
  - Identification of REDD+ policies and legislative action
- National consultations
- Institutional strengthening

### **Phase 2: Implementation**

*Activities may include:*

- Land tenure and governance reforms
- Forest law enforcement
- Improved forest management
- Sustainable agriculture
- Protected area law enforcement
- Sub-national demonstration

### **Phase 3: Performance-based Payments**

Consistent with performance contract, payments are made upon verified achievement of agreed benchmarks, including reduced or avoided GHG emissions. A reference scenario is established and a Monitoring System is in place. Pilot REDD+ demonstration activities and voluntary carbon market projects are started.

### **Proposed Financing of Phases:**

Phase 1 – donor-based grants

Phase 2 – donor-based grants, payments from funds, and sale of carbon credits on markets

Phase 3 – payments from funds and sale of carbon credits on markets

Progress made by UN-REDD, bilateral initiatives, government-supported pilots, and the engagement of civil society means that the Asia-Pacific region is further ahead with Phase 1 activities than other regions. In accordance with a phased approach to REDD+, Phase 1 activities (mainly fund-based) are already being implemented in many Asia-Pacific countries. These include capacity building, policy formulation and reform, setting up institutional frameworks for REDD+, and exploring benefit-distribution arrangements. REDD+ readiness activities will facilitate change in forest tenure, governance, and policy, and increase capacities and awareness.

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<sup>4</sup> Cambodia Readiness Plan Proposal on REDD+ (Cambodia REDD+ Roadmap), October 2010.

Effective readiness will also ensure that expectations are realistic, especially among forest-dependent people, and identify potential conflicts among competing stakeholders.<sup>5</sup> While REDD+ is still new to the Asian region, governments and international environment NGOs have been conducting projects using a PES approach for many years, in several countries.<sup>6</sup> REDD is a form of PES, but PES can incorporate payments for services other than carbon sequestration.

### III. Analysis of Findings

This section analyzes the gender-related risks and opportunities within major components of the REDD+ readiness framework and identifies how the different roles and status of women and men within the community, political sphere, workplace, and household affect the achievement of sustainable results for REDD+ projects. The analysis also covers how the anticipated results of REDD+ initiatives may affect men and women differently, as well as potential impacts on gender relations. Additionally, this report identifies to what extent institutions engaged in REDD+ initiatives are addressing gender disparities. A summary of women's forest use and roles in forest management and governance in the sub-regions, as well as in-depth country level analysis of select existing REDD+ projects can be found in the annexes.

#### **The status of women in the REDD+ sector in Asia**

The status of women and the level of gender inequality affect the degree to which REDD+ programs include or exclude women in their decision-making, consultations, design, and benefit sharing mechanisms. Data on the relative degrees of gender inequality across the three sub-regions of Asia are helpful for providing a context in which to judge challenges and opportunities to incorporate gender into REDD+ programs in the region.

The 2010 UN-Gender Inequality Index, based on 2008 data, shows that overall, East Asia and the Pacific have the lowest levels of inequality in the developing world; South Asia has the highest levels of gender inequality. Sub-regional averages range from 47% in the East Asia/Pacific countries to 74% in South Asia. Specifically, China (#38), Malaysia (#50), Vietnam (#58), and Thailand (#69) are ranked in the top 70 countries of the world, while the Philippines, Lao PDR and Indonesia rank within the top 100, at 78, 88, 95 and 100 respectively. Nepal (#110), Bangladesh (#116), India (#122), and PNG (#133) fall at the lower end of the 169 countries measured. Despite these low rankings, it is important to note from legal and rights standpoint that all countries of the Asia-Pacific region, except Tonga, Palau and Nauru, are among the 185 that have ratified the UN Convention to Eliminate All Forms of Discrimination against Women (CEDAW).

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<sup>5</sup> RECOFTC and FAO, May 2010, Forests and Climate Change after Copenhagen: An Asian-Pacific Perspective

<sup>6</sup> One important example of such an initiative is ICRAF's project in Nepal and the Philippines titled "Rewarding the Upland for Environmental Services" or RUPES undertaken through support from the International Fund for Agriculture Development (IFAD) (see Chiong-Javier et.al 2010).

## **Gender-related risks and opportunities for REDD+ programming**

### ***Stakeholder engagement and REDD+ strategies***

Overall, the team found little evidence that institutions or implementing partners in the region had incorporated gender analysis or strategies into REDD+ projects in systematic and significant ways.

In Cambodia, differences in gender roles in forest management have not been adequately addressed in the Cambodia REDD+ Roadmap. There is no gender-based targeting of REDD+ activities or consideration of gender as an indicator within the Roadmap's Strategic Environmental and Social Assessment (SESA). Within the Oddar Meanchey REDD (OM-REDD) pilot project, there is evidence of an awareness of the need to secure women's participation and benefits to ensure project success, but the project's planning and implementation lacks a systematic incorporation or monitoring of women's participation, changes in women's status, or reduction of gender-based barriers and inequalities. A proposal to strengthen women's almost non-existent leadership in the Community Forests Management Committees (CFMCs) outlines a set of activities for women's empowerment, but has not been implemented, as it was not incorporated into the original budget and plan of work.

In Vietnam, gender issues have either not been considered, or if considered, have not been systematically incorporated into the objectives and activities of the projects reviewed, including those of The Netherlands Development Organization (SNV), Winrock, and UN-REDD. While there were initiatives to incorporate gender in the original project design of Winrock's USAID-funded Asia Regional Biodiversity Conservation Program (ARBCP) project, project implementation has not supported gender-specific activities other than to support women as bamboo handicraft entrepreneurs. More often, projects assume that household benefits—such as payments from PES projects—automatically reach women and lead to women's empowerment, without addressing the costs of women's participation in these activities. Attention to gender in the programs/projects reviewed is limited to counting the numbers of women versus men engaged in activities and benefitting from services, and lacks approaches to ensure that women's strategic needs to access and influence the design and monitoring of the projects are met. The UN-REDD program in Vietnam aims to address gender issues by targeting significant women's participation in its awareness programs, by developing the capacities of rural women to participate in a meaningful way, and inviting members of the Women's Union into these sessions. However, it is unclear how gender will be addressed beyond this stage, either in capacity building activities or through the benefit distribution system. All of these programs lack tailor-made approaches to empower women through recognition, assimilation, capacity-building, and leadership for ensuring gender consideration in REDD+ and PES projects. Likewise, there is no mention about how REDD+ projects might affect women's needs for NTFPs or agricultural resources, or impact their current workloads.

In Indonesia, the REDD+ National Strategy does not mention gender issues or provide ideas about how REDD+ projects might have differentiated impacts on women and men, and there is no clear plan to ensure women have equal access to project information and benefits. Although the document provides a specific section on the importance of enhancing multi-stakeholder participation in the processes of REDD+ policy and project development, women are not

considered as an important stakeholder in these processes. Planning documents for the Ulu Masen REDD project refer to the need to engage women in the consultative processes and incorporate women's voices into project activities, but the project has not succeeded in engaging women meaningfully, in part due to the lack of a strategy for addressing the strong patriarchal character of the *mukim* (local administration) structure that effectively denies women access to public meetings.

In Nepal, women are described in REDD+ readiness documents as vulnerable communities, despite recent policy changes that recognize new rights for women to own land and have their issues addressed at the highest levels. Within Nepal's Readiness Plan (R-PP), consultation is recommended as the only strategy for attending to gender issues. The R-PP does not discuss the possible costs of REDD+ mechanisms in Nepal, which may have direct negative impacts on women's access to fuel wood and other NTFPs by restricting their access to forest use because of claims by other actors on forest resources for carbon sales or conservation purposes. None of the existing projects have identified CEDAW as a binding agreement to safeguard women's rights in REDD+ programs.

In the UN-REDD document for Papua New Guinea (PNG), there is no specific consideration of the ways REDD+ projects and policies can affect women and men differently, or acknowledgement that women are important stakeholders to be consulted in the process. The document cites the outcomes to be achieved by UN-REDD to reduce gender inequalities in PNG by 2012, but there is no further discussion of how REDD+ schemes can be an avenue for achieving the intended outcomes.

Similarly, within the international and regional organizations interviewed, gender is not mainstreamed throughout programs of research, capacity building, and advisory services delivered by Regional Community Forestry Training Center – Center for People and Forests (RECOFTC), World Agroforestry Center (ICRAF), and Centre for International Forestry Research (CIFOR). All have stated their intentions to build internal capacities to enhance their activities to incorporate gender into REDD+ and other programs of work in the near future.

When this assessment was conducted, RECOFTC had not systematically incorporated gender or paid specific attention to women as stakeholders or professionals in their capacity building or publications related to REDD+, but has since been working to do so. ICRAF has recently conducted the first study to compare gender-disaggregated profiles and gender analyses of three PES sites in the Philippines to determine the perspectives of women and men on environmental conservation and rewards for environmental services, and elicit issues and implications for integrating gender in Rewarding Upland Poor for Environmental Services Programme (RUPES) policies, plans, and activities. This study concludes with two vague recommendations that are not spelled out: "harness gender differentials for effective participation in natural resource management and address women's strategic needs, but avoid the 'multiple role syndrome'"<sup>7</sup> Otherwise, ICRAF has produced tools to generate sex-disaggregated data on tenurial rights to land and carbon, and recognizes the gender implications of benefit sharing. CIFOR has already

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<sup>7</sup> Chiong-Javier et al., 2010. Gender and Natural Resource Management: Implications for Rewarding Environmental Services in the Philippines. ICRAF.

initiated research on women's involvement in REDD+, through a module within its Global Comparative Study on REDD+, that contains a "women's questionnaire" to gather data on women's livelihoods and how they change over time, women's participation in village decisions, perceptions of changes in women's wellbeing, and women's knowledge of and involvement in REDD+.

This assessment's findings show that countries and organizations in the Asia region have far to go before they are effectively addressing gender within their REDD+ policies, plans, and projects. These findings mirror global trends that have excluded women from traditionally male-dominated forestry and environment sectors, as described further below.

### ***Institutional focus and capacity***

Like all institutions, forestry sector institutions are not free from the gendered norms, values, and attitudes that are prevalent in the larger society resulting in gender inequalities becoming part of the institutional landscape and embedded in gender biases of institutional members. One of the most apparent forms of institutionalized gender disparity in forestry institutions in the study areas is demonstrated by the low numbers of women professionals within implementing partner agencies and REDD+ governing bodies. For instance, a study of Nepal's Ministry of Forests and Soil Conservation found only five women professionals from a total of 246 officers within the bureaucracy. At lower bureaucratic levels, there were only 27 women out of a total of 1,189 forest rangers, and there were no women professionals at the decision making levels.<sup>8</sup> Similarly, in Indonesia's Forestry Department, women comprise only 22% (3,152 women and 12,838 men) of the technical and administrative staff. In Cambodia, women comprise just 10% of the Forest Administrative staff, and only 0.5% of women hold management positions.<sup>9</sup> Women are still a small minority at all levels of government in Cambodia, particularly in technical line ministries, as agricultural extension agents, and as members of land registration teams.

The low representation of women in forestry institutions is not specific to the countries in this study alone, but rather represents a general trend in forestry institutions. A study by the Food and Agriculture Organization of the United Nations (FAO) on gender in forestry in ten African countries concluded that "... gender inequality in forestry organizations in Africa is striking."<sup>10</sup> Similar statements are found in the Gender and Agriculture Sourcebook of the World Bank, FAO, and the International Fund for Agricultural Development.<sup>11</sup>

Women's representation in REDD+ and community forestry governing bodies is similarly low compared to men. In Cambodia, where women are highly dependent on forests, they lack significant political involvement in Community Forestry Management Committees (CFMCs). Less than 10% of CFMCs have women actively participating in decision making and less than 5% of the positions of authority in the CFMCs are held by women. In many community forestry

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<sup>8</sup> Gurung, J., K. Lama, and M. Khadka, 2005. "Empowered Women: A Study of Change within the Forest Department of Nepal", Gender Mainstreaming in Action: Successful Innovations from Asia and the Pacific

<sup>9</sup> Gender Mainstreaming Policy and Strategy for the Forest Sector, 2009

<sup>10</sup> FAO, 2007. Gender Mainstreaming in Forestry in Africa Regional Report

<sup>11</sup> The World Bank, FAO and IFAD, 2009. 'Gender in Forestry' in Gender in Agriculture Sourcebook. Washington, DC

projects in Indonesia, women are significantly involved in numerous activities such as planting, nursery management, maintenance, replanting trees, harvesting NTFPs, and marketing the products.<sup>12</sup> However, women's participation and representation in the forest farmers groups (*Kelompok Tani Hutan*), an institution that is usually established in the village located close to forest areas, is non-existent. In Nepal, while there are some 778 women-led and managed Community Forestry User Groups (CFUGs), the National Federation of Community Forestry User Groups (FECOFUN) has few women in positions of national leadership, despite FECOFUN's stated policy of allotting 50% membership to women at the district and national levels.

Other, more nuanced forms of gender disparity in forestry institutions reside in ideas of specific masculine or feminine qualities that are connected to certain roles, positions, tasks, and professions. The perception of what is "appropriate" for men and women forms the basis for the distribution of work, the design and evaluation of different tasks, and the criteria for promotions. Forestry institutions are not an exception to this since it has been generally regarded as an arena mainly for men. Gender issues and concerns are then trivialized in key policy decisions and negotiations in both the formal and informal forestry sectors.

The gender division of roles, responsibilities, and resources is influenced by sociocultural norms and religious conceptions strongly driven by concepts of patriarchy that cut across ethnicities, castes, livelihoods, rural and urban communities, and the educated and non-educated populace. As a result, men are favored for forests, land, water, and other productive resources, and women are effectively excluded from possession and control of land, and from access to decision making realms, reinforcing their vulnerability and dependence on men. For instance, interviews conducted in Aceh during this research process showed that there are two strong views of women's participation in the public sphere: the first view discourages women from taking up work that is not considered "proper" or fit with the idea of femininity; the second view discourages women from working outside the home.

The awareness raised during this research process of the gap in gender equality and lack of attention to gender issues in the REDD+ sector has generated an overwhelmingly positive response by those interviewed, several of whom demonstrated high levels of interest in championing gender equality and women's empowerment in their projects and institutions.

For example, during our discussion with a staffer from Indonesia's Ministry of Forest in Jakarta, she stated that she wants to add women's inclusion in governance bodies and activities for women's empowerment as criteria in the selection of the demonstration pilot projects to be supported by the Interim REDD+ Partnership. The Coordinator of UN-REDD in Indonesia—herself a forester who recalled a period of her involvement in projects focusing on women's roles in forest management in the 1990s—stated that she thought of how gender could be stronger in the UN-REDD program once she learned of the team's visit to her office. She stated that she could accept proposals for building women's groups for REDD+ and that she would like to see targets for women's capacity building, access, and participation and benefit-sharing. Her

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<sup>12</sup> Setyowati, A. 2003. Voice of the Voiceless: A Case Study of Community Forestry in Kulon Progo, Indonesia. Paper presented in a World Forestry Congress side event.

counterpart in UN-REDD Vietnam—who used to work in micro-finance projects—stated her strong interest to now devise a strategy on how to get women benefitting more from REDD+. This was echoed by a male consultant to UN-REDD Vietnam who expressed that he had not previously thought about women as a stakeholder group but would now like to form a network of women in REDD+, including professionals from his university as well as community leaders, to focus more attention to this topic. And the UN-REDD team in Bangkok, who admitted that they also had not considered women’s rights in their guidelines for UN-REDD in the region, stated on the spot that they would now add references to CEDAW and other women’s rights. The Director of Pact in Cambodia, who had already developed a proposal for women’s leadership in the Oddar Meanchey Project, renewed her commitment to this work. Members of the Green Secretariat in Aceh, Indonesia, affirmed their strong support for new attention to women’s empowerment by including a budget line and activities in a proposal they submitted to the REDD+ Task Force of the MoF on the following day. The women’s group visited by the team in Aceh appreciated our visit as it gave them information on REDD+ for the first time and inspired them to learn more.

Members of international organizations and networks, including RECOFTC, CIFOR and ICRAF, reaffirmed their interest to do much more work to address gender inequality through the REDD+ project; the CIFOR Director General came up with the idea of organizing a major session on gender and REDD+ during Forest Day 8 to be held at COP-17 in South Africa next year. RECOFTC expressed its interest in partnering with WOCAN to conduct joint activities for capacity building, action research, and reporting on this topic. Almost all persons interviewed requested that a copy of this assessment report be sent to them as soon as possible so that they could consider and possibly implement its recommendations.

### ***Land tenure and governance***

While some of the countries studied, Vietnam and Nepal in particular, have laws that provide equal land rights to women as well as men, this assessment found that rights to forest land are not clearly defined, nor is forest land demarcated for the majority of stakeholders—men or women. Given that forest land available for community management is, in almost all cases, owned by the governments, land ownership rights is not an option for men or women. However, recognition of rights to forest products and carbon from forests is critical in order for women to be included in the revenue sharing from REDD+ activities on such lands. Currently, there are few countries (Nepal is one) that provide joint rights of husband and wife to community forest user group membership. However, it is critical that there be safeguards for women’s rights as individuals, rather than solely tied to the rights of their husband, protecting her access to resources and user groups in the event that he dies or leaves.

Due to institutionalized gender inequality that leads to widespread exclusion of women as stakeholders in global, national and local forums on REDD+, women’s rights to land and forest resources have not been part of the discussions. The Cancun Agreement (2010) and UN-REDD policies, in particular, state that all relevant international obligations, national circumstances and laws must be taken into account, which implies that CEDAW and other agreements must be incorporated into guidelines and performance-based indicators.

Women risk exclusion from REDD+ and other carbon payment opportunities by virtue of their weak rights to land and trees. Not only do women lack legal rights, but traditional or customary



rights tend to favor men. Actions to strengthen women's land tenure position are critical to enable them to benefit from payments for conserving trees and land. This includes formalizing women's collective rights to forest or wastelands in order to assure their long-term rights to carbon payments.

REDD+ projects should comply with international agreements related to women's equal access to land ownership and resource rights, as outlined and mandated by CEDAW, the Beijing Platform for Action, the Millennium Development Goals, the Convention on Biodiversity and other agreements.

Given that REDD+ funding is based on performance indicators (and not development assistance as usual), the degree to which globally agreed indicators reflect international laws that assure women's equal rights to land affects whether or not REDD+ becomes a means of transformation for women's property rights. REDD+ has the potential of providing women with new rights to forest resources if women are recognized as stakeholders whose secure titles are required by REDD+ financing mechanisms, donors, and private investors. It should, therefore, be a priority for advocates for women's rights in REDD+ countries to continue to engage with the institutions that determine the policies and procedures of REDD+ programs.

#### ***Forest/protected area laws and management***

As primary users and protectors of forests, women often have very specific and sophisticated local knowledge of the interlinked systems of forests, livestock, and crop production, and have made significant contributions of labor and time to maintaining forest and soil resources. Women's unique knowledge, derived from experience and knowledge passed down from mothers to daughters, can provide added value to initiatives to limit and mitigate carbon emissions through carbon sequestration in trees and soils (soil carbon and GHG emissions from agriculture are not currently considered under international REDD+ discussions but may be in the future) and should be incorporated into REDD+ strategies and activities.

Women's role in monitoring the forest health, forest protection, and by extension carbon sequestration can substantially benefit REDD+. As the information from Nepal, Cambodia, and Vietnam indicates, monitoring of forests by staff of forest departments together with men and women of communities has been helpful to control forest misuse and improve protection.

Men's and women's use of forests for livelihoods and domestic needs renders them agents of deforestation. Extraction practices that cause deforestation should be identified and alternative methods for fulfilling their livelihood needs should be encouraged as a means of decreasing carbon emissions. Changes in behavior should be encouraged through awareness raising, alternative approaches, and incentives that equitably reward men and women for forest enhancement and avoided forest degradation/deforestation. For REDD+ to achieve sustained emission cuts, forests need to be well-protected and managed. With women's major activities in forestry, it is crucial that both men and women understand the program, weigh the costs/benefits scenarios with and without REDD+, and are empowered to engage in the project. For example, the ARBCP in Vietnam realized substantial reductions in forest encroachment and cutting offenses (up to 50%) in program areas that engaged men and women equitably and identified and

addressed gender issues such as differential resource uses, roles, opportunities, and impacts on men and women, particularly in activities to develop alternative livelihoods.

Studies in Nepal indicate that excluding women in forest management can result in negative consequences not only for gender equity and women's empowerment, but also for efficient functioning and long-term sustainability of these initiatives.<sup>13</sup> The lack of women's participation in the forestry sector has proven to have detrimental effects. Reforestation projects in Nepal without a gendered perspective have faced problems when replanting, protecting the forests, and implementing rules that protect the reserves.<sup>14</sup> Integrating women's needs and priorities in community forestry is thus essential to promote sustainable conservation.

The current gender roles assign women responsibilities within household spheres, particularly in rural ethnic communities. This means that women need to cater to the household needs for forest products such as firewood, fruits, honey, etc. Experiences from past forest conservation programs demonstrate that one approach to reducing degradation is to restrict or ban access to forests and their products. This affects men's ability to generate income from timber and other forest products, and women's ability to meet their families' basic needs. When men's ability to generate income within their own community is limited, they often migrate far from home, placing greater strain on women who must take on their roles with limited decision making authority, and placing strain on family relations. A ban or limitation on women's access to forest resources, without the provision of appropriate and adequate alternatives, may lead women to "break into" forests to harvest products. This puts them at risk of prosecution and affects the ability of communities to protect forest resources. Such cases have been reported in community forestry projects in Nepal.<sup>15</sup>

Women's groups have proven to be effective structures for community-based forest management, and therefore should be engaged as a mechanism for capacity building and benefit sharing for REDD+. For example, in Zimbabwe over half of the 800,000 families living in communal areas are headed by women, and women's groups are in charge of forest resource and development projects through woodlot ownership, tree planting, and nursery development<sup>16</sup>. In Nepal, there are over 700 women's Community Forestry User Groups protecting forests, managing nurseries and afforesting degraded lands, which has resulted in fewer landslides, the provision of fuel and fodder resources, and increased sources of fuel wood and livestock fodder for member families<sup>17</sup>. When women's groups were linked by an NGO in Cambodia to form networks, they were able to increase their power to negotiate prices, arrange transport to markets,

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<sup>13</sup> Upadhyaya 2005

<sup>14</sup> Agarwal, 2002

<sup>15</sup> Giri, K. 200). Gender considerations into REDD policy in Nepal. Paper presented at WOCAN national workshop, held August 13-14, 2010 in Kathmandu, Nepal.

<sup>16</sup> <http://www.gender-climate.org/pdfs/FactsheetForestry.pdf>

<sup>17</sup> Community Forestry. Department of Forests. Ministry of Forest and Soil Conservation. Government of Nepal. Retrieved at [http://www.dof.gov.np/index.php?option=com\\_content&view=article&id=95&Itemid=121](http://www.dof.gov.np/index.php?option=com_content&view=article&id=95&Itemid=121)

set up and run community rice mill cooperatives to increase productivity and earnings, and influence decisions at all levels of government.<sup>18</sup>

Thus, for REDD to be successful, forests have to be managed closely by local communities. Unless they are granted rights that provide them with clear benefits and obligations, it cannot be assumed that women or men will contribute to the sustainability of protected forests.

### ***Potential threats and impacts of REDD+ programming to women's empowerment and gender equality***

REDD+ provides a framework for supporting activities that can have positive impacts on communities, improve livelihoods, and conserve and restore forest resources, presenting some opportunities for positive outcomes for forest-dependent communities. But REDD+ also risks significant and harmful negative outcomes.

If designed and implemented effectively, REDD+ has the potential to simultaneously serve as a vehicle for sustainable forests, poverty alleviation, gender equality, and women's empowerment. However, gender analysis is currently not a key principle underlying the development of REDD+ projects. It is critical that this be addressed so that the policies, mechanisms, and processes take full account of the differentiated rights, roles and responsibilities of men and women, promote gender equality and equity in REDD+ policies and practices, and equitably reward men and women who protect and manage forest resources.

While REDD+ may enhance forest protection through regular patrolling, and women may reap benefits such as improved water quality, there are also risks that REDD+ mechanisms may not recognize and reward women's differentiated roles in forest management (e.g. need of fuel wood, honey, other NTFPs). Despite the fact that women patrol the forests in some of the countries of this assessment, that role is not recognized and men are often said to be the forest patrollers. Women are perceived to do the *\_soft\_* work such as household and child rearing tasks, while men are perceived to do the *\_hard\_* work, outside the home. Broadly speaking, men are usually more involved in extracting timber and other forest products for commercial use while women play an important role in minor extraction for energy use, household consumption, and supplemental income. This includes gathering forest products for fuel, fodder and natural medicines. Due to this perception of the division of labor, women tend to get no recognition for their contributions to forest protection and management. Thus, they may not be compensated under REDD+ or PES payments, despite significant increases in their work burdens that may result from additional forest management activities.

Due to the differentiated roles and rights of women and men in relation to forest resource management, there is a need for gender analyses and provisions in all REDD+ mechanisms so that women can be directly and equitably rewarded for their forest enhancing activities.

Many of the existing recommendations geared toward ensuring that REDD+ does more good than harm among poor communities—ensuring equitable benefit distribution, systems of

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<sup>18</sup> USAID Cambodia Gender Assessment, 2010

accountability, information-sharing, participation in decision-making, and accessibility on a smaller scale—can and need to be adapted to apply specifically to the situation of women.<sup>19</sup> Often women do not have their economic, household, or personal needs met when such mechanisms channel resources to a community or project.

It is often assumed that if benefits flow to village level institutions, which are predominantly male, they will trickle down equally to other beneficiaries in the village, including women. This view is rooted in a misleading assumption that forest dependent communities are homogenous and neglects power dynamics embedded in cultural and social structures within communities. Experience with PES and community forestry projects has shown that if women are not clearly targeted as project beneficiaries, for example by including their names on certificates and contracts, they will not likely obtain the project benefits.<sup>20</sup>

If land is preserved to take advantage of payments for environmental services such as carbon offsets, the market value associated with that land can be much higher than converting the land for another purpose. However, information about these opportunities is unknown by typically eligible communities. Moreover, most communities require technical assistance to tap into these resources. This is particularly true for rural women, who are marginalized from information streams about market and development opportunities due to their lower levels of literacy, the lack of recognition of women as significant stakeholders, and widespread gender biases. However, it is important to recognize that women are not homogenous as a group. Whereas women from elite groups may be involved in stakeholder meetings and have access to information, the poor women who are most dependent on forest resources are generally excluded.

With REDD+, there is significant potential for rural women to be harmed by projects that exclude them from decision making processes, from benefits, and from the use of forests on which they and their households rely. Additionally, REDD+ projects could reinforce gender stereotypes by working within the cultural norms and placing greater value on and providing higher benefits for men's work. This in turn could result in a greater disparity between men and women as men are provided more capacity building and income generating opportunities through the REDD+ mechanisms currently being proposed. On the other hand, REDD+ projects have the potential to transform gender relations and foster women's empowerment by recognizing, supporting, and rewarding women's roles in forest management and protection, and through innovative strategies for meeting livelihood needs that reduce women's burden and showcase the value of their contributions.

Unfortunately, consultations on REDD+ denote a marked absence of women who represent these concerns, or who can influence decision makers. Also, due to the limited capacity and knowledge of women's groups about REDD+ impacts on women, it is much harder for women to engage in technical and legal negotiations on REDD+ and benefit significantly from these projects.

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<sup>19</sup> Poverty Environment Partnership, 2008. *Making REDD+ Work for the Poor*.

<sup>20</sup> Leimona and Amanah, 2010. *Gender Equality in Rewards for Environmental Services Scheme*. Bogor: ICRAF.

Without specific plans to incorporate gender-based needs and priorities, it is questionable as to whether or not REDD+ benefits can extend beyond carbon revenues to social and subsistence benefits.

## **IV. Recommendations**

The following recommendations are offered in response to the findings of this assessment and the experiences of the Team in order to “get REDD+ right for women.” The recommendations focus on the aspects of REDD+ where it is critical to engage women not only to advance gender equality, but to ensure the effectiveness and sustainability of REDD+ initiatives.

### ***Stakeholder engagement and REDD+ strategy development***

- Negotiate the development of REDD+ mechanisms and policies that comply with international and national laws on women’s equal access to land ownership and resource rights addressed by the Beijing Platform, CEDAW, and the Millennium Development Goals.
- Link to existing women’s rights organizations and government ministries to obtain information and recommendations for actions. Many NGOs and government agencies are engaged in implementing internationally-agreed upon policies for gender equality and women’s rights, but these are frequently not included in REDD+ and environment programs.
- Raise awareness about the need to view women as a distinct stakeholder group in REDD+ discussions and ensure that USAID supported REDD+ programs develop action plans for how to address gender inequality.
- Encourage government partners to create spaces for women, aiming to reach at least 30% women participation.
- Facilitate travel and participation of trained women’s representatives to attend key national meetings of governing bodies.
- Support activities that build the capacity of women to advocate for equal and timely access to information on REDD+ policies, processes, risks, and benefits, through community consultations that are organized on terms that maximize women’s participation. Meetings therefore must be organized in ways that suit women’s schedules, use appropriate language and terminology, and allow sufficient time for discussion.

### ***Institutional strengthening***

- Support in-house capacities for gender mainstreaming within USAID, implementing partners and local organizations. Key activities include:
  - Organizational assessment to gauge current levels of awareness, knowledge and skills in gender and gender analysis methods within implementing agencies and local partners;
  - Hire a full-time gender coordinator as part of Project Team to lead gender activities, including reviewing Scopes of Work (SOWs), develop action plans for gender integration, etc.;
  - Provide training in gender and organizational change, and in gender analysis

- Design solicitations to comply with ADS requirements for integrating gender, including within the Key Personnel and Evaluation Criteria;<sup>21</sup>
- All USAID proposal review panels should include a gender advisor to ensure that the issues identified in the solicitation are addressed and have corresponding budgets;
- Engage with existing Gender Working Groups within local partner organizations (i.e., Cambodia’s Forest Administration and Indonesia’s Forestry Department)
- Build links to networks of gender experts;
- Build capacity and support women and men champions and Gender Focal Points within partner organizations to:
  - Lead processes of change within their organizations
  - Communicate with women’s groups and mixed groups about REDD+ and gender issues within REDD+
  - Provide technical assistance and backstopping for REDD+ activities
- Support programming that builds technical and leadership capacities for women and men to become ‘champions’ who can influence and train others. Local women’s organizations that manage water, forest, or agricultural resources are particularly well-placed to play key roles in coordinating activities. In order for rural, poor women to feel sufficiently empowered to play an active role in REDD+ , they must gain skills that include the following:
  - Literacy/numeracy
  - Advocacy/public speaking
  - Community development and organizing
  - Influencing and negotiation
  - MRV (measurement, reporting and verification) of forest carbon (for baseline establishment and verification)

Additionally, the following factors are critical for creating an environment that enables women’s effective engagement:

- Men’s support to women leaders
- Access to technologies to increase forest production and for renewable energies
- Document, share and support the replication of best practices through programs that:
  - Build regional platforms for sharing knowledge, using online and web-based learning approaches to raise awareness and share information on best practices
  - Support in-country and cross-country exchanges and visits to promote innovation
  - Hold annual workshops for implementing agency and partner staff to share knowledge
  - Internally, offer awards to male and female staff of USAID and its partner organizations who are the strongest gender champions
- Strengthen women’s organizations/self-help groups to provide them with skills and knowledge to enable them to negotiate the terms of their engagement with REDD+ projects, and to obtain loans and technical assistance through technical and microfinance institutions. Effective program activities to support this recommendation should include the following:

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<sup>21</sup> USAID, 2010. *Guide to Gender Integration and Analysis*. Washington, DC: USAID, EGAT/WID

- Map existing formal and informal women's organizations at the local level, including farmer associations, savings and micro-credit groups;
- Engage with mixed organizations of men and women (i.e. within farmer associations) to include unique knowledge and perspectives of both groups, and build their mutual support for REDD+-related initiatives;
- Develop systems of benefit distribution, using existing savings, micro-credit, and self-help group mechanisms;
- Support/form federations of women's groups managing forest resources, so as to promote shared learning and advocacy at the national level; and
- Encourage vertical and horizontal alliances between local level groups and national women's organizations and service NGOs (vertical linkages, as in Vietnam that spur innovation and synergistic actions).

### ***Land tenure and governance***

- Advocate for at least 30% women's membership in governing bodies for community forestry and local and national development/administration, including those that make decisions related to fund disbursement. Based on this assessment's findings that the forestry and environment sectors in the countries surveyed are traditionally dominated by men to the detriment of women's advancement, and consideration of gender issues at national, regional, and local governance level, it is important to ensure that women are not only represented in decision making bodies, but also given the means and forums to effectively participate. Strengthening women's participation in Community Forestry Management Committees would increase women's ability to address their needs and assure their right to benefits of REDD+. For instance, the Community Forestry User Groups (CFUGs) in Nepal provide a critical entry point for women to gain experience and confidence and build networks that could be leveraged in seeking high-level support and promoting change in political structures.
- Develop an advocacy strategy that encourages government to establish a formal mechanism to protect women's collective rights to forest or wastelands (such as is done in Nepal) in order to assure their long-term rights to carbon payments and other REDD+ benefits in a sustainable manner. For example:
  - Publish case studies of best practices
  - Develop communication messages for policy makers
  - Work with national level women's organizations (including federations of women's forest user groups) and others engaged in this work (including USAID's work on Research and Analysis of Carbon Rights and Institutional Mechanisms for Receiving/Distributing REDD+ Payments) to develop strategies and action plans.

### ***Forest/protected area laws and management***

- Address tenure issues to secure official recognition of women's rights to forest products and carbon from forests. While some countries covered in this study, like Vietnam and Nepal, have laws that provide equal right to privately owned land for women and men, this assessment finds that neither are rights to forest land clearly defined for men or women, nor is forest land demarcated for the majority of stakeholders. Given that forest land available for community management is, in almost all cases, owned by the

governments, land ownership rights for men or women may not be an option, but other means of assuring joint rights of both men and women to forests are critical. This is important not only to ensure that women share in the revenue REDD+ activities but also to ensure that their traditional access to forests for fuel wood and livelihoods is not unduly restricted due to REDD+ activities. Actions to strengthen women's land tenure position are critical to enable them to benefit from payments for conserving trees and land. This includes formalizing women's collective rights to forest or wastelands in order to assure their long-term rights to carbon payments. REDD+ has the potential of providing women with new rights to forest land if women are recognized as stakeholders whose secure titles are required by REDD+ financing mechanisms, donors and private investors.

- Develop systems of benefit distribution that recognize and reward women's contributions to REDD+ activities. Given that REDD+ funding is based on performance (and not development assistance as usual), the degree to which globally agreed indicators comply with international laws that ensure women's equal rights to land affects whether or not REDD+ will be transformative for women's property rights. REDD+ has the potential of providing women with new rights to forest land, if women are recognized as stakeholders whose secure titles are required by REDD+ investors.
- Analyze gaps and opportunities in current benefit sharing systems<sup>22</sup> to incorporate gender equity into the design. This analysis should consider existing microcredit and savings schemes used by local communities and women's groups. Use action research to test various benefit sharing and distribution mechanisms. Many of the existing recommendations geared toward ensuring that REDD+ helps poor communities—ensuring equitable benefit distribution through systems of accountability, information-sharing, and participation in decision-making, and accessibility on a smaller scale—can and need to be adapted to apply specifically to the situation of women.<sup>23</sup> Often women do not have their economic, household, or personal needs met when such mechanisms channel resources to a community or project. One potential solution is to specifically include women's names on certificates and contracts so they will obtain project benefits.
- Compensate women equitably for their engagement in forest protection and carbon monitoring activities. Women's role in monitoring forest health, forest protection and, by extension, carbon sequestration can substantially benefit REDD+. As information from Nepal, Cambodia and Vietnam indicates, combined forest monitoring including forest department staff together with community members, both men and women, has helped control forest misuse and improve forest protection. Including women in and compensating them for forest protection and monitoring activities can increase the sustainability of REDD+ activities, while improving women's livelihoods and social standing. Field experience also shows that involving women in forest management improves management outcomes, whereas excluding them has a negative impact, especially since women are often heavily dependent on forest resources.
- Explore pilot projects that use REDD+ payment or PES more generally to reward women for their knowledge and roles as forest managers. Through activities that increase carbon

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<sup>22</sup> For instance, Cambodia has a well-defined strategy (decree 699) which stipulates that 50% of all revenue generated from REDD projects must go to communities. However, there needs to be more explicit stipulations that differentiate the community according to gender.

<sup>23</sup> Poverty Environment Partnership, Making REDD+ Work for the Poor



sequestration, such as tree planting or reforestation, and reduce GHG emissions from forests, such as protecting threatened forests, women forest users should be able to generate carbon credits that can provide them with income while encouraging and enhancing their sustainable land use practices. Given the current state of REDD+ development, projects that work directly with women's forest users groups are likely to be looking to sell credits on the voluntary carbon markets or be part of national or regional level schemes to scale up REDD+. For PES, a women's group protecting or enhancing an existing environmental service, such as watershed protection, may be able to derive benefit from another user who is willing to pay for that service, such as a water utility downstream.

- Develop and analyze innovations through pilot projects to use forest carbon markets for income generation for rural women.
- Look for ways to increase women's engagement and buy-in by increasing standards of living through integrated programming:
  - Design REDD+ activities in ways that enable women's participation in decision making, including reducing women's workloads to meet families' daily needs for food, fuel, and income that are currently limiting their participation in community meetings and decision-making processes, and preventing them from achieving higher levels of well-being. Improved cook stoves, biogas, solar energy sources, and other technologies provide ways in which to address deforestation while simultaneously decreasing the time women must spend for fuel wood collection, for example. These activities may be included in REDD+ strategies, as they relate to the reduction of carbon emissions.
  - Prevent negative impacts to women and their livelihoods by ensuring that women are fully participating in decisions related to REDD+ program activities that would affect the resources on which their livelihoods depend
- Promoting technologies of renewable energy and agroforestry to meet the needs of women for fuel wood and fodder resources while building their climate change resilience. Poor women are the most vulnerable to the effects of climate change, through their roles as farmers and food providers. Women of smallholder farming communities who rely on forest resources, and have limited ability to expand or intensify, will suffer most from the negative impacts of climate change. Agroforestry can play an important role in improving the resilience of farming systems to climate variability while increasing food security and providing fodder resources for livestock, thus easing women's workloads and alleviating hunger and poverty.

### ***Gender-sensitive REDD+ programming***

*All programs at the REDD+ readiness and implementation stages should incorporate gender mainstreaming tools. Key activities include:*

**Gender Analysis:** Gender analysis is an important tool for providing background information on resource use, responsibilities, perspectives and needs. Collecting this information helps ensure that REDD+ project design will be responsive to gender disparities. Common strategies (steps, approaches) for conducting a gender analysis include:

- Identify and analyze the roles of women and men, both adults and children, in four spheres: productive, reproductive, community management, and environmental management, that affect resource use in the project sites;
- Identify women and men most affected by project interventions and community leaders with most influence and importance;
- Examine access and control issues regarding resources in projects, including those of Benefit Distribution Systems;
- Identify harmful cultural practices that might be supported or exacerbated by the project; and
- Identify practical and strategic needs of both women and men affected by the project goals through the initiation of changes that are needed to mitigate harmful practices and leverage social change.

**Gender-integrated Design:** Based on the gender analysis, develop a strategic plan to support women's empowerment and gender equality. This process should include women and men identified in Stage 1, and ensure their input and full participation in project decision making. This entails identifying and working with opinion leaders, especially religious and women leaders/elders in communities on gender issues related to harmful practices, and consulting with external groups that can assist with strategic planning to change attitudes and increase acceptance of such approaches.

**Gender-sensitive Monitoring and Evaluation:** Develop a gender-sensitive monitoring and evaluation (M & E) system that tracks data by sex, age, socioeconomic class, and location to ensure programs are not only including women, but are including vulnerable men, ethnic groups, etc. The system should also use gender-equality indicators that track changes in women's empowerment or change gender norms and relations. It should measure behavioral and institutional outcomes, and ensure the participation of women and men leaders in this process. Use participatory evaluation methods to determine effectiveness of women's groups to implement project activities, monitor, and distribute benefits, as well as long term impact assessments to measure behavior changes in primary and secondary beneficiaries.

One specific suggestion is to incorporate gender-equality indicators into existing standards and guidelines for REDD+ M&E to monitor the extent to which gender inequality is being reduced within partner organizations, and that men and women have equal access to REDD+ benefits. One model for such standards is the Climate, Community and Biodiversity (CCB) Project Design Standards<sup>24</sup> that allocate value to social and other co-benefits of carbon mitigation projects that simultaneously contribute to poverty reduction and forest conservation goals. Framed around the fundamental principle that failing to put the interests and rights of people first will undermine efforts to reduce carbon emissions from deforestation, CCB provides projects and countries with a way of demonstrating the social and environmental benefits of their REDD+ programs to both their own citizens and the wider international community. At the same time these standards provide safeguards against the potential negative social and environmental impacts of REDD+, thus mitigating risks for investors and donors.

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<sup>24</sup> The Climate, Community & Biodiversity Alliance (CCBA), 2008. Climate, Community and Biodiversity Project Design Standards, 2<sup>nd</sup> Edition.

## Annex I: Organizations working on REDD+

### *International*

Financing for REDD+ projects is initially available from donor and NGO grants, the voluntary carbon market, and Afforestation/Reforestation projects under the Clean Development Mechanism (CDM) (i.e. only for the “+” projects that increase carbon stocks). Increasingly, finance is also available from: 1) payments for results from funds (fund-based mechanisms) and 2) sales of carbon credits to compliance and voluntary markets (market-based mechanisms). However, donor funding is likely to be the principal source of funding for the foreseeable future. Voluntary carbon markets are relatively small and Afforestation and Reforestation (A/R) projects under the CDM make up a very small percentage of all CDM projects.

International support for REDD+ Readiness is currently being channeled through bilateral agreements and assistance between developed and developing countries, the World Bank’s Forest Carbon Partnership Facility (FCPF), the Forest Investment Program (FIP), the UN-REDD Program and the Interim REDD+ Partnership.

**Table 1: Asia-Pacific region country membership in REDD+ financing mechanisms**

	<b>FCPF</b>	<b>FIP</b>	<b>UN-REDD</b>	<b>REDD+ Partnership</b>
<b>Countries</b>	Cambodia, Indonesia, Lao PDR, Nepal, PNG, Thailand, Vanuatu, Vietnam	Indonesia, Lao PDR, Nepal	Cambodia, Indonesia, PNG, Philippines, Solomon Islands, Vietnam	Indonesia

### *Forest Carbon Partnership Facility*

Since 2008, the FCPF has created a framework and processes for REDD+ readiness, which helps countries get ready for future systems of financial incentives for REDD+. Using this framework, each participating country develops an understanding of what it means to become ready for REDD+, in particular by developing reference scenarios, adopting a REDD+ strategy, designing monitoring systems, and setting up REDD+ national management arrangements, in ways that are inclusive of the key national stakeholders. Eight countries in Asia and the Pacific have been selected in the partnership. Indonesia, Lao PDR, and Nepal have so far submitted Readiness Preparation Proposals (R-PPs), which are supported through the Readiness Fund of the FCPF to conduct the preparatory work they have proposed.

The focus to date has been on REDD+ readiness, though it is expected that the Carbon Fund, which will provide payments for verified emission reductions from REDD+ programs in countries that have achieved, or made considerable progress towards, REDD+ readiness, will become operational in the course of 2011 as a public-private partnership. Regional banks, including the Asian Development Bank, are identified as delivery partners for FCPF activities.

Recommendations to address gaps identified within the existing FCPF that affect the incorporation of gender concerns include the following:<sup>25</sup>

1. Broad stakeholder engagement is fundamental and should map stakeholders, design multi-stakeholder processes, build on existing mechanism to create a platform, create an effective facilitation strategy; and strategically support all activities with sufficient financial resources. The FCPF intends to support transparent, inclusive, and accountable governance.
2. A fair and efficient Benefit Sharing System needs to be designed. Establishing such a system requires legally robust and practically secure rights of landowners to trees and carbon; respect of forest owners and local communities' rights, attention to horizontal and vertical distribution, and involvement of all rights holders. The FCPF intends to encourage local processes to clarify and strengthen tenure, property and carbon rights.
3. There is a gap in information and knowledge about REDD+ on the ground amongst local stakeholders. Local government needs to be more effectively involved. There should be more training and capacity building at the local level for all stakeholders, especially for Indigenous People (IP) and local communities.

### ***Forest Investment Program***

Designed to support the second phase of REDD+, the Forest Investment Program (FIP), administered by the World Bank, is intended to mobilize significantly increased funds to reduce deforestation and forest degradation and to promote sustainable forest management, leading to emissions reductions and the protection of carbon terrestrial sinks. Active observers for the FIP Sub-Committee include representatives from the FCPF Secretariat, the Global Environment Facility (GEF), UNFCCC, the UN-REDD technical secretariat, and from civil society, two civil society representatives, two Indigenous Peoples representatives, and two private sector representatives who were identified through an open and inclusive self-selection process.

The FIP is developing an Indigenous Peoples and Local Communities Dedicated Initiative, in recognition of the fact that effective and continuous participation of IPs and local communities in FIP pilot programs is crucial to the success of those programs; it acknowledges that success will be highly dependent on increasing the capacity of these groups to become informed and active players in national REDD+ processes in general and FIP processes in particular. Specific grants for this purpose are to be directly accessed by indigenous peoples and local communities; funding modalities and governance of this mechanism are under development, through a process involving stakeholders as deemed "appropriate" by the FIP Sub-committee. To date, there has been no representation of women's interests or organizations within the FIP governance, though several IPs and local community groups have been selected.

### ***UN- REDD***

The UN-REDD Program is the United Nations' collaborative initiative on Reducing Emissions from Deforestation and forest Degradation (REDD) in developing countries. The program was

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<sup>25</sup> WOCAN, IUCN, and GGCA, 2009. *Engendering REDD Workshop Report*.

launched in 2008 and builds on the convening role and technical expertise of the Food and Agriculture Organization of the United Nations (FAO), the United Nations Development Program (UNDP) and the United Nations Environment Program (UNEP). The UN-REDD Program supports nationally-led REDD+ processes and promotes the informed and meaningful involvement of all stakeholders, including IPs and other forest-dependent communities, in national and international REDD+ implementation. A Policy Board made up of representatives from partner countries, donors to the Multi-Donor Trust Fund that is being established, civil society, Indigenous Peoples, and three UN agencies, provides overall leadership, strategic direction, and financial allocations to ensure the overall success of the program.

### ***Interim REDD+ Partnership***

Several country governments created a global interim platform called the **REDD+ Partnership** to scale up REDD+ actions and finance to reduce greenhouse gas emissions from deforestation and forest degradation in developing countries. The Partnership was launched by Norway in May 2010 wherein heads of state and government, ministers and other representatives from 50 countries signed an agreement on reducing greenhouse gas emissions from deforestation and pledged about USD \$4 billion for the period 2010–2012 to take immediate action to improve the effectiveness, efficiency, transparency and coordination of REDD+ initiatives and financial instruments, to facilitate knowledge transfer, capacity enhancement, mitigation actions and technology development and transfer.

Indonesia is the first country to receive funds from the REDD+ Partnership, in the amount of US \$1 billion, that it is using to develop and assess a new coordination mechanism for REDD+ in the country. The Presidential Task Force for REDD+, consisting of BAPPENAS, the National Development Planning Agency in Indonesia, and the Ministry of Forestry, was created to lead consultations at the national level, as well as with civil society and other stakeholders on the Indonesian REDD+ strategy, and to identify the first REDD+ demonstration activities.

### **Regional**

#### ***RECOFTC – The Center for People and Forests***

Based in Bangkok, the scope of RECOFTC's work covers most countries of the Asia-Pacific region. RECOFTC particularly focuses its work in seven countries: Cambodia, China, Indonesia, Lao PDR, Nepal, Thailand and Vietnam. RECOFTC engages in strategic networks and effective partnerships with governments, nongovernment organizations, civil society, the private sector, local people, and research and educational institutes throughout the Asia-Pacific region and beyond. RECOFTC hosts REDD-net—a hub for knowledge sharing and resources on REDD+. Aimed at Southern civil society organizations and practitioners of REDD, it offers the latest information on REDD, including resources available to help build pro-poor REDD projects and policies. The REDD Learning Network— implemented by RECOFTC and the Nature Conservancy with funding from USAID's Regional Development Mission for Asia (RDMA)—encompasses eight countries in the Asia-Pacific region, and aims to share knowledge and experiences between key policy makers and influencers.

RECOFTC has held a series of regional synthesis workshops on REDD+ as part of the USAID-funded Responsible Asia Forestry and Trade (RAFT) program. The workshops focused on unresolved issues such as: scale, degradation, land-use planning, forest restoration, and

environmental and social safeguards, which are described in the report, “Digging Deeper: Decoding REDD+”.<sup>26</sup>

To date, RECOFTC has not incorporated gender or paid specific attention to women as stakeholders or professionals in their capacity building or publication activities related to REDD+.

### ***CIFOR – The Center for International Forestry Research***

The Center for International Forestry Research (CIFOR), headquartered in Bogor, Indonesia, is conducting a multiyear Global Comparative Study on REDD in six countries to inform policy makers, practitioners, and donors about what works for reducing emissions from deforestation and forest degradation, and enhanced forest carbon stocks in developing countries. CIFOR has two gender specialists who assist the institution with mainstreaming gender into its research activities but who primarily work on issues related to land tenure and less so on REDD+.

CIFOR has developed the set of technical guidelines intended to serve six main purposes:

- Key reference document for members of the research team
- Means for outside experts to understand and provide critical feedback on the study
- Guide to enable non-CIFOR collaborators to conduct this form of research on their own
- Source of information on research activities conducted at their project sites
- Way for donors to better understand the technical attributes of what they are funding
- Source of information on methods decisions for team members writing scientific reports

CIFOR will analyze REDD implementation practices and disseminate lessons learned to national and global audiences to influence REDD design and implementation at local, national and global levels.<sup>27</sup> The goal is to generate knowledge and practical tools to support efforts to reduce forest emissions in ways that are effective, efficient and equitable, and generate co-benefits such as poverty alleviation and biodiversity conservation. One module within these guidelines is a “women’s questionnaire” to gather comparative data on men’s and women’s livelihoods of men and women and how they change over time; their participation in village decisions; perceptions of changes in wellbeing; and knowledge of and involvement in REDD+.

### ***ICRAF – The World Agroforestry Center***

The mission of the World Agroforestry Centre (ICRAF) is to generate science-based knowledge about the diverse roles that trees play in smallholder agricultural landscapes and to use its research to advance policies and practices that benefit the poor and the environment through poverty alleviation, improved productivity with lower environmental and social costs, and resilience in the face of climate change and other external shocks. Through its regional office in Bogor, Indonesia, ICRAF research in SE Asia focuses on the issues of environmental services in the uplands and forest margins of areas of poverty in the uplands of Vietnam, Thailand, southern China, and Indonesia. It takes this focus because land-use rights in the uplands are linked to

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<sup>26</sup> RECOFTC, September 2010, Digging Deeper: Decoding REDD+

<sup>27</sup> Sunderlin, W.D. et al., 2010. Technical guidelines for research on REDD+ project sites with survey instruments and code book. . CIFOR, Bogor, Indonesia

concerns over the maintenance of watershed functions, and biodiversity values there are extremely high. This research emphasizes agroforestry in multifunctional landscapes to sustain production and enhance watershed management. In South Asia, the Centre will leverage the relatively strong infrastructure of agroforestry research to focus on regionally and internationally relevant methods and solutions that address key issues in environmental resilience.

ICRAF has conducted a study to compare gender-disaggregated profiles and gender analyses of three PES sites in the Philippines to determine the perspectives of women and men on environmental conservation and rewards for environmental services; and elicit issues and implications for integrating gender in the Rewarding Upland Poor for Environmental Services Program (RUPES) policies, plans and activities. The study<sup>28</sup> highlights the four major role dimensions in the lives of forest or watershed communities that must be considered in environmental projects, including RES/PES (Reward/Payment for Environmental Services): productive, reproductive, community and environmental management.

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<sup>28</sup> Chiong-Javier et al., 2010. Gender and Natural Resource Management: Implications for Rewarding Environmental Services in the Philippines. ICRAF.

## **Annex II: Sub-Regional Summary of Women's Forest Use and Roles in Forest Management and Governance**

In the three sub-regions covered by this study (the Mekong Region, Insular South East Asia and South Asia), gender roles in forest management display a similar pattern wherein women perform the majority of work related to the gathering of fuel wood and other non-timber forest products (NTFPs) to meet livelihood needs for medicines, food, animal fodder and bedding materials, while men are more generally engaged in the extraction of timber, resin and other market-oriented products. The primary difference amongst the sub-regions is found in the added reliance on tree fodder for livestock feed in South Asia; there, animals are kept to produce not only meat and milk, but are valued for the dung required to maintain soil fertility on small farms throughout the sub-region, and particularly in the Hindu Kush Himalayan region<sup>29</sup>. Fodder collection is nearly always the work of women and girls, as is the work of fuel wood collection in areas without alternative energy sources, so the gender differentiated roles related to forest management are more pronounced in South Asia than the other sub-regions of this study.

### ***Mekong***

Women's knowledge of forests and strategies for their management are directly related to their extensive use and dependence on forest resources. In Cambodia, over 41% of rural households derive between 20 to 50% of their total livelihood value from forest use (all derived from women's work?), while 15% of households derive more than half of their total livelihoods from forest use and harvesting. Poor rural households, in particular, are known to have high levels of forest dependence, through the extraction, consumption and sale of NTFPs, which may provide a crucial livelihood safety net<sup>30</sup>.

Though no comprehensive set of information about differences in men's and women's use of natural resources is known to exist, women play very important roles in the forestry sector, especially rural women whose lives depend on forest resources for their daily livelihood needs for food, fuel wood, charcoal, and other products that people use to generate income. Most households collect honey, resins and medicinal plants from forests. Firewood collection is mostly done by women, but they are sometimes assisted by men. One study states that 80% of rural women in forest areas are collecting NTFPs for family food and marketing.<sup>31</sup> Women are included in the teams that patrol the forests as part of the OM-REDD project and are thus playing instrumental roles in protecting existing forest biodiversity and monitoring and reporting on illegal logging.

Cambodian women notably lack significant political involvement in Community Forestry Management Committees (CFMCs). Less than 10% of community forestry groups have women's active participation, and less than 5% of women hold positions of authority in a CFMC, demonstrating a high degree of discrepancy between their dependence on forests and their ability

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<sup>29</sup> Gurung, J., 2000. "Women's Management of Mountain Forests" in Price, M. and N. Butt, eds., *Forests in Sustainable Mountain Development: A State of Knowledge Report for 2000*. Oxon, U.K.: CAB International, 2000.

<sup>30</sup> Forest Administration of RGOC, et. al., 2009. *OM-REDD Project Design Document*

<sup>31</sup> Gender Mainstreaming Policy and Strategy for the Forest Sector, 2009



to affect forest management decisions. This also presents a missed opportunity for women to link to the Community Forests and Commune Councils, the form of elected local government wherein women hold 14.3% and 4.3 % of seats, respectively.<sup>32</sup>

As in Cambodia, women in Vietnam are dependent on forest resources such as herbs, NTFPs, fuel wood, bamboo, food, etc. About 70% of women engage in exploiting and processing non-timber products and over 60% engage in afforestation, nursery activities and environmental services<sup>33</sup>. As a result of these experiences, women have extensive and intimate knowledge of forest resources, for example which species are best for firewood (little smoke, high heat quantity for making charcoal). Women also actively participate in some management activities such as patrolling forests and fire management<sup>34</sup>.

The Vietnam Women's Union (VWU) is a mass organization representing all strata of women throughout the country at the local, provincial and national levels. The VWU and the NCFAW share responsibility for implementing the Gender Equality Law but their involvement in the REDD/PES is noticeably absent.

### ***Insular South East Asia***

Women in Indonesia play pivotal roles in forest use and management, through their engagement in numerous activities in forest areas, to collect fuel wood and other NTFPs (including honey, animal fodder, etc.). As women also need to attend to their domestic tasks, much of their work goes on in home gardens, and nearby forest and fallow areas that enable women to combine activities for fulfilling subsistence needs and generating income with child rearing and other domestic chores.

Historically, Aceh women have played strong roles in forest governance and politics at the local level. During the armed conflict between GAM and the GOI, many women took on even bigger roles in agriculture and forest management as many men disappeared or ran away to save their lives. Acehnese women have contributed greatly to sustain their families and communities and have taken responsibilities to manage resources, through farming, collecting fuel wood and managing other forest resources. Nevertheless, their roles in the public spaces have continuously declined due to the introduction of regulations to create homogenous administrative structures at the village level. With the implementation of Sharia Law in 2001, women encountered many more challenges to participate in the decision making processes related to forest management. There are two strong views in Aceh with regards to women's participation in the public spaces: the first view discourages women to take up work that is not considered 'proper' or fit with the idea of femininity; the second view discourages women to work outside the house. However, during our interview with the coordinator of Aceh Green and the head of the REDD Task Force, both provided more encouraging views toward women's participation in REDD+ and forest activities. One of them would like to see a target of 30% women as community forest guards in the future.

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<sup>32</sup> Women's Political Leadership in Climate Change, PACT 2009

<sup>33</sup> Dzung, 2006.

<sup>34</sup> Group discussion with women members of Lam Dong province.

Although the consideration of women's roles in forest management is crucial to ensure good forest governance, women's heavy burden of domestic responsibilities—in addition to socio/cultural factors—have kept them politically and culturally marginalized from participating in decision making structures that affect their access to the very forests they depend on. Women often participate in forestry-related projects but are not involved in the planning and decision making processes. In many community forestry projects in Indonesia, women are significantly involved in numerous activities such as planting, maintenance, replanting trees, harvesting non-timber forest products and marketing the products.<sup>35</sup> However, women's participation and representation in the forest farmers groups (*Kelompok Tani Hutan*), an institution that is usually established in villages located close to forest areas, is nil.

### ***South Asia***

Women and girls in Nepal spend significant amounts of their time in the collection of fuel wood, fodder, leaf compost, NTFPs, and livestock bedding materials, as well as being engaged in controlling grazing on forest lands. In community managed forests, women's activities include pruning and thinning trees, while also raising fodder species, patrolling forests and managing fires.

Men's and women's interests and incentives for environmental resource management differ even within the household in Nepal. Studies indicate that women prefer fuel wood, fodder (including grass) benefits, whereas men prefer timber, fuel wood, and non-timber forest products. Women are concerned about fulfilling daily household consumption needs, which are supplemented by forest products. Men's priorities tend towards the use of the forest for supplementary income<sup>36</sup>.

As in many developing countries, women, as compared to men, work significantly longer hours - sometimes four to five hours per day longer<sup>37</sup>. Collecting fuel wood, water and fodder becomes much more tiring and time consuming in the Mid-hills and the mountain areas due to difficult terrain and poor access to roads, markets and water supplies, thus consuming more of women's time. Women-headed farm households have considerably higher workloads, particularly when men are not available for tasks such as ploughing. Studies indicate varying effects of wealth, caste, age, and position of women at home in relation to women's decision-making at home and in forest management in Nepal.

In Nepal's Community Forests, some 778 CFUGs are women-led and managed<sup>38</sup>. Women make up a significant percentage of the members in mixed male and female CFUGs, but there are generally few in leadership positions and increasingly fewer as one moves from local to regional and national levels. This translates into a dramatic disproportion between opportunities for rural

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<sup>35</sup> Setyowati, A. 2003. Voice of the Voiceless: A Case Study of Community Forestry in Kulon Progo, Indonesia. Paper presented in a World Forestry Congress side event.

<sup>36</sup> Paudel (1999, quoted in Upadhyay 2005)

<sup>37</sup> Azad 1999

<sup>38</sup> <http://www.dof.gov.np/index.php/component/content/article/51-programmes/64-programmes>

women's voices and decision-making roles, and women's existing significant contribution to forest management.

HIMAWANTI is a federation of women-led CFUGS of 32 districts, representing all geographical locations of Nepal. HIMAWANTI works through its women change agents on several topics, ranging from human rights to natural resource management. A large formal body of CFUGs, FECOFUN (Federation of Community Forestry Users, Nepal) has stipulated that 50% of positions within its national and district structures should be for women members, providing appropriate capacity development programs for advocacy. Yet this policy is not fully operational at the local level. FECOFUN's lack of advocacy for women's issues in REDD awareness programs was evident during the R-PP preparation phase and within its own project, the RECOFTC/FECOFUN REDD project.

## **Annex III: Country Level Findings**

### **Mekong Region**

#### **CAMBODIA**

##### *Overview of REDD+*

##### **Context**

Despite having one of Southeast Asia's highest rates of forest cover (59%), an annual deforestation rate of 0.8% is putting Cambodia's forests increasingly at risk. Perhaps the most significant cause of deforestation is land clearance for Economic and Social Land Concession activities, which legally can be as large as 10,000 ha and cover almost 70% of forestlands. These are mainly for agricultural activities (food crops, rubber and oil palm), and forestry plantations such as acacia, which covered 82,425 hectares in 1997. Over the past 15 years, parts of the forests have been cleared by poorly managed forest concessions, economic land concessions, soldiers, migrant settlers, and local communities working for land speculators. Total forest cover continues to decline at the expense of agriculture, which now occupies an additional 20% of Cambodia's land use. The drivers of deforestation are varied and complex, yet government land concessions for agriculture and other activities have been one of the primary drivers of deforestation." Other direct drivers of deforestation include a lack of sustainable or alternative supply of wood and timber, including for wood energy to meet household demand.

The vast majority (81%) of Cambodians live in rural areas with limited opportunities to meet their families' subsistence needs. The most food-insecure groups are those in rural households, the landless (20% of rural households) and the land-poor (25% of rural households). Since food is the largest expense (75%) for poor families, little is left for anything else. This is particularly true for female-headed households that represent up to a quarter of households (23% in rural areas), and 69% of the rural poor.

Rural communities depend on these forests for a wide range of products including food, fodder, fuel-wood, timber, honey, rattan, bamboo, and resin oils, among others. A 1997 study by the World Bank indicated that nearly 78% of Cambodia's population subsisted on less than USD \$2 per day. Most rural families face seasonal food shortages that are often met through forest resources including the consumption of "famine foods" from the woods such as edible leaves, bamboo shoots, tubers, fruits, etc. In addition, during the agricultural off-season, many families engage in NTFP collection.

##### **REDD+**

The Royal Government of Cambodia (RGC) entered the REDD+ arena with progressive REDD+-friendly legislation and a clear interest to support REDD+ projects in 2009. The National Forestry Program (NFP) identified REDD+ as a critical source of sustainable financing for implementation, and prioritized development of national capacity to manage the proposed international REDD+ mechanism, including setting baselines and improving capacity for forest carbon monitoring. Despite a history of documented governance problems in the forestry and land sector, Cambodia has a good track record with site-based conservation and development projects, which are often implemented by government agencies with the support of various international and national NGOs.

The Cambodia REDD+ Roadmap<sup>39</sup> is a national plan for REDD+ Readiness, developed by the inter-ministry REDD+ Taskforce in collaboration with stakeholders through consultations in late 2009 and early 2010. The Taskforce is primarily composed of technical officials, chaired by the MAFF, and includes the Departments of Wildlife and Biodiversity, Forestry and Community Forestry, and Forest Plantation and Private Forest of the FA, the Departments of Climate Change and National Parks of the General Department for Administration of Nature Conservation and Protection (GDANCP) of the Ministry of Environment (MoE) and the Ministry of Land Management, Urban Planning and Construction. The Clinton Climate Initiative and RECOFTC serve as civil society representatives on the REDD+ Taskforce.

The Roadmap will be applied by putting in place the necessary capacity to implement REDD+ at the national level through capacity-building, and the development of new policies and legislation. Only during the third phase of the Cambodian Roadmap would the country start to implement REDD+, which might include fund-based payments and eventual transitions to compliance markets. Completed in late 2010, the Roadmap provides the basis for the UN-REDD National Program Document and Readiness Preparation Proposal (R-PP) by the RGC, approved by the Forest Carbon Partnership Facility (FCCPF) in March 2010.

The RGC has instituted a consultation and participation process with a broad range of stakeholders to build awareness of REDD+ and engage them in the Readiness Plan Proposal development phase, through the Technical Working Group on Forestry and Environment (TWGF&E), the main forum for multi-stakeholder consultation, led by the FA that includes government agencies, development partners, NGOs and civil society. Information sharing and discussion meetings on REDD+ and the Readiness Plan Proposal were held with the informal NGO Working Group, and consultations were held with key representatives from civil society and indigenous peoples. Women were not identified formally as a key stakeholder group by the implementing partners.

### **Safeguards**

Cambodia has an existing framework for environmental and social impact assessment for activities within natural forest areas that forms the basis for REDD+ to identify, avoid and mitigate risk and adverse impacts, and to enhance positive impacts (e.g., sustainability, benefit sharing) to comply with both national and international safeguards, and to identify areas for strengthening that are required within: (i) legal, regulatory, and policy frameworks; (ii) institutions; and (iii) mechanisms for citizen engagement. As the guidelines for the SESA are currently just one page in length, the framework needs further development on how to apply the safeguards identified and management arrangements for their implementation and monitoring. This work will be led by the Consultation and Safeguards Technical Team under the REDD+ Taskforce, with assistance from the UN-REDD team, and will refer to the Climate Community and Biodiversity Alliance (CCBA) standards. However, there are significant constraints to the full implementation of regulations both in terms of technical capacity and the wider enabling environment resulting in weak implementation of existing regulations.

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<sup>39</sup> Cambodia Readiness Plan Proposal on REDD+ (Cambodia REDD+ Roadmap), Version 3.1, 4 October 2010

## **Community Forestry**

The National Forestry Program's strategic priority of most relevance to REDD+ is that of Community Forestry. In 2006, Cambodia's forest sector began to implement a new vision for the forestry sector, following the suspension of all logging concessions by the RGC. Key aspects of these new policies and laws include an explicit recognition of the rights of local communities and the importance of decentralized management of natural resources through Community Forestry agreements and Community Protected Areas (inside Protected Areas under MoE). The NFP sees local management as a key component of efforts to reduce deforestation and forest degradation and sets a national target of 1,000 community forestry groups registered, covering 2 million hectares; CF currently covers 0.7% of the total forested area and includes 3.6% of the population. Community forestry is seen as the principal vehicle for obtaining payments for carbon, through voluntary carbon markets and REDD+. The NFP also identifies the importance of broadening strategies for decentralized forest management beyond community forestry (at village scale in production forest only), to include community conservation forestry (in protection forests), and partnership forestry or community production forestry (at larger scales). In common with other reviews, the NFP recognizes that the short 15-year length of Community Forestry Agreements, lack of local benefits, complexity of community forestry regulations, and uncertainty over royalty rates hinder implementation of community forestry from a local perspective.<sup>40</sup>

## **Oddar Meanchey (OM-REDD) Project**

In December of 2007, the FA introduced the first REDD+ project in Cambodia, the Oddar Meanchey (OM-REDD) project. Although the region held as much as 75% forest cover in 2002, it also was home to the highest rates of deforestation through 2006. The area involves 13 community forest groups in previously established community forest areas, comprising 58 villages and over 67,000 hectares of forest. Developed in collaboration with the Clinton Climate Initiative, Community Forestry International, Terra Global Capital and Pact, the Project is to be submitted under the Voluntary Carbon Standard (VCS) and the CCBA guidelines, to generate an estimated 7.1 million metric tons of carbon offset credits over the 30 year project life to be sold on the voluntary carbon markets.

## **Benefit Distribution System**

Experience from the OM-REDD project is the most relevant for the development of a national REDD Benefit Distribution System (BDS), despite the fact that it operates within the voluntary carbon market and was designed before the existence of extensive REDD procedures and protocols. During the development of the OM-REDD project, NGOs, donors and the head of FA lobbied the Council of Ministers and the Prime Minister to develop legislation to allow FA to manage funds from the project. The resulting decision, Decree 699, stipulates that at least 50% of all revenue generated from REDD projects must go to the community. It further states that revenues from carbon sales will be used to: improve the quality of the forest, maximize the benefits to local communities participating in the project, and to study potential sites for new carbon REDD projects. Decree 669 also serves an important role in reassuring potential carbon

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<sup>40</sup> The Forest Dialogue, Background Paper for REDD-Readiness Field Dialogue in Siem Reap, November 1st-4th, 2010

buyers of the government's commitment to REDD projects, though there remains ambiguity as to whether its scope applies to all future REDD projects, or only the OM-REDD project.

### ***Women's forest use, role in forest management and rights to forest land***

Forests play an important role in meeting the subsistence and income needs of many households. Communities living in the project area are almost entirely dependent upon fuel-wood for their energy needs, and smoke from the burning of fire wood is often used to repel mosquitoes from livestock and living areas. The growth of urban centers and small industry where charcoal is the fuel source of choice, are also stimulating expansion of the charcoal industry. Without the introduction of fuel-efficient stoves and mosquito nets for livestock pens as recommended in the project, it is likely that fuel wood consumption would continue to rise, rather than stabilize.

Recent research indicates that 41% of rural households in Cambodia derive between 20 to 50% of their total livelihood value from forest use, while 15% of households derive more than half of their total livelihoods from forest use and harvesting. Poor rural households, in particular, are known to have high levels of forest dependence, through the extraction, consumption and sale of NTFPs, which may provide a crucial livelihood safety net. While the poor are heavily dependent on forest resources, the potential for forests to continue to generate needed social, economic and environmental services is declining due to the high rate of land-use change to meet food security needs.<sup>41</sup>

Though no comprehensive set of information about differences in men and women's use of natural resources in Cambodia is known to exist, women play very important roles in the forestry sector, especially rural women whose lives depend on forest resources for their daily livelihood needs for food, fuel wood, charcoal, and other products that people use to generate income. Most households collect honey, resins and medicinal plants from the forest. Firewood collection is mostly done by women, but they are sometimes assisted by men. One study states that 80% of rural women in forestry areas are collecting non timber forest products for family food and for marketing.<sup>42</sup> Women are included in the teams that patrol the forests, as part of the OM-REDD project and are thus playing instrumental roles in protecting existing forest biodiversity and monitoring and reporting on illegal logging.

Women in rural Cambodia play key roles as farmers, as do women throughout SE Asia, but their contributions to family labor are undervalued and never included in accounting as work.<sup>43</sup> Most families in the project area control between two to five hectares of rain-fed agricultural land which provides subsistence food for six to nine months a year, and generates some cash income. Families rely on forest foods such as wild tubers, mushrooms, and wild vegetables or purchase rice in the market during the remainder of the year. Chickens, pigs, water buffalo and cattle are also raised and can be sold for cash during emergencies. Off-farm employment pays approximately \$2 to \$2.50/day.

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<sup>41</sup> RGC, 2009. Project Design document

<sup>42</sup> Gender Mainstreaming Policy and Strategy for the Forest Sector, 2009

<sup>43</sup> FAO, Asia's women in agriculture, environment and rural production , <http://www.fao.org/sd/WPdirect/WPre0106.htm>

In Cambodia, 60% of adults are engaged in agricultural production, and 62% of these are women. Women took over traditional roles of men in the farming system, such as plowing, during the war years and this has continued until the present<sup>44</sup>. In addition, women are responsible for marketing the agricultural produce in local markets. The gender division of labor in livestock management is generally quite rigid. Men care for and utilize draught animals, like oxen, cows and buffaloes, while women care for, manage and sell small livestock like pigs, chickens and ducks.<sup>45</sup>

In order to take pressure off further forest clearing for agriculture, the project objectives include providing technical and financial support to local farmers to develop sustainable techniques to increase productivity through the use of organic fertilizers, vermin-culture, and access to improved seed varieties; and assisting communities to develop improved irrigation systems. The PDD states that support will be provided to innovative farmers who are willing to demonstrate new techniques to their neighbors, but few details could be ascertained about agriculture related activities from project reports and the site visit.

### **Rights to Land**

Land is the single most important asset for most Cambodians, as economic and social lives are inexorably tied to the use of natural resources. Assuring land-tenure rights is of utmost importance both to the livelihoods of local populations and the prevention of unregulated and unsustainable land use. Conventional land tenure for forest areas does not always extend to tenure over housing and agricultural lands, and a lack of protection for agricultural lands can lead to families moving deeper into forest areas to clear new patches. In the project areas, local communities do not legally own the forest land on which they settle and use for agriculture, and the land-tenure status is unclear as most of the forest land in Cambodia has not been formally demarcated<sup>46</sup>.

Naturally occurring forest resources (and the carbon stored in them) growing on State Public Land is by definition property of the State. Since almost all forests in Cambodia are naturally grown, the majority of forest carbon in Cambodia is state property. Private forest owners, either individuals or recognized indigenous communities with communal title, have the right to sell their own forest carbon. No specific mention of women's rights to forest land is found, though the policy "legally protects the traditional rights of local communities in the use of forest resources."

The 2002 Forestry Law gives legal rights for communities to manage lands and provides the mechanism for the establishment of community forestry groups, under the jurisdiction of the FA, greatly enhancing their ability to protect and conserve these resources. Without legal reinforcement, maintaining tenure over land against migrants or concessionaries is extremely difficult. The development of forest management plans requires community-wide discussion on how to best manage natural resources, emphasizing the inclusion of all stakeholders. This policy

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<sup>44</sup> Secretariat of State for Women's Affairs. 1995. *Cambodia's Country Report, Women: Key to National Reconstruction*. Phnom Penh.

<sup>45</sup> SAWA. 1995. *Up to the Sky. A Study on Gender Issues in Irrigation in Cambodia, provinces of Takeo and Prey Veng*. Ahlers and Vlaar, The Netherlands.

<sup>46</sup> PDD, 2009



of inclusion cultivates a feeling of resource ownership, motivating sustainable land use practices. The resulting CF Agreements are recognized by the Ministry of Agriculture, Fisheries and Forestry of the RGC and ensure the rights of communities to reside and utilize designated forests. These CF Agreements are automatically renewed for 15 years unless the land is not managed according to the agreement. This law makes no mention of women's roles as stakeholders nor refers to their rights or inclusion in the Community Forest (CF) Agreements that are developed with communities.<sup>47</sup>

Despite a legal structure that exists to manage the nation's forests, land tenure remains an elusive challenge, and disputes are commonplace, particularly as portions of protected areas become reallocated through economic concessions. While community forestry has shown promise since the enactment of the 2002 Forestry Law, it is predicated on the establishment of land title, which has been a frustrating and slow process for communities. When legally registered and approved, however, community forestry – appears to increase local tenure right and reduces the risk that forests will be appropriated by external interests and converted to alternative uses.” While positive effects in some sites have been observed, many sites are still seeking formal recognition and registration.<sup>48</sup>

Women legally have full rights to own and sell private land. However, few rural families have land titles. Female headed households are more vulnerable than male headed households to land grabbing and conflicts, due to having less power to resist. Nevertheless, women's ownership of land is increasing; 46% own land alone, 60% own land jointly (reflecting multiple land titles for some women). Even with their names on land titles, however, many require permission from their husbands to sell or transfer it. Sixty-five percent of the women who own land independently (13% of independent landowners) have total control over selling their land. Women who are older, divorced, separated, or widowed; who live in urban areas; are better-educated; and are paid in cash have greater financial control over the assets they own. Securing land tenure rights for women rural producers needs attention. The land registration system is often difficult for smallholders, especially female-headed households, to use, thus impacting on their abilities to claim and hold onto land.<sup>49</sup>

### ***Women's role in governance structures at various levels***

The RGC has instituted a consultation and participation process with a broad range of stakeholders to build awareness of REDD+ and engage them in the Readiness Plan Proposal development phase, through the TWGF&E, the main forum for multi-stakeholder consultation, led by the FA that includes government agencies, development partners, NGOs and civil society. The CDA and the Buddhist Monk's Association have met repeatedly with local village members (the majority of whom were women) and leaders to discuss community forestry management issues and the guidelines for participating in a carbon project. During these meetings, they signed contracts that provide them with resources to hold a series of additional meetings with all project communities to discuss the procedures and modalities of the REDD+ project including

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<sup>47</sup> Law on Forestry, Royal Government of Cambodia, 2002

<sup>48</sup> The Forest Dialogue Background Report for REDD-Readiness Field Dialogue in Siem Reap, Cambodia, Nov 2010

<sup>49</sup> USAID Cambodia Gender Assessment, 2010

introducing the concept, benefits and risks, as well as exploring the current situation and existing problems that communities are facing. The primary stakeholder input has been essential to the design of the project support activities which will directly build their capacity to protect forests, while generating employment and income to local communities. Special projects funded under the project will reflect community priorities including water resource development, livelihood training and micro-financing, agricultural intensification, and related needs.<sup>50</sup> The degree to which “community priorities” match “women’s priorities,” however, is a matter to be explored through discussions with women’s groups.

While Cambodian women are notably highly dependent on community forests, they lack significant political involvement in Community Forestry Management Committees (CFMCs). Less than 10% of Community Forestry groups have women’s active participation; less than five percent of women hold positions of authority in CFMCs, demonstrating a high degree of discrepancy between their high degree of dependence on forests and their ability to affect forest management decisions. This also presents a missed opportunity for women to link to the Community Forests Councils and Commune Councils, the form of elected local government wherein women hold 14.3% and 4.3% of seats, respectively.<sup>51</sup>

Women’s illiteracy and low levels of education limit their capacities to make informed decisions and to understand laws and regulations. Women in Cambodia have 20% lower literacy rates than men.<sup>52</sup>

In the Community Forestry groups, women are far outnumbered by men. Other community organizations include farmers associations, and producer and savings groups. Farmer associations tend to be more formalized and dominated by men, whereas, producer and savings group members tend to either be all women or include more women than men. The larger number of women in agriculture producer organizations, savings groups and women-led organizations, especially at the community level, are reported to demonstrate women’s leadership opportunities but with no leadership capacity building activities specified, it cannot be assumed that women are demonstrating leadership.<sup>53</sup>

At least one NGO has linked women’s groups to form networks, thereby increasing their power to negotiate prices, arrange transport to markets, set up and run community rice mill cooperatives to increase productivity and earnings, and influence decisions at all levels of government.<sup>54</sup> However, detailed activities of this NGO are not known to the author.

### ***Incorporation of gender in structures, processes and programs of implementing organizations***

Women are still a small minority at all levels of government. There are far fewer women than men in technical line ministries, and there are more men than women who are agricultural

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<sup>50</sup> PDD, 2009

<sup>51</sup> Women’s Political Leadership in Climate Change, PACT 2009

<sup>52</sup> USAID/Cambodia Gender Assessment 2010

<sup>53</sup> USAID Cambodia Gender Assessment, 2010

<sup>54</sup> USAID Cambodia Gender Assessment, 2010

extension agents, and members of land registration teams. As of 2009, data shows that women comprise just 10%, or 134 members of the FA staff. Very few of these women hold management positions (0.5%).<sup>55</sup>

This is largely due to a patronage system that is male-dominated, which, in turn, is grounded within a traditional society that perpetuates assumptions about the proper roles and place for women. It also is a result of inconsistencies in how political parties operate including selection of candidates. Women's educational levels, work experience, and self-confidence affect their entrance into the system and functioning within it. The end result is that women are less likely to be nominated or chosen for positions unless they have close connections with the leadership of the political parties, and many are unable to fully meet their responsibilities as elected officials.

Despite this, a Policy and Strategy on Gender Mainstreaming does exist in the Ministry of Agriculture, Forestry and Fisheries (MAFF) developed in 2006 with the support of DANIDA, DFID and NZ AID, in order to enhance gender equality and equity in the agriculture sector, as well as in all departments and agencies under MAFF. This document provides a thorough Strategic Plan for 2009-2013, comprised of three major objectives with outputs and activities, and clear roles for a Gender Working Group (GWG). This GWG includes six female and one male staff of different divisions of the FA, established in 2009 to prepare a gender action plan, facilitate gender training and advise the FA on gender.<sup>56</sup> However, there is not a single reference to this group in any of the documents on OM-REDD or the Roadmap used for this assessment, pointing again to a lack of a fully institutionalized understanding and commitment to gender equality within REDD+.

### ***Incorporation of gender into REDD+ programs and activities***

There is little evidence that project planners recognize that women and men have differentiated roles and knowledge related to forest management and agriculture, and that women should therefore be recognized as significant stakeholders; hence, there are no targeting of women within REDD or agricultural activities.

The Cambodia Readiness Plan Proposal on REDD+ (better known as the REDD+ Roadmap), as of 4 October 2010, does not address gender issues or recognize women as a significant stakeholder in forest management, as evidenced in its list of "Key Stakeholder Groups engaged through the Roadmap development process," which includes Community Forestry groups, indigenous peoples, and civil society organizations. Communities are mistakenly understood as homogenous entities through biases that result in gender blindness within implementing agencies, neglecting the fact that women and men have different roles and needs.

The Roadmap includes only a single reference to gender issues under *6.7 Design and implementation of a Monitoring System for Other Benefits and Impacts*. This activity is to consider the socio-economic impacts of the REDD+ strategy on local forest-dependent and rural communities on employment, poverty reduction, health, education, gender, and food security and develop a monitoring and evaluation system that includes the collection of baseline data and

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<sup>55</sup> Gender Mainstreaming Policy and Strategy for the Forest Sector, 2009

<sup>56</sup> Gender Mainstreaming Policy and Strategy for the Forest Sector, 2009

regular monitoring of social benefits, considered as ‘\_co-benefits’, in addition to measurement of forest carbon. The Taskforce will develop a strategic environmental and social assessment framework including safeguards relating to local communities and biodiversity. This activity will develop a monitoring plan to measure impacts and benefits of REDD+ implementation based on the safeguards identified. However, the composition of the Taskforce does not include any women’s group, or members of the Ministry of Women’s Affairs. Despite the fact that there is a Gender Working Group of the Forestry Administration, no mention is made of their inclusion in the Roadmap, the Task Force, or within the OM-REDD structures or processes, which demonstrates a significant missed opportunity to incorporate gender into REDD+ in Cambodia.

Within OM-REDD project documents, there are a few statements on the need to secure women’s participation and benefits in order to have a successful project, but generally, these do not demonstrate a systematic incorporation of gender into the project’s planning and implementation processes or describe how women participate or are benefitted from the project<sup>57</sup>. No further details on how to do this are mentioned throughout the project description. This is true even in the case of activities related to reducing fuel wood consumption, that clearly fall within the purview of women. Though improved cook-stoves are intended to relieve the quantity of fuel wood consumed, the PDD does not specify women’s roles in this activity, nor how this Project may affect the workloads of women engaged in this activity.

In the PDD submitted to the CCB standard, however, there are some references to targeted activities for women, in response to the requirements of the Standards,<sup>58</sup> perhaps, which contain several references to the need to assess gender-differentiated impacts of vulnerable groups, including those marginalized by gender.<sup>59</sup>

Cambodia’s Strategic Environment and Social Assessment (SESA), which could be used for this kind of assessment, has similarly not attended to gender issues. The Project has designated the CFMCs as the focal point in the community for ensuring participation, transparency, and conflict resolution through monthly meetings. However, as very few women are playing active roles in the CFMCs, it is likely that women are disadvantaged in negotiations with the CFMCs, NGOs and government agencies. Conflicts that cannot be resolved at the level of the CFMC groups are to be mediated by a mutually agreed upon, neutral third party, as stated in the Community Forestry Agreement. The NGOs and the FA will attempt to resolve conflicts based on the Forestry Laws, and the Community Forestry Agreements.

There is little mention of how women’s knowledge and skills will be enhanced through the OM-REDD project, except to specify that women are to be targeted for training in bookkeeping and management of microfinance groups; there is no evidence that this has as yet taken place. And yet, women of rural Cambodia are known to have low levels of literacy and education.

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<sup>57</sup> Communities and Carbon: Establishing a Community REDD project in Cambodia , PACT, 2009

<sup>58</sup> CCBA Standards

<sup>59</sup> Personal statement of Joanna Durbin, CCBA, Nov. 2010

A key challenge is to overcome institutional barriers to women's participation so as to ensure it at all levels. Collaboration and participation are also constrained by actors who seek to increase their power and financial resources. These groups need targeted capacity building activities and opportunities to militate against the social –cultural structures and barriers that constrain participation of the less powerful groups, such as women.

Due to REDD's inherently complex and technical nature, dealing with profound issues of land use change processes, there is a capacity gap among those with less access to information and knowledge, to understand complexities of laws and regulations. Communities need to be aware of risk that REDD+ can undermine existing forest uses without adequate compensation. There is a need to communicate to women about what they can realistically expect. A woman leader in the OM-REDD project stated that she didn't know the scope of carbon payments, and reported that the community did not have much understanding of how these revenues will be used. However, she stressed that whether or not funds would be available, the community was committed to protecting the forest, understanding it is essential to their lives.

### ***Good Practices***

- Significant numbers of community women participated in the meetings organized by the CDA and the Buddhist Monk's Association who met repeatedly with local village members and leaders to discuss community forestry management issues to discuss the procedures and modalities of the REDD+ project including introducing the concept, benefits and risks, as well as exploring the current situation and existing problems that communities are facing.
- The development of the Policy and Strategy on Gender Mainstreaming in the MAFF in 2006, in order to enhance gender equality and equity in the agriculture sector, as well as in all departments and agencies under MAFF.
- The establishment of the Gender Working Group within the FA, the facilitation of three workshops, and the development of objectives for the Gender Policy and Strategy and Terms of Reference for the GWG demonstrates steps to mainstream gender within the Forest Administration, based on constraints faced by women at all levels of the forestry sector at different institutional levels of the provincial, national and project levels.
- The use of proportional quotas or selection criteria that require that both men and women be chosen are used within water and sanitation user groups (over 40% of these group members are women). The groups have Boards with five members – two of whom must be women; and one man and one woman are trained in maintenance procedures. No such quotas exist within the CF governance structures.
- Women's adoption of fuel-efficient cook-stoves and mosquito nets will positively affect the workloads of women engaged in this activity.
- Communities are to be assisted to establish micro-finance accounts that can receive small grants from carbon income, allowing capital formation to be used for revolving loans for education, health, and small enterprise development. In addition, small grants are to be awarded to farmer-innovators who wish to perform trials of new sustainable and intensive

farming system techniques. The development of non-timber forest product enterprises supplements the income of households that are mainly dependent on subsistence agriculture for food.

## **VIETNAM**

### ***Overview of REDD+***

#### **Context**

With massive transitions from a centrally-planned to market economy, the challenge to Vietnam is to maintain the inextricable link between economic growth and inclusive, pro-poor and gender-responsive social development.<sup>60</sup> The overall poverty rate in Vietnam decreased rapidly during the past decade, from about 58% in 1992/93 to about 19% in 2004<sup>61</sup>. The literacy rate is almost 95% and average life expectancy is 71 years.<sup>62</sup>

Forests are home to over 25 million in Vietnam. Most of the ethnic minority population lives in and around forest areas. Hilly and mountainous regions account for about three quarters of Vietnam's total natural land area. Forests cover about 38.7% of land area, 80% of which is natural forest and 20% of which is plantation forest. The total forest area is categorized into three types, namely: special-use forests, protection forests and production forests. Special-use Forests (2.1 million hectares or 15.7% of total forest area) are used for biodiversity conservation and exist in the form of protected and national parks (32 national parks). Protection Forests (4.7 million hectares or 36.1% of total forest area) serve specific functions such as the protection of ecosystems, including watersheds, coastal areas and the environment. Production Forests (6.2 million hectares or 48.2% of total forest area) are used for timber and wood products for industry and export.

Forest cover has changed dramatically and dynamically over time, especially since the country's reunification in 1975. It decreased from 43% (1943) to 28% (1995) and then increased to 38.7% (MARD, 2008). However, the changes have not been uniform in all regions; the Central Highlands, Central Coasts and the area east of the Southern Region still have high rates of deforestation. Most notable causes of deforestation and degradation are the conversion of forest area to agriculture (industrial crops), unsustainable (illegal) logging, infrastructure development (dams) and forest fires. Root causes are: high population growth, resettlement, poverty, migration, inadequacy of the legal system and a lack of capacity for enforcement.

Vietnam's Constitution mandates that all forest resources (including land, trees, and wildlife) are under the ownership of the People. On behalf of the People, the State manages forest resources and legally entrusts the management of forest to specific groups, who are responsible for overall protection and management of the forest areas allocated to them. The Department of Forestry within the Ministry of Agriculture and Rural Development (MARD) indicates that the Forest Management Board is the largest owner of forests (34%), followed by individual households

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<sup>60</sup> The Socio-Economic Development Plan 2006–10.

<sup>61</sup> Giang and Duong, 2007.

<sup>62</sup> [http://www.unicef.org/infobycountry/vietnam\\_statistics.html](http://www.unicef.org/infobycountry/vietnam_statistics.html)

(24%), state enterprises (16%), communities (1%), the army (2%), others (4%) and those not yet allocated (19%). Therefore, local people are the largest forest tenure group in Vietnam. Forests held under local tenure, either by households or communities, amount to a total of around 3.3 million hectares – over a quarter of the country's total forest area. The unallocated forest, of about 2.6 million hectares, is under the temporary management of communal authorities, but is expected to be partially or wholly allocated to local people. With these numbers, there is no doubt that local people have a vital role to play in forest management; they will be an essential partner in REDD+ implementation.

Although many communities have rights to manage forestland, community forestry is not yet formalized on a large scale. The procedures and institutions required for this have been designed, including village forest regulations, benefit-sharing procedures, community-based law enforcement, and community forest management and protection funds. The experience of several projects has demonstrated that collaboration between state agencies and local people - a key tenet of community forestry - can improve forest management. Experience also shows that local forest resources are often better protected and managed by communities than by State Forest Companies or protected area management boards, despite considerable subsidies and support from the State to the latter in Vietnam.<sup>63</sup>

### **REDD+ Implementation**

Vietnam is one of nine countries identified for 'country programming' under the UN-REDD program, and is one of the first countries to receive approval of 'Readiness Project Identification Note (R-PIN)' under the World Bank's 'Forest Carbon Partnership Facility (FCPF)'. Its REDD 'Readiness Preparation Plan (R-PP)' proposal is currently under review.<sup>64</sup>

Several conducive policies and programs have been developed to support forest development and REDD+, including: Decree 29 (1998) (participation of the local population in decision making to enhance local governance and decentralization); Law on Forest Protection & Development 2004 (emphasizes carbon benefits from the forests); Forest Development Strategy until 2020 (2007) (emphasizes forest environmental services); and Decision 380/QD-TTG of the Prime Minister on PES (carbon sequestration as an environmental service). Likewise, the National Target Program to Respond to Climate Change and MARD's Action Plan Framework<sup>65</sup> were established. The national REDD+ strategy outlines specific activities to support REDD<sup>66</sup>. The Ministry of Natural Resources and Environment (MONRE) is the national focal agency for climate change activities, and MARD leads the REDD+ strategy development, through a Steering Committee for Climate Change Mitigation and Adaptation. REDD+ is one of the key sub-programs of the Sustainable Forest Management Program of MARD.

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<sup>63</sup> RECOFTC, 2010. People, Forests and Climate Change Mitigation: Vietnam: Why REDD + needs local people.

<sup>64</sup> <http://vietnam-redd.org/Web/Default.aspx?tab=newsdetail&zoneid=107&itemid=134&lang=en-US>

<sup>65</sup> Nghia, 2010.

<sup>66</sup> The national REDD+ strategy includes specific activities of afforestation, reference scenario formulation and development of transparent C-stock monitoring/ verification system and data management, design of payment system, wide engagement with stakeholders at a various levels (stakeholder dialogues) and continuous monitoring for improving system performance.

To ensure REDD+ implementation, Vietnam has also set-up coordination amidst multiple donors ensuring sustainable funding mechanisms. It has also established the Ambassadors' Climate Change Forum to avoid overlap and conflict. Numerous national and regional trainings and workshops were conducted to increase awareness and capacity building of all concerned ministries, localities and MARD staff.

Thus, there is immense scope for REDD+ implementation in Vietnam owing to (i) strong political support and laws supporting forest conservation; (ii) alignment of the interests of multiple constituencies, ongoing programs and strategies; (iii) REDD+ principles comply with current PFES 380 Decree; (iv) call for improved forest governance and capacity of the forest administration systems; and (v) the fact that REDD+ is understood as an instrument for co-benefits of emissions reductions and improved biodiversity conservation along with improved local livelihoods.

### **UN-REDD**

The UN-REDD program in Vietnam addresses deforestation and forest degradation through capacity building at national and local levels. UN-REDD has completed its 'Readiness Phase' (2009-2010) and is currently working to build the stakeholder consultation process. The Readiness Phase aims to improve the institutional and technical capacities of national coordination bodies to manage REDD+ initiatives, and to foster communication with communities, seeking consent from them to implement REDD+, while also informing them about possible consequences. With its pilot project in Lam Dong province, the UN-REDD program is already testing REDD+ mechanisms and strengthening capacities at the sub-national level.

During the Readiness Phase, mechanisms for transparent and equitable benefit-sharing systems were identified. UN-REDD's report on benefit-sharing<sup>67</sup> states the need to incorporate a gender perspective, to ensure that the needs of women, who frequently form a marginalized group in the forest sector, are taken into account, stating that REDD+ can act as an impetus to improved gender equality. Payment schemes are to be based on daily wages and result-based payments, evaluated through the monitoring, reporting and verification of carbon stocks. These payments are to be based on the quantity of work, applying the same rate for women and men. For results-based payments, payments will be directed either to communities (as communities in the Highlands prefer) or to households (as in Lam Dong Province), based on communities' decisions and prior consultation.

Several consultations were held with mixed groups of men and women as part of the process of Free, Prior and Informed Consent (FPIC) in two districts of Lam Dong province, namely, Lam Ha and Di Linh, over a period of five months in early 2010. Communication materials were developed, and trainers were trained before holding preparatory meetings in villages where the trainers ('interlocutors') explained the significance of climate change, REDD, and expected UN-REDD activities, and answered various queries of the local community members. This three-phased approach facilitated a feedback loop that resulted in a final national stakeholder consultation that identified the expectations of local communities, the type of communications

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<sup>67</sup> Design of a REDD Compliant Benefit Distribution System for Viet Nam. UN-REDD Programme. January, 2010.



products needed and aspects that needed improvements.<sup>68</sup> However an evaluation of the process reports that no time was allocated for internal discussions within the stakeholder groups before they were asked to vote on whether or not to engage in the UN-REDD program. Also, the information shared was primarily on the benefits of forest protection, not on risks associated with REDD.<sup>69</sup> UN-REDD Vietnam is taking these points into consideration to refine provincial capacity building, forest owner participation in Monitoring, Reporting and Verification (MRV) and forest planning, and to develop options for sustainable management of forests through discursive debates with various stakeholders.

### **Asia Regional Biodiversity Conservation Program (ARBCP)**

The ARBCP project piloted by Winrock and funded by USAID/RDMA uses a ‘payment for forest environmental service’ (PFES) approach to establish a sustainable economic basis for protecting the environment and ecosystems, improving the quality of service provisions (especially ensuring water supply for hydro-power and domestic water supplies), and ecotourism businesses. ARBCP piloting in Lam Dong province has provided the basis for the development of the legal framework for a national policy on PFES by formulating national decrees that identify the reduction of carbon emissions as an environmental service.

The ARBCP project ensured the commune’s participation in forest conservation through prior consultation and information sharing meetings. Prior to piloting, several meetings were held with both men and women, where they were notified about the project and their roles and rights in relation to it. Under the PFES system, land allocation contracts were provided to households, in the name of male members except in the case of female-headed households. Cash payments are transferred from the designated companies of hydropower, tourism, etc., to a Forest Protection fund (FPD) which further distributes cash payments to households based on their involvement in protecting forest land, evaluated on the basis of members’ participation in forest patrolling and fire management activities. FPD is the nation’s first decentralized budget transfer mechanism at the province level. In ARBCP, the FPD staff facilitated consultations on benefit sharing mechanisms and other important aspects of PFES with both men and women.<sup>70</sup>

The initial design of the ARBCP project paid special attention to gender issues by proposing to build programs on differential resource use, roles, opportunities of and impacts on men and women.<sup>71</sup> The project also aimed to provide tailored programs to women by providing training opportunities and improving business skills for income-generation, developing marketing channels for women producers etc. Initial plans also included a sex-disaggregated analysis to ensure that the program benefits both men and women. However, there is little evidence of the implementation of specific activities to address gender disparities during project implementation<sup>72</sup>, with the exception of a project supporting women entrepreneurs to produce

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<sup>68</sup> A workshop titled “FPIC Consultation in Lam Dong – A journey: Looking back and forward” was organised on 30<sup>th</sup> September, 2010 in which the participants were representatives from the collaborating agencies including the Department of Agriculture and Rural Development, Lam Dong Committee for Ethnic Minorities, People’s committees of Di Linh and Lam Ha districts comprising 17 communes and 78 villages.

<sup>69</sup> Truong, Luong Thi, 2010.

<sup>70</sup> Group discussion with women members of Lam Dong province

<sup>71</sup> Program description of the project “Alliance for Mekong Biodiversity Initiatives and Opportunities (AMBIO)”.2005.

<sup>72</sup> Performance Monitoring Plan & Annual Workplan of Asia Regional Biodiversity and Conservation Project.

and market bamboo products. This, however, appears to be outside of the Project's primary objective to set up a PFES system.

At the local level, initial ARBCP pilot activities have reportedly demonstrated tangible outcomes that have improved the livelihoods of the rural poor, including those of ethnic minorities and women-headed households, strengthening their land and resource tenure in the process<sup>73</sup>. The ARBCP has supported a range of alternative livelihood options within the value chains of bamboo and essential oils resulting in increased incomes for 1400 households with over 50% of the revenue generated by women. In addition, the program has trained 600 households in value-added processing and has developed public partnerships with 11 enterprises, including two bamboo furniture companies, to provide market access, technology, finance and employment at the Da Teh district pilot site.

Reported impacts of the ARBCP are as follows: poverty within the communes was reduced by 15%, incidences of encroachment and forest cutting offences were reduced by more than 50%, and the area of land allocated to poor households increased. Due to such significant improvements, PFES has been recognized as an important instrument to promote household livelihoods (improving more than 80% of incomes)<sup>74</sup>. Studies indicate a high share of PFES payments in family income (USD \$15/hectare), with about 45% of families reporting a reduction in poverty<sup>75</sup>. These gains have been evaluated based on perceptions of local and forest staff and field monitoring.<sup>76</sup>

### ***Women's forest use, role in forest management and rights to forest land***

Women are the primary farmers as they do most of the household and agriculture work, performing all tasks except plough and spraying chemicals. Vietnam has over 12 million women farmers, who provide about 52% of the agriculture labor force<sup>77</sup>. From the forests, women collect herbs, NTFPs, fuel wood, bamboo, honey, and food<sup>78</sup>. They also patrol forests and take part in fire management activities<sup>79</sup>. They possess significant knowledge about indigenous plants and their utilities. Women's involvement in agriculture and forestry brings about the most income for livelihood improvement. In Vietnam, about 70% of women engage in collecting, processing and marketing NTFPs; over 60% engage in afforestation, nursery activities and environmental services<sup>80</sup>.

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<sup>73</sup> Performance Monitoring Plan & Annual Workplan of Asia Regional Biodiversity and Conservation Project

<sup>74</sup> Vuong, 2010.

<sup>75</sup> Thanh, 2010.

<sup>76</sup> Socio-economic survey for assessing the Viet Nam Government Pilot policy on payment for environmental services for Lam Dong province.

<sup>77</sup> Gender Analysis report Vietnam, 2006.

<sup>78</sup> Interview Ms. Vu Thi Bich Hop, Executive director, Centre for Sustainable Rural Development, Hanoi, Vietnam ([www.srd.org](http://www.srd.org)).

<sup>79</sup> Group discussion with women members of Lam Dong province.

<sup>80</sup> Dzung, 2006.

Women are believed to be well aware of the importance of forest to the lives of their families. Therefore they see very clearly the importance of sustaining the forest, and will play an important role in REDD+ to assure that forests are managed in a sustainable way<sup>81</sup>.

Women, more often than men, are involved in natural resource utilization. They collect firewood as many as three to four times per week. Work load analyses suggest that in rural Vietnam, women perform six to eight hours of domestic work per day. Men regard domestic work and child rearing as women's responsibility and so provide little assistance with these tasks<sup>82</sup>. In areas where a drinking culture amongst men is prevalent, as in much of the Central Highlands, women bear additional stress to meet their livelihood needs. Domestic violence is not uncommon.

### **Rights to Land**

According to the Land Law of 2003, the Red Book, land tenure certificates (providing rights to commercial forests) can now be signed by both husband and wife. Still, this is not yet common practice<sup>83</sup> and there is little awareness of joint titling to both men and women, even among the government staff<sup>84</sup>. While there is no evidence of discrimination within the policies on joint holding of Land Use Certificates (LUC), the 2004 Vietnam health and living standard survey showed that of all the households with LUCs, 66% have listed only male title holders, 19% have listed female holders, and 15% have listed both husband and wife as joint holders. The Green Book, which provides temporary rights to Protection Forests, positions rights as labor contracts, thus listing the names of those employed, whether they be husband or wife. Thus, both men and women can have access to these rights.<sup>85</sup>

In a meeting of the assessment team with a community within the ARBCP area, it was learned that women receive land tenure certificates only when they are heads of households<sup>86</sup>. Among this group of about 25 ethnic minority women, there was very little awareness of land rights. In general, women's accessibility to credit is limited, which may be in part due to their lack of assets (including land)<sup>87</sup>.

Despite their substantive roles, knowledge, and contributions to agriculture and forest management, women's access to and rights over land are not recognized. Existing practices of forest land allocation to households for tending and management is made in ways that negate women's contributions of labor and knowledge. Women are frequently not aware of land allocation. Despite the fact that women of ethnic minorities are perceived as final decision makers on land, land-related activities and children's issues, men receive the forest contract in

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<sup>81</sup> Interview with Pham Minh Thoa, National Programme Director, UN REDD Viet Nam Programme

<sup>82</sup> Sabharwal and Thien, 2006.

<sup>83</sup> <http://www.un-redd.org/>

<sup>84</sup> Vietnam country gender assessment report 2006

<sup>85</sup> Interview with Pham Minh Thoa, National Programme Director, UN REDD Viet Nam Programme

<sup>86</sup> Group discussion with women members of Lam Dong province.

<sup>87</sup> Vietnam country gender assessment report 2006

their names only. Yet studies indicate that the inclusion of women's names on land use right certificates has encouraged women to be more active in participating in production development, contributed to livelihood stabilization and poverty alleviation in forest areas and contributed to the sustainable forest development process.<sup>88</sup>

### ***Women's role in governance structure at various levels***

At national level, the National Committee for the Advancement of Women (NCFAW) coordinates intra-ministerial programs that affect women. Though 12 % of the heads of national ministries are women, the proportion of women in leadership positions at lower levels of government does not equate to even this level.<sup>89</sup>

The Vietnam Women's Union (VWU) is a mass organization representing all strata of women throughout the country, represented at the grassroots, provincial and national levels. The VWU works for the equality and advancement of women, along with protecting the legitimate legal rights and interests of women. They hold monthly meetings and identify the needs and concerns of women. Based on these needs, the VWU also delivers trainings and services. The VWU has implemented successful micro-credit programs throughout the country. Since the NCFAW and the VWU share responsibility for implementing the Gender Equality Law, they can play crucial roles in coordinating and monitoring gender aspects of REDD+ programs within various institutions operating at different levels, such as the Forest Management Board. Currently none of the REDD or PFES projects, however, work with the NCFAW or VWU, or assign them specific roles, to mainstream gender or address needs of rural women.

Both PFES and UN-REDD have adopted FPIC processes to consult with women. UN-REDD has a mandate to assure the significant participation of women attending the consultative meetings in villages, or to have subsequent meetings with women, in case these meetings are not able to obtain adequate levels of women's participation. During the UN-REDD FPIC process in Lam Dong Province, more than half (51.8%) of the village level meeting participants were women.<sup>90</sup> At these meetings, women were reportedly outspoken and also clear on their assertions about REDD. However, women's presence and influence is almost negligible at the higher district and national levels.

A national NGO, the Center for Sustainable Rural Development (SRD) proactively works on ensuring grassroots democracy, livelihoods and gender equity.<sup>91</sup> SRD's Community Livelihoods Clubs (CLCs) are community-based organizations piloted in six districts in Phu Tho province to improve poor farmers' livelihoods and increase their participation in decision making. Clubs develop and implement Livelihood Improvement Plans, including demonstration plots and training for livelihood activities. Two-thirds of Club leaders are women. Club Management Board members are trained in community organization, financial planning and marketing, among other topics. The Clubs have demonstrated improved performances in forest management and

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<sup>88</sup> Dzung, 2006.

<sup>89</sup> <http://asiafoundation.org/pdf/viet.women.pdf>

<sup>90</sup> Dr. Lam Ngoc Tuan Tuan, Consultant to REDD FPIC process in Vietnam, personal communication

<sup>91</sup> See the Center for Sustainable Rural Development, [www.srd.vn](http://www.srd.vn), for details.

equitable benefit sharing. Most poor members have increased their income from agricultural activities. These positive outcomes have resulted in the local governing authority, the Commune People's Committee (CPC), inviting Club leaders to participate in Committee meetings. Such linkages between community organizations and local governing authoritative units are instrumental to building accountability structures that bring about responsive solutions from state authorities.<sup>92</sup>

CLCs are able and existing institutions that can facilitate the preparation of inputs from the local level to feed into working groups focused on designing and implementing a national REDD+ system. The CLC model has been well received by government officials at the provincial level<sup>93</sup> and can provide alternative and innovative modes of governance to implement a gender equitable, pro-poor, pro-women REDD+ program.

***Incorporation of gender in structures, processes and programs of implementing organizations***

Within the agencies responsible for implementing PFES and REDD+, biases are prevalent in both men and women's thinking and behaviour that contribute to gender discrimination.<sup>94</sup> Male staff frequently occupy more dominant positions and female staff are often disadvantaged in gaining access to and managing resources, particularly in forest sector institutions. In forest state agencies, there is a marked shortage of staff with capabilities and knowledge of how to integrate gender in forestry activities. At the community level, farmers' associations, for example, are reported to be dominated by men.<sup>95</sup>

Agricultural extension training is geared towards men and mostly attended by men only.<sup>96</sup> The language used in training is Vietnamese, which is a disadvantage for women in many ethnic minority groups, as unlike the men from these groups, women generally do not speak Vietnamese. With growing interaction with state officials and the market penetration, the need to use the Vietnamese language is becoming more ubiquitous, further marginalizing women of minority communities. Due to their lack of free time, low literacy rates, language barriers, and low levels of confidence, women often are excluded from decision making.<sup>97</sup>

Women's roles and contributions in forestry are little understood, even by the implementing organizations at district level. As a result, program designers have failed to see the importance of mobilizing women in forest management and protection. Most of the officials at the district level hold the opinion that women's work is limited to household and child-rearing, while men do substantive forest related work, including patrolling. When asked about future scenarios of FES, they said that women may do nursery management ("easy jobs") and men may do plantation

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<sup>92</sup> Interview with Ms. Vu Thi Bich Hop.

<sup>93</sup> SRD, 2008

<sup>94</sup> Dzung, 2006

<sup>95</sup> Interview with Pham Minh Thoa, National Programme Director, UN REDD Viet Nam Programme

<sup>96</sup> Interview with Dang Thuy Nga, Regional Economist, WINROCK International Vietnam.

<sup>97</sup> Interview with Ms. Vu Thi Bich Hop

work (~~hard~~ jobs”). This opinion was belied by the fact that women substantially contribute to forest patrolling and fire management work.<sup>98</sup>

Within the Department of Agriculture and Rural Development (DARD) in Dalat Province, the Team discovered the existence of a female staff member tasked with looking after gender issues (who was invited to the meeting only after we asked a question of the men, if there were any staff with gender responsibilities). This woman, one of the women who comprise just ten percent of DARD’s staff, wished for a budget and more staff to accomplish this work. She reported that to integrate gender equality, Lam Dong province has a planning body for the development of women, though it is not clear how DARD links directly to this body. Activities mentioned included only those related to the celebration of International Women’s Day.

The lack of considering gender as critical to project success and sustainability is prevalent in PFES and REDD+ projects. Responses to the team’s interview question on the degree to which gender is integrated into the Project, some Project staff answered that as project objectives, such as establishing payment systems, can be achieved without attending to gender issues, they had not considered gender to be significant. The technical aspects of the project merit project staff’s attention but social issues like those of gender do not.

Even when gender is incorporated into the project design, a lack of proper monitoring (through project reports, mid-term evaluations, shadow reporting, etc.) fails to ensure that the design is translated into practice. Several interviewees held the opinion that strict mandates from donors or project leaders could have resulted in these agencies attending to gender issues, both in project design and delivery.<sup>99</sup> The existing practice, however, lacks the enforcement of any such policy or mandate.

### ***Incorporation of gender in activities of current REDD+ programs***

In the existing projects, gender issues have either not been considered, or even if considered, have not been implemented through specific measures. While there have been some initiatives to incorporate gender into project design, e.g. UN-REDD, the observations of the study team are that project implementation has not supported gender-specific activities. Unlike Indigenous Peoples, whose rights are supported by the United Nations’ Declaration on the Rights of Indigenous People (UNDRIP) and the Indigenous and Tribal Peoples Convention C169 (ILO 169), the rights of women are not protected by policies or international laws or conventions that are understood to pertain to REDD+ and PES projects. This runs the risk of REDD+ bypassing women’s rights that are granted by CEDAW and other international agreements.

Despite having gender-specific strategies and programs in its initial design, the team did not find evidence that such activities have been implemented sufficiently within the ARBCP project. The ARBCP project indicates that what began as a gender-friendly project design was whittled down to devising payment schemes with the proper identification of buyers and sellers. Indeed, women in ARBCP projects seemed satisfied with benefits received from the payment schemes and appreciated the program, but lack a clear idea on the costs and risks associated with the

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<sup>98</sup> Group discussion with women group in Lam Dong Province

<sup>99</sup> Interview with Dang Thuy Nga, Ms. Vu Thi Bich Hop

expansion of such programs. Women's time-consuming conservation efforts are not recognised nor apparently valued by either the community women or the project staff. This bears consideration when REDD+ activities include carbon monitoring activities, which may require more technical knowledge and time than women in remote communities must contribute, if they are to be involved and share in the payments for this work.

The UN-REDD Programme in Vietnam states it aims to integrate women in the operation of the National REDD Programme and the planning and implementation of the activities at the commune and village level. It mentions, in particular, that the benefit distribution system will incorporate a gender perspective to ensure that the needs of women, who frequently form a marginalized group in the forest sector, are taken into account, with the aim that REDD+ can act as an impetus to enhance gender equality. Thus, payment systems for households and communities should include safeguards to ensure gender equity. Their view is that strategies to close the gender gap must not take the perspective that women are unfortunate victims of climate change, but instead view women as potentially powerful agents of change.<sup>100</sup>

UN-REDD aims to use (in the second phase) FPIC as an instrument to obtain women's opinions about all REDD+ dimensions, ranging from benefit-sharing to carbon monitoring.<sup>101</sup> UN-REDD has already ensured women's participation (51.6%) during the readiness phase as well as through initial awareness programs. It has identified the role of mass organizations such as the Farmers' Association, VWU and Youth Union in REDD+ monitoring at sub-national and provincial levels, as these have branches that reach down to the commune/village level.<sup>102</sup> Yet, UN-REDD has not referred to CEDAW as one such binding treaty that can be used to safeguard women's rights. In fact, during the interview with the UN-REDD team in Bangkok, staff remarked that the inclusion of CEDAW was something they had not considered, but would now include in the guidelines they are preparing,<sup>103</sup> to ensure that benefits made to households and communities should include safeguards for gender equality.

UN-REDD's statement to ensure women's active involvement is noteworthy, but also needed is to address women's concerns during the second phase of stakeholder consultation. The Benefit Distribution System report suggests the identification of women's groups as stakeholders and the involvement of these groups in carbon monitoring at local levels. With UN-REDD's plan to use FPIC to address stakeholders' concerns in all aspects of REDD+ (ranging from pre-orientation to carbon monitoring), women's considerations into the project are likely to be considered. Yet the challenge ahead lies in how far UN-REDD actually applies safeguards to address gender issues in REDD+ projects and how able it is to ensure legitimate spaces to women stakeholders to speak out on their roles, rights, contributions and commitments. Since UN-REDD is in its initial phases of stakeholder consultations, it still has opportunities to legitimize women as key stakeholders by revising plans and mechanisms.

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<sup>100</sup> <http://vietnam-redd.org>

<sup>101</sup> Interview with UN-REDD, Bangkok, Thailand.

<sup>102</sup> Design of a REDD Compliant Benefit Distribution System for Viet Nam. UN-REDD Programme. 2010

<sup>103</sup> Interview with UN-REDD, Bangkok, Thailand

With REDD+ in place, there are chances that projects will tend to treat gender as merely related to the delivery of services/benefits, and miss focusing on capacity development, which is crucial to sustain the generated gains after the project termination. This was seen in the ARBCP project that included gender components in the project design, but understood gender integration as the delivery of services to women, e.g. bamboo handicrafts, etc. More often, projects assume household benefits automatically reach women and lead to women's empowerment. As such, the project plan does disaggregate data based on numbers of men and women, numbers of women with access to services, etc., but does not provide details on how to ensure women's access and influence in design and monitoring of the service delivery of the projects.<sup>104</sup> Likewise, the project's success is often based on evaluations of monetary incomes to families, lacking an assessment of the costs of women's participation in these activities such as those of their workloads. Further, measures to enhance women's capacities to offset their opportunity costs rarely falls under program activities.

In the current projects and programs, there is no mention about how REDD+ financing mechanisms will affect women's livelihood needs from the forest (such as for fuel wood or mulch) or agriculture resources. Also, these projects lack tailor-made approaches (as those of SRD) that could empower women through recognition, capacity-building and leadership opportunities. There is no indication that gender-specific indicators have been designed or used within these initiatives.

Thus, gender inequality is inherent to REDD programs, and therefore requires explicit mechanisms to address it. Even gender-friendly project designs run the risk of improper implementation through lax oversight and monitoring procedures. Transformative policies and approaches are needed, to bring about shifts in perceptions from viewing gender inequality as an unalterable condition to one that merits attention at all levels.

### ***Good Practices***

- Community clubs that are of mixed men and women are effective platforms to use and strengthen women's leadership at the community level. They are formed around interests and are open to all members of communities. Programs tailored to women's needs (for awareness, leadership skills, negotiation skills, etc.) such as those of the Center for Sustainable Development (SRD) have made women confident and vocal while attending public forums.
- These clubs also include young men as gender facilitators to tackle gender discrimination, breaking down the widespread notion that attending to gender inequality is the work of women only. Male gender trainers can most easily convince other men of the need for change.
- The Vietnam Women's Union, with branches that range from national to commune levels, provides an umbrella organization to bring grassroots' women's voices to national level decision-making fora. The VWU can enforce political commitment through mass organization at province and district levels, whereas at the commune level, the Union can respond directly to community clubs' concerns and needs. Such vertical and horizontal

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<sup>104</sup> Interview with David Bonnardeaux, Deputy Chief of Party, ARBCP



linkages of groups, often in the form of women's federations,<sup>105</sup> can act as an influential force to mainstream gender issues into a nation's policies and programs.

- Capacity building on REDD and climate change is conducted by SRD through the delivery of trainings/workshops for Vietnamese NGOs through a 'Training of Trainers (TOT) approach'. The REDD TOT includes five elements running in a 15 day course (each module is three days), covering:
  - General introduction to climate change
  - Climate change adaptation
  - Climate change mitigation
  - Gender mainstreaming into REDD programs
  - Mainstreaming climate change into social livelihoods

This training is run every month and maintains a website and database. SRD can be tapped to provide capacity building for gender mainstreaming in REDD implementing organizations, most notably to FMB staff who work in close cooperation with local people.

- Both PFES and UN-REDD programs have extensively used FPIC, with women from ethnic minorities. FPIC has been extensively used with local communities, including women, resulting in enhanced awareness about the nature of and benefits from programs as well as enhanced ownership to forest protection. The use of FPIC with communities other than those of ethnic minorities, and in relation to other aspects of REDD+, such as participatory monitoring, performance evaluation, benefit-sharing mechanisms, and MRV can thus enhance women's understanding and commitment to REDD programs.
- The Forest Management Board (FMB) works closely with local communities, including women in relation to REDD projects. Due to the regular visits by staff of the FMB, women do not shy away from discussing issues with them. This was evidenced during the team's interview with the women's group<sup>106</sup>, attended by FMB staff, wherein women were discussing and sharing ideas freely with them. With the existing rapport and intervention of women-friendly measures such as women staff in FMB, gender-awareness training to FMB staff, integrating specific roles of VWU into FMB, etc. FMB can be well-positioned to capture and address women's issues in REDD+ programs.
- Vietnam has ratified CEDAW and a Gender Equality Law and has separate institutions (such as the NCFW and VWU) working on women's issues. CEDAW should therefore be referenced in safeguards and standards developed for the REDD framework, including those for the FPIC. The NCFW can monitor the use of gender considerations into project design and delivery, with regular monitoring and enforcement mechanisms, reported back to improve the existing inadequacies.

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<sup>105</sup> e.g. Nepal, see more on HIMAWANTI at [www.womenact.org.np/members/85/Himalayan\\_Grassroots\\_Women's\\_Natural\\_Resources\\_Management\\_Association\(HIMAWANTI\).html](http://www.womenact.org.np/members/85/Himalayan_Grassroots_Women's_Natural_Resources_Management_Association(HIMAWANTI).html)

<sup>106</sup> Group discussion with women in Lam Dong Province

## Insular Southeast Asia

### INDONESIA

#### *Overview of REDD+*

##### **Context**

Indonesia's forest areas cover 187.8 million hectares (71% from total area) and are among the most diverse and valuable in the world.<sup>107</sup> Forest resources have not only fueled the country's economic development but also contributed to rural poor communities' livelihood needs. In the last two decades, Indonesia's forests are in crisis because of major drivers that include rampant illegal logging, unsustainable logging, the palm oil plantation boom, and an unsustainable pulp and paper industry.<sup>108</sup> The implementation of decentralization policies in 2001 has complicated forest governance issues. Unclear delegation of authorities between different levels of government and lack of accountability has further increased the deforestation rate from 1 million hectare per year in the mid-1990s to 1.87 million hectares per year during 2000-2005.<sup>109</sup>

Of the 240 million people in Indonesia, around 100 million poor people live in rural areas, depending on climate-sensitive sectors such as agriculture and forestry for their livelihoods. The Ministry of Forestry (MoF) states that 30 million people depend directly on the forestry sectors, and more than 16 million people live in the country's 15 largest watersheds.<sup>110</sup> Female headed households comprise 13.6 % of the population; these women have limited capacities to cope with the impacts of climate change while caring for their families. In addition, 40 % of households in the country are food insecure and earn below USD \$2 per day.<sup>111</sup> Thus, access to forest resources remains necessary for the poor rural communities to fulfill their subsistence needs. Numerous forest products such as firewood, honey, animal fodder, medicinal plants, and food are gathered for livelihood purposes.

In the last several years, community forestry initiatives have gained increasing support not only from civil society groups but also the Government of Indonesia (GoI). The GoI has issued a number of regulations that allow communities to be engaged in forest management. Indonesian Forestry Law No.41/1999 describes some mechanisms that allow communities' participation in the forest management that include: privately owned forest (*hutan hak*), customary forest (*hutan adat*), community forestry (*hutan kemasyarakatan/Hkm*) and village forest (*hutan desa*). These mechanisms can be implemented in the forest areas that have protection status (*hutan lindung*), production forest and severely degraded areas for forest plantations. In early 2010, the Forestry Department designated 130,000 hectares of forest area for community forestry, village forest,

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<sup>107</sup> BAPPENAS dan Departemen Kehutanan. 2010. *Strategi Nasional REDD+ (Revisi Draft 28 November, 2010)*. Jakarta: Bappenas dan Dephut.

<sup>108</sup> IFCA. 2008. *Reducing Emission from Deforestation and Forest Degradation in Indonesia (REDDI): REDD Methodology and Summary for Policy Makers in Indonesia*. Jakarta: Forestry Department

<sup>109</sup> Ibid (n5). Indonesia's annual deforestation rate is 1.1 million hectares per year with 0.626 million hectares resulted from logging activities.

<sup>110</sup> FWI/GFC, 2002. *State of Forest: Indonesia*. Bogor: FWI.

<sup>111</sup> FAO, 2007. *Fact Sheet Indonesia: Women in Agriculture, Environment and Rural Production*. retrieved on November 29, 2010 from <ftp://ftp.fao.org/docrep/fao/007/ad520e/ad520e00.pdf>

and community plantation forest (HTR) through small scale pilot projects implemented in different islands in Indonesia. It is very important to scale up these initiatives and fit them into REDD+ projects in Indonesia, as many pilot projects have successfully conserved forest areas while at the same time improved local livelihoods.

### **REDD+**

Indonesia is considered one of the most important countries in the development of REDD+ policy and projects. It is the third biggest carbon emitter in the world due its emissions from deforestation and degradation. In this regard, the GoI has committed to reduce GHG emission by 26% by 2020 with the country's own funding, 14% of which will be borne from activities to reduce deforestation and forest degradation as well as to improve sustainable forest management.<sup>112</sup> With additional support from multilateral funding and other agencies, the government has committed to reduce GHG emission by 41%.

A comprehensive study has been conducted by the Forestry Department and Indonesian Forest Climate Alliance (IFCA) in 2007 to lay the groundwork for the Readiness Preparation Plan (R-PP). The study analyzes available data on carbon stocks and land use, examines the driving forces of deforestation and forest degradation, prioritizes actions to address them, explores mechanisms for engaging with the carbon markets and managing the payment for REDD+, and explores opportunities for actions within the current legal and policy frameworks. Indonesia is the first country to have submitted an R-Plan in May 2009. It obtained USD \$5.6 million from UN-REDD, USD \$3.6 million from FCPF, and USD \$1 billion from the REDD Partnership with Norway.

Based on the MoF and IFCA's study, the government has issued three regulations to support REDD implementation:

- a. Ministry regulation on REDD demonstration activities (Permenhut No. 68/Menhut-II/2008);
- b. Guidelines for REDD (Permenhut No. 30/Menhut-II/2009);
- c. Permit procedures for Carbon Sequestration and Carbon Sinks (Permenhut No. 36/Menhut-II/2009)

To support REDD+ policy and project development, the GoI has established a National Council on Climate Change and National REDD task force. The country has also established REDD working groups in several provinces and districts. Initially, the national REDD Task Force was chaired and coordinated by the MoF. However, after the signing of a Letter of Intent with the Norwegian government in 2010, a new national REDD task force has been established and placed in the Presidential office to give it more power to make inter-departmental coordination effective. The Task Force is chaired by the head of Presidential Work Unit for Development Monitoring and Control (UKP4). Its members consist of high ranking officials from relevant departments and the head of the National Climate Change Board. The Task Force's duties include assessing REDD+ institutional arrangements and overseeing national readiness activities. Under the GoI and Norway partnership, the GoI plans to establish an Indonesian REDD+

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<sup>112</sup> Ibid (n5). Interview with MoF staff for REDD task force (November ??, 2010)

agency, develop a comprehensive national REDD+ strategy, implement an interim funding instrument, develop a monitoring, reporting and verification (MRV) framework, and select a pilot province.

Indonesia's National Planning Agency (Bappenas) and MoF have also developed a draft National REDD+ Strategy, made accessible to the public through a website to obtain inputs from a wide audience. This Strategy provides guidelines for developing and implementing REDD+ projects for relevant ministries, government agencies and other stakeholders. The document consists of an identification of drivers of deforestation and forest degradation and formulation of national strategies to address these issues in order to reduce carbon emissions, improve carbon stock through forest conservation, sustainable forest management, ecosystem restoration and other activities to improve the productivity of natural and plantation forests. The strategies proposed in the draft include: 1) Improving sustainable land use to reduce deforestation while at the same time sustaining national economic growth; 2) enhancing control and monitoring; 3) improving the effectiveness of forest management; 4) improving multi stakeholders' participation in reducing GHG emission, particularly local and forest dependent communities; 5) policy reforms and law enforcement. Capacity building for decision makers and other stakeholders, particularly local communities, is considered pivotal to make these strategies successful.

### **Stakeholder Consultation**

The GoI has provided spaces for numerous stakeholders to engage in the consultation meetings during the IFCA comprehensive study for R-PP and the development of a national REDD+ strategy. In the development of a national REDD+ strategy, the consultation process was coordinated by Bappenas and MoF under the REDD Task Force. The public consultations mainly focus on getting inputs for the draft of the National REDD+ strategy and selecting the site of a REDD+ pilot project for the REDD+ Partnership. Local communities' participation in the national REDD+ development has mainly focused on the engagement of civil society representations in the consultation workshops that are carried out in cities.

It is important to note that the degree to which local communities can have meaningful participation in REDD+ activities will depend on accurate information they have about REDD+: what it is about, what their participation will be and what costs and benefits they might incur from their engagement. Free, Prior and Informed Consent (FPIC) is a must throughout all phases of REDD+ project development and implementation.<sup>113</sup> However, the complexity of REDD+ frameworks and the highly technical language used in the consultations have rendered meaningful participation by representatives of marginalized groups impossible. A lack of understanding about the REDD+ framework, its benefits and risks have been a major barrier for their effective participation. Based on our review on the National REDD+ strategy document and Ulu Masen PPD and our interviews with government officials,<sup>114</sup> women are not considered

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<sup>113</sup> UN REDD, 2010. UN REDD hosts FPIC workshop in Vietnam. *UN-REDD newsletter no.10 (July 2010)*. Accessed from [http://www.un-redd.org/Newsletter10/UNREDD\\_FPIC\\_Workshop/tabid/4860/language/en-US/Default.aspx](http://www.un-redd.org/Newsletter10/UNREDD_FPIC_Workshop/tabid/4860/language/en-US/Default.aspx)

<sup>114</sup> Interview with MoF representatives (November 23, 2010) and Aceh Government representatives (November 22, 2010). While they admitted that there had been limited engagement of women in the decision making processes of REDD policy and project development, they informed that our interviews made them realized that women, indeed, were important stakeholders to be involved in the processes. They welcomed recommendations on how women engagement could be possible.

a pivotal stakeholder group to be engaged in the consultation process of REDD+ policies and projects. This has led to a lack of incorporation of women’s concerns and voices in the draft REDD+ National Strategy.

### Benefit Distribution Mechanism

While in REDD project implementation benefit sharing mechanisms might vary from one project to another, the benefit sharing is regulated at the national level based on the forestland category (Table 1), per the MoF Regulation No.36/2009. In determining the benefit sharing mechanisms, the government did not undertake public consultations. Some government officials argue that the mechanism is not yet final.<sup>115</sup> However, by making the mechanism a regulation, it has made the mechanism into *de jure* rule and closed the opportunities for other stakeholders to provide inputs.

**Table 2. Benefit Distribution from REDD project<sup>116</sup>**

Distribution rights	Distribution		
	Government	Community	REDD Program Developer
Community owned Forest (Hutan Rakyat)	10 %	70 %	20 %
Customary Forest (Hutan Adat)	10 %	70 %	20 %
Plantation Forest (Hutan Tanaman)	20 %	20 %	60 %
Village Forest (Hutan Desa)	20 %	50 %	30 %
Social Forestry (Hutan Kemasyarakatan – HKm)	20 %	50 %	30 %
Logging Concession (IUPHHK-HA)	20 %	20 %	60 %

### Safeguards

Supported by the FCPF, the GoI has developed a fairly comprehensive TOR for Strategic Environmental and Social Assessment (SESA) validation.<sup>117</sup> It comprises two components: Strategic Assessment (SA) and the Environmental and Social Management Framework (ESMF). The SESA will be implemented by *Dewan Kehutanan Nasional* (DKN – National Forestry Board), an independent body consisting of government and non-government organization representatives that focus its attention on forestry policies and analysis. The goals of SESA include: 1) identifying institutional arrangements and governance that are crucial for the implementation of REDD+ readiness strategy; 2) identifying the social and environmental risks of REDD+ strategies and policies; and 3) proposing possible mitigation option.<sup>118</sup>

SESA is expected to provide two outputs: *first*, providing recommendations to identify and minimize potential risks that might result from the implementation of REDD+ policy; *second*, identifying potential benefits of both social and environmental impacts that might incur from the REDD+ policy. The existing legal frameworks relevant to the SESA in Indonesia that ensure the protection of indigenous and women’s rights include: the ratification of convention of

<sup>115</sup> Steni. B. 2010. *REDD in Indonesia: Forestry Policy and Indigenous Rights*. Jakarta: HUMA. the table is adopted from MoF regulation

<sup>116</sup> Ibid.

<sup>117</sup> SESA TOR as of July, 2010. Retrieved on Dec 9, 2010 from [http://www.dephut.go.id/files/TORSESA-Indonesia\\_25Juni2010.pdf](http://www.dephut.go.id/files/TORSESA-Indonesia_25Juni2010.pdf).

<sup>118</sup> Ibid.

biodiversity (CBD), ratification of CEDAW in 1984 and Law no.14 of 2008 on Public Information Transparency.

### **Ulu Masen REDD Project**

Currently, there are at least 25 REDD+ demonstration activities, ten of which were approved by the Forestry Department in 2009.<sup>119</sup> These demonstration activities are being financed through different schemes: bilateral cooperation (such as Norway and Australia), UN-REDD, and voluntary carbon markets. The Ulu Masen REDD project - the first REDD project developed in Indonesia<sup>120</sup> - was developed by the Aceh provincial government in collaboration with Flora and Fauna International (FFI) and Carbon Conservation (CC). It aims to make carbon financing a means to improve community livelihoods and provide incentives to protect forests. The project is expected to avoid over 3 million tons of carbon emissions per year and contribute up to USD \$432 million toward sustainable economic and social development over the next 30 years.<sup>121</sup> It covers 750,000 hectares of forest area spread over six districts. Communities adjacent to forest areas encompass approximately 130,000 rural Acehnese. To create enabling conditions for the project, the provincial government has stipulated a moratorium on logging in 2007 and re-zoned the whole forest areas in the province based on sustainable development principles. The provincial government has also hired around 2,000 forest rangers, mostly former GAM (*Gerakan Aceh Merdeka*/Aceh Free Movement) combatants, to ensure that residents comply with the rules governing different zones.

The Project Design Document (PDD) has been validated based on the Climate, Community and Biodiversity Alliance (CCBA) standards. Although the PDD completed all 15 mandatory criteria, the project was granted silver rating due to methodological weakness in calculating intact and disturbed forest, unclear strategies to mitigate community level risks and lack of relevant laws included in the project consideration.<sup>122</sup> The report also found the project did not explain clearly the processes and efforts taken to engage indigenous and local communities living around or in the area. The PDD also does not elaborate the complexities, uncertainties and potential risk regarding the unclear land tenure. The PDD responded that the communities can benefit from the project through:

- a. Getting secure land tenure and forest access;
- b. Being involved in the consultations to develop equitable and transparent mechanism for benefit sharing;
- c. Getting just and equitable benefit sharing from the project;
- d. Getting supports for developing community forest management, agroforestry and reforestation and other livelihood initiative;
- e. Capacity building activities.

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<sup>119</sup> Madeira, EM. 2009. *REDD in Design: Assessment of Planned First Generation Activities in Indonesia*. Washington DC: RFF.

<sup>120</sup> Clarke, R.A. 2010. Moving the REDD Debates from Theory to Practice: Lessons Learned from the Ulu Masen Project. *Law Environment and Development Journal*. 6 (1).

<sup>121</sup> PDD, 2008

<sup>122</sup> Gene, E. and Aliadi, A. 2009. *The Ulu Masen Demonstration Activity: Challenges at the Policy and Implementation Level*.

For the purpose of this assessment, the team visited a project site that was initially a site of a USAID funded project for watershed management (Environmental Services Program/ESP). In this area, six different communities have collaborated to establish FORSAKA, a forum for protecting watershed area of Sayeung Kalok River. The site where FORSAKA works is also part of Ulu Masen REDD project and the forum will also feed into the REDD+ project implementation. The main incentive for the local communities to protect the watershed areas is to gain access to clean water. The forum has established a long term plan to protect the watershed area, and has implemented numerous activities, such as nursery establishment, reforestation, and organic composting, among others. The forum also developed a mechanism for clean water distribution (including taking fees from the villagers to finance water management); it also obtained small funds from different sources such as district water company (PDAM) to partially implement the village development plan. All six *mukim*<sup>123</sup> that become forum members will be the project's targeted beneficiaries. Although women actively participate in forum activities such as producing organic compost and nursery work, no women hold a formal position in the forum structure or have become a forum member. From the interview, women seemed to not clearly comprehend the forum and its goals as they have never been involved in the forum's decision making processes.

### **Stakeholder Consultation**

The processes of Ulu Masen REDD project development involved minimal consultation with local communities. Most of the consultation processes were conducted at the district level inviting one or two representatives from every *mukim*. Despite involvement of these representatives, most of the local community members interviewed by the team did not have thorough information about the project including its risks and benefits. This is dismaying as the Ulu Masen project has been in existence since 2008. The Aceh government and FFI representatives argued that they needed to carefully inform local communities about the project scheme to avoid expectations from the local communities of getting fast cash.<sup>124</sup> However, they paid more serious attention to FPIC process in preparing the project proposal for the project verification purposes. They plan to conduct a series of public consultations in 71 *mukim* surrounding the forest areas. Communities will be given information about the REDD project's benefits and risks and opportunities to decide whether they will participate (or not) in the project. They will also accommodate the possibility of withholding consent, as per the FPIC principles.

### **Benefit Sharing Mechanism**

The mechanism for benefit sharing of Ulu Masen REDD project is still being negotiated by project proponents that include the Aceh Government and Carbon Conservation. In the Sales and Marketing agreement signed in 2008 by Aceh Government and Carbon Conservation, 70 % of the credits from the Ulu Masen REDD will be sold, whilst the remaining 30 % will be set aside as a Risk Management Buffer.<sup>125</sup> The sale of these credits will be managed by a collection

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<sup>123</sup> *Mukim* are sometimes known as *kemukiman*. They consist of a number of communities or villages with a common ethnic and cultural background under the leadership of the *imeum mukim*

<sup>124</sup> Interviews with Aceh provincial government and FFI representatives (November 22, 2010)

<sup>125</sup> FOEI. 2007. No Rights, No REDD. Retrieved in July 15, 2010 from <http://www.foe.org.au/climate-justice/activities-and-projects/redd/REDD-Indo.pdf>

agent” that will be selected by Carbon Conservation and the Aceh Government. After the collection agent takes their fee (unclear amount), the Carbon Conservation will receive 15% for a marketing fee and the remaining 85% will be delivered to the Project Account that will be used to distribute the fund to the local communities. To date, however, discussions are still taking place on the percentage of benefits that should be allocated for the government as well as the mechanism for distributing the benefits. From the interviews, the Aceh government seemed to favor a mechanism that allows the benefit to be transferred to a project management unit (PMU) under the REDD Task Force. The PMU will facilitate the local communities to develop a village development plan to be funded using the payment. The allocation of the communities’ share of benefits will be allocated for:

- a. Community development funds for supporting the construction of small scale infrastructure;
- b. Alternative livelihood fund for supporting the development of sustainable livelihoods that reduce communities’ dependence on forest resources;
- c. Community-based forestry funds to develop low impact community forestry scheme;
- d. Sustainable timber production fund;
- e. Disposition account to provide individuals and groups who have contributed labor for reforestation and other related forest management and protection activities;
- f. Revolving loan fund for small-scale enterprise development;
- g. Monitoring and law enforcement deposition account;
- h. Forest protection fund to be established at provincial and district level.

If the mechanism for benefit distribution is gender sensitive and just, women can definitely benefit from different fund allocations such as the Alternative Livelihood Fund, revolving loan fund for small-scale enterprise development, and the Community based Forestry Fund, among others. However, the mechanisms for sharing benefit are still unclear. Without engaging women in the discussion, their needs and concerns are unlikely to be incorporated in the mechanisms.

### ***Women’s forest use, role in forest management and rights to forest land***

In the strongly patriarchal setting of rural areas in Indonesia, gender differentiated access to and control over resources often complicates the ways women’s and men’s livelihoods are affected by the dynamic transformation of forest governance. Similar to other countries assessed in this report, women play pivotal roles in forest use and management. Women engage in numerous activities in forest areas, such as collecting firewood, harvesting of NTFPs (honey, animal fodder), among others. As women also need to attend to their domestic work, much of their work goes on in home gardens, and nearby forest and fallow areas that enable women to combine activities for fulfilling subsistence needs and generating income with child rearing and other domestic chores.

Women play a pivotal role in agriculture through contributing 61% of labor in this sector and providing 75% of farm labor in rice production.<sup>126</sup> Nonetheless, women tend to engage in the

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<sup>126</sup> Ibid.



informal sector thereby making them prone to experience unstable, part time and unpaid jobs.<sup>127</sup> The most common income-generating activities for rural women include livestock, agriculture processing, home gardens and small agriculture plots. Women's role in food security in rural areas is also crucial. They provide 75% of labor in rice production and contribute 25% of household income and 40% of domestic food supplies through home gardens that they manage.<sup>128</sup> Although women contribute much to the agriculture sector, their labor is construed as that of informal workers rather than that of formal sector workers.<sup>129</sup> As a result, they often get no remuneration, placing them in the category of unpaid workers.<sup>130</sup> In addition, this assumption also leads to women's difficulties in accessing extension services and credits to improve productivity. It is important to note that due to increasing population growth and large inequalities of land ownership, the numbers of landless have also increased. Many poor rural households work as laborers in agriculture plantations, palm oil plantations, commercial forests, or trade and industry. In this regard, access to non-timber forest products is critical for women to secure a livelihood safety net.

Conflicts over forest access are widespread due to overlapping claims between traditional resource users with timber companies, oil palm plantations, tree plantation and commercial farmers. As a consequence, women are often unable to access food resources from the forest for consumption. In addition, women spend more time collecting firewood and water for daily consumption and agriculture. In general, rural women work longer than men. The average time spent by women to work (such as collecting water, firewood, food preparation among others) is 13 hours longer than men in a week.<sup>131</sup>

Historically, Aceh women have played strong roles in forest governance and politics at the local level. During the armed conflict between GAM (*Gerakan Aceh Merdeka/ Aceh Freedom Movement*) and the GOI, many women took on even bigger roles in agriculture and forest management as many men disappeared or ran away to save their lives.<sup>132</sup> Acehnese women have contributed greatly to sustain their families and communities and have taken responsibilities to manage resources, through farming, collecting wood and managing other forest resources. Nevertheless, their roles in the public spaces have continuously decreased due to the introduction of regulations to create homogenous administrative structures at the village level.<sup>133</sup> With the

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<sup>127</sup> ILO, 2002 cf. *ibid*.

<sup>128</sup> FAO, 2007. *Ibid* (n9).

<sup>129</sup> Reproductive labor is defined as work necessary for the reproduction family. Thus, it is often undervalued.

<sup>130</sup> ILO. 2006. *Women, Gender and Work in Nangroe Aceh Darussalam Province*. Retrieved in Dec 10, 2010 from [http://www.aceh-eye.org/data\\_files/english\\_format/aceh\\_disaster/aceh-eye\\_disaster\\_un\\_info/tsunami\\_un\\_ilo/tsunami\\_un\\_ilo\\_reports/tsunami\\_un\\_ilo\\_reports\\_2006\\_07\\_00.pdf](http://www.aceh-eye.org/data_files/english_format/aceh_disaster/aceh-eye_disaster_un_info/tsunami_un_ilo/tsunami_un_ilo_reports/tsunami_un_ilo_reports_2006_07_00.pdf)

<sup>130</sup> UN REDD, 2010. UN REDD hosts FPIC workshop in Vietnam. UN-REDD newsletter no.10 (July 2010). Accessed from [http://www.un-redd.org/Newsletter10/UNREDD\\_FPIC\\_Workshop/tabid/4860/language/en-US/Default.aspx](http://www.un-redd.org/Newsletter10/UNREDD_FPIC_Workshop/tabid/4860/language/en-US/Default.aspx)

<sup>131</sup> DTE, 2004. *Women, Land and Natural Resources*. DTE No. 63 (November, 2004)

<sup>132</sup> Kamaruzzaman, S. 2005. *Women's Positions, Roles and Rights in Aceh: Women under Armed Conflicts, under Syariah Law and after Tsunami*. Paper presented in International Symposium on Gender and Islam in Southeast Asia held in University of Passau, Germany. September 29- October 1, 2005.

<sup>133</sup> Law No.5/1975 on Village Governance. . Prior to the implementation of the law, many customary institutions governing village areas existed in Indonesia, such as Nagari in West Sumatra and Kemukiman in Aceh. Nevertheless, after the enactment of the law, all village administrative

implementation of Sharia Law in 2001, women encountered many more challenges to participate in the decision making processes related to forest management.<sup>134</sup>

There are two strong views in Aceh with regards to women's participation in the public spaces: the first view discourages women to take up work that is not considered 'proper' or fit with the idea of femininity; the second view discourages women to work outside the house.<sup>135</sup> However, during our interview with the coordinator of Aceh Green, the province's Green Development Strategy, and the head of the REDD Task Force,<sup>136</sup> both provided more encouraging views toward women's participation in REDD-related activities and forestry. One of them would like to see a target of 30% women as community forest guards in the future. The previous exposure of these male leaders to international donors, such as UNIFEM, at the time of the tsunami relief efforts, also enables them to have an understanding of the gender issues and forestry.

### **Rights to Land**

The Basic Agrarian Law of 1960 and its implementing regulations provide a detailed bundle of rights over the lands to all Indonesian citizens that include right to own, cultivate, build, use, and lease the lands. The strongest land right is the right to own, register, transfer and mortgage the land for unlimited time. However, these rights can be nullified if they do not conform to 'national interests', which can be widely interpreted by the government. Although there is no legal gender discrimination in land ownership, the traditional patriarchal social norms and customary laws create barriers for women to gain equitable access to productive resources.<sup>137</sup> Most land titles are registered under the name of the household head, who is usually a man. In terms of forestlands ownership, almost the entire forest area in Indonesia is owned by the GoI under the Basic Forestry Law of 1999. Less than two percent of the forest area is formally designated for communities and indigenous people (230,000 hectares) or owned by firms or individuals<sup>138</sup>. While, many forest dependent people do not hold titles over their lands, when they do, it is almost always under men's names.

In the context of REDD projects, the rights to obtain project benefits and participate in the decision making processes is often determined by tenure rights over forestland. Clear and secure tenure, therefore, is a necessary pre-condition for making the project successful. However, this has not been the case for Indonesia. Unclear tenure arrangements over forestland are common. Some REDD project documents in Indonesia did not elaborate further the risk of project failure

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structures should conform to the law, which resembles a Javanese village administration. As a result, many village level customary institutions were diminished.

<sup>134</sup> During interview with a Aceh provincial officer, he suggested that many Acehnese believed that the law was highly politicized decision because it justified increasing control of the central government over Aceh regardless the special autonomy status. In addition, the law also gave Aceh difficult position: on the one hand, international communities will reluctantly give assistance to the province due to the domination of conservative Islam group, on the other hand, if Aceh Province decided not to implement the law, it would disappoint many Muslim groups in the county that considered Aceh as a leading role for Sharia law implementation.

<sup>135</sup> Lembaga Dakwah Aceh cf. ILO, 2006. Ibid (n24).

<sup>136</sup> Yakob (head of Aceh REDD task force interviewed in November 21, 2010); Fadmi Ridwan (head of Aceh REDD task force) interviewed in November 22, 2010.

<sup>137</sup> FAO, 2007. Ibid (n9).

<sup>138</sup> Sunderlin et.al. 2008 cf. Maderia, 2009. Ibid (n 13)

and potential disputes that might arise because of the unclear tenure arrangements.<sup>139</sup> This situation has raised concerns because without secure tenure, the possibilities for women and other marginalized groups to get benefits from the REDD projects will be minimal. FFI representatives argued that REDD+ projects offer a possibility to clarify tenure arrangement that will benefit to communities as the project provide incentives to the government to do so.<sup>140</sup>

### ***Women's role in governance structures at various levels***

Although women's roles in forest management are crucial to ensure good forest governance, their heavy burden of work responsibilities has kept them politically and culturally marginalized. Women often participate in forestry-related projects but are not involved in the planning and decision making processes. In many community forestry projects in Indonesia, women are significantly involved in numerous activities such as planting, maintenance, replanting trees, harvesting non timber forest products and marketing the products.<sup>141</sup> However, women's participation and representation in the forest farmers groups (*Kelompok Tani Hutan*), an institution that is usually established in the village located close to forest areas, is absent.

In the early 1990s, the Forestry Department in Indonesia developed some pilot projects in several provinces to empower women in the forestry sector.<sup>142</sup> The project was aimed at improving women farmers' capacity in forestry through engaging them in alternative income generating activities such as beekeeping, honey harvesting and silk farming, among others. These activities developed and strengthened women farmer groups (*Kelompok Wanita Tani/ KWT*). Although the results of the projects were positive, they were closed in the late 1990s when the GoI began to adopt a 'Gender and Development' (GAD) rather than 'Women in Development' (WID) approach in all development sectors. Apparently, GAD was seen to provide 'equal' opportunities for both women and men in the forestry sector, so women-focused projects no longer received budget allocations from the Department.<sup>143</sup> However, there are a number of projects of forestry agencies at provincial and district levels that still allocate budgets to support the capacity building of KWT.

Despite this, informal and formal women's institutions at the village level are commonly found in rural areas in Indonesia. The most well established institution that can be found in every village in Indonesia is the PKK (Family Welfare Movement), usually led by the wife of the village head. While the initial establishment of PKK under Suharto's administration was to reinforce the 'proper' roles of wife and mother and promote domestically oriented skills (e.g. cooking, sewing), many PKK members utilize this institution to promote sustainable local economic development, through establishing women's cooperatives, improving women's skills to manage home gardens for fulfilling family nutrition, and planting traditional medicinal plants

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<sup>139</sup> FOEI. 2007. Ibid (n20)

<sup>140</sup> Interviews with FFI representatives (Jane Dunlop and Matthew Linkie, November 23, 2010)

<sup>141</sup> Setyowati, A. 2003. Voice of the Voiceless: A Case Study of Community Forestry in Kulon Progo, Indonesia. Paper presented in a World Forestry Congress side event

<sup>142</sup> Interview with Forestry Department officer, currently serves as Indonesian UN REDD project manager (November, 2010)

<sup>143</sup> Interview with MoF representative, Laksmi Banowati, who currently serves as an Indonesia's UN REDD project manager (November 23, 2010)

for alternative medicine. Many rural women have also established women farmer groups to accommodate women's numerous activities related to farming and home gardening. Furthermore, *arisan*, a traditional saving, collection and loan distribution mechanism, is commonly found in rural areas involving women. In the Ulu Masen project site visited by the team, local women had also established a women's cooperative, "Makmur Insani" that focuses its activities on economic development. The cooperative provides women with small credit. Women in six *mukim* (sub-districts) under FORSAKA are eligible to be cooperative members as long as they pass a six-month trial period during which they must pay a small monthly membership fee and contribute to their savings account. Although neither the National REDD strategy nor the Ulu Masen REDD project have paid serious attention to women's formal and informal institutions at the local level, those institutions can be a potential point of entry to empower rural women. The benefits of REDD+ can also be potentially channeled through those institutions.

### ***Incorporation of gender in structures, processes and programs of implementing organizations***

In Indonesia, women are underrepresented in different levels of government agencies. As of 2008, women staff in the Forestry Department comprised 22% (3152 women and 12,838 men that make up the technical and administrative staff). Nevertheless, women are in a minority at senior levels of government as there are only two women out of nine Echelon One officials. Our interview with women officers of the Forestry Department suggests that socially constructed roles and responsibilities of women often hamper their pursuit of higher positions in the government agencies. This is due in part to a strong patriarchal culture and the interpretation of religious teachings by male clerics that are often used to justify restrictions on women's behavior in private and public spaces. The majority of people in Indonesia are Muslim, although practices range from conservative to liberal. In some more conservative regions, like Aceh where Sharia law is implemented, women encounter even greater challenges to participating in public spaces.

Under President Abdurrahman Wahid's administration, the GoI took a bold step in 2000 to require all departments to adopt gender mainstreaming in their activities through issuing a presidential instruction on gender mainstreaming in national development.<sup>144</sup> The instruction addresses the promotion of the positions, roles and qualities of women to attain gender equality in the family, society and the nation. It requires all government agencies to implement gender mainstreaming for planning, formulation, implementation, monitoring and evaluation of national development policies. The State Minister of Women's Empowerment has developed a manual of implementation guidelines on gender mainstreaming in national development and provided technical assistance to government bodies in the implementation process. In addition, the state Minister of Women's Empowerment has also developed a national development master plan for women's empowerment (RIPNAS 2000-2004). The master plan is aimed at —improving the life quality of women in any strategic sector; improving the socialization of gender equality and gender equity; eliminating any form of violence against women; enforcement of Human Rights for women; and empowering and increasing the independence of women's institutions and organizations.”<sup>145</sup>

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<sup>144</sup> Presidential Instruction No 9/2000 on Gender Mainstreaming in the National Development

<sup>145</sup> ESP-USAID.2005. *Gender Need Assessment*. Jakarta: ESP-USAID

Based on these policies, each department should allocate a specific budget line for supporting the capacity building and other relevant activities for gender mainstreaming purposes. In the Forestry Department, a Gender Mainstreaming Working Group was established in 2000 to promote gender responsive forestry development. The Working Group's main activity is capacity building for internal department staff and other stakeholders, particularly forest dependent communities. In 2000-2005, the Working Group conducted a series of workshops in numerous provinces involving different levels of Forestry Department officials to disseminate information about gender mainstreaming in forestry and improve gender analysis capacities.<sup>146</sup> The responses from both women and men officers participating in these workshops were positive. Unfortunately, as the government administration changed, policies within the Forestry Department also changed. In the last several years, no specific budget line has been allocated for the Working Group, making it difficult to implement the action plan. Therefore, the Working Group is unable to function effectively. Moreover, gender issues are often treated as separated/isolated issues from the rest of forestry policies and programs, thereby making it hard to promote gender sensitive forestry development. This view is well reflected in the current REDD+ policies in which no single reference is made to gender issues.

### ***Incorporation of gender in activities of current REDD+ programs***

The fact that women play crucial roles in forest management and are among the most vulnerable to the risks of climate change have not been seriously taken into consideration in the current REDD+ project development and implementation in Indonesia. To date, no clear plan is available to ensure women have equal access to project information and benefits. The REDD+ national strategy as of November 18, 2010 does not mention gender issues or provide ideas about how REDD projects might have differentiated impacts on women and men. Although the document provides a specific section on the importance of enhancing multi stakeholders participation in the processes of REDD+ policy and project development, women are not considered as an important stakeholder in these processes. The stakeholders acknowledged in the document include: business communities, indigenous people, non-government organizations, forest dependent and affected communities as well as international communities.<sup>147</sup> With the assumption that women are members of local and indigenous communities, women are not considered as a specific stakeholder to be engaged in the consultation processes. In the newest revision of the national REDD+ strategy draft, there is a single statement about women in the discussion on potential beneficiaries of REDD+ projects on peat land area.<sup>148</sup>

Although the PDD of the Ulu Masen REDD project addresses the need to engage women in the consultative processes and incorporate women's voices into project activities, women's engagement in the consultative processes has been minimal (if at all). Due to the strong patriarchal character of the *mukim* structure, *mukim* representatives attending the public consultations were mostly men thereby preventing women's concerns and voices to be heard and adopted in the project development. In one of the project sites visited by the team, a women's

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<sup>146</sup> MoF. 2005. *Laporan Tahunan Kegiatan Pengarusutamaan Gender*. Retrieved on December 8, 2010 from <http://www.dephut.go.id/files/LAPORAN%20TAHUNAN%20KEGIATAN%20PENGARUSUTAMAAN%20GENDER%20TAHUN%202005.pdf>

<sup>147</sup> Bappenas dan Departemen Kehutanan, 2010. *Ibid* (n5). p.85

<sup>148</sup> CIFOR research to support FORMAC (forest management and carbon sequestration) project in Kalimantan on gender inequality on peatland management seems to contribute to this single reference in the National REDD+ Strategy Draft.

group had neither an understanding about the project and what benefits could be gained, nor had they received an invitation to be engaged in any consultation processes. Despite women's involvement in maintaining a tree nursery and organic composting site, they had not been involved in the broader discussion about the project scheme. The patriarchal culture and conservative religious views on women's roles in the public spaces give considerable challenges for women to fully participate in the project. Male villagers repeatedly mentioned women's lack of knowledge and confidence to speak in public as reasons not to invite women in the FORSAKA meetings.

During the team's field visit, women expressed their desire to have more access to information and to be engaged further in the REDD project. Tremendous domestic burdens and a lack of capacity to speak in public was cited by some women as the major challenges that prevent them from taking more active roles in forest management. Some suggestions that they proposed for the project activities include:

1. Transfer of technology to reduce their household workloads (e.g. stoves that can help them to cook faster, how to convince husbands to share responsibilities for domestic work)
2. More invitations to be engaged in the project, capacity building for public speaking and women's cooperative management.

### ***Good Practices***

Some PES projects in Indonesia provide best practices to incorporate gender perspectives in the project implementation that provide tangible and intangible benefit for women.

- Developing micro-finance institutions for women. Lubuk Beringin, a village covering 2,800 hectares (84% of the area is watershed protection forest), is located in Bungo District on the edge of Kerinci Seblat National Park (TNKS) where the majority of people live below the poverty line.<sup>149</sup> The main sources of local income are from rubber agroforests that also provide durian and other fruits as well as medicinal plants. In 2000, a local NGO, KKI Warsi, started to organize local women, all of whom are Muslim, to meet on Fridays.<sup>150</sup> The meetings began with religious learning and continued with *arisan*, a private lottery similar to a betting pool. Each participant is obliged to submit IDR 2,000 (1,000 for lottery share and the rest to support the religious learning). In the long run, they eventually established a women's cooperative, Dahlia, to develop a credit union, which provides micro credit for women to start up their business or support them when they face unexpected expenses. ICRAF then initiated a PES project in the area through an agreement with villagers who have protected the watershed areas. In return, the villagers received electricity from the electric company. The women's cooperative obtained additional support for their credit union, thereby enabling them to expand their businesses to sell rental items for wedding parties and produce handicrafts. Annual meetings are held at which the net profits of the cooperative are

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<sup>149</sup> Akiefnawati, et.al. 2010. *Stewardship Agreement to Reduce Emission from Deforestation and Forest Degradation (REDD): Lubuk Beringin's Hutan Desa as the First Village Forest in Indonesia*. ICRAF working paper.

<sup>150</sup> Saifullah, A. 2008. Dahlia Fosters Conservancy. *The Jakarta Post* (December, 12 2008). Retrieved November 28, from <http://www.thejakartapost.com/news/2008/11/25/039dahlia039-fosters-conservancy.html>

distributed to its members. Some portion of the profit is allocated for watershed conservation costs and new investment. Currently the cooperative's total assets amount to IDR 200 million (around USD \$22,000).

- **Creating Equitable Benefit sharing mechanisms.** In the case of a PES project in Sumber Jaya, the benefits are shared through a mechanism that distributes payments based on labor contributions to protect the watershed areas. The communities allocate some payment for micro hydro to generate electricity in the village that can be enjoyed by both men and women in the village. Some portion of the payment is allocated to pay anyone who contributes labor to prevent sedimentation in the river. They create a log to record labor contributions each day. The company provides electrification to communities who perform well to decrease sedimentation.
- **Establishing and supporting a Gender Working Group.** The existing Gender Working Group in the Forestry Department of Indonesia and some regulations to support gender mainstreaming in the national development can provide enabling condition for mainstreaming gender in REDD project and policy development. The Working Group has facilitated a series of workshops to increase forestry officials' awareness on gender issues. Allocating a specific budget line for gender mainstreaming purposes is crucial to ensure the implementation of activities for gender mainstreaming.
- **In one of the PES projects, ICRAF has strategically involved and strengthened local women** through channeling the PES activities through a well-established women's organization at the village level, PKK (family welfare movement). This strategy has not only empowered women but enabled the project to make a more sustainable impact on improving local livelihoods.

## **PAPUA NEW GUINEA (PNG)**

### ***Overview of REDD+***

#### **Context**

The Human Development Index of PNG is quite low. In 2009, PNG ranked 148 out of 182 countries.<sup>151</sup> Most of the population (around 87%) live in rural areas, most of which cannot be accessed by road. The majority of the population still lives under the poverty line. Despite the increase of adult literacy rate to 57.8% in 2009, 39.6% of the population was still uneducated. In general, women in PNG are suffering due to their low social status. In 2005, the Gender-related Development Index (GDI) of PNG ranked 127 among 157 countries assessed.<sup>152</sup> Women's rate of literacy and life expectancy is lower than men. Women are also poorly represented in the decision making processes with only one out of 109 parliament seats held by a woman. Furthermore, women's participation in the formal workforce is considerably lower than men's, in which women only contribute five percent to the formal sector. Many women work in the informal sector but the exact number remains unknown. Policies to protect women's rights in

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<sup>151</sup> WHO, 2010. *Country Cooperation Strategy*. Retrieved Dec. 11, 2010. [www.who.int/countryfocus/cooperation\\_strategy/ccsbrief\\_png\\_en.pdf](http://www.who.int/countryfocus/cooperation_strategy/ccsbrief_png_en.pdf)

<sup>152</sup> JICA, 2010. *Gender Profile of PNG*. Retrieved Dec. 11, 2010 from [www.jica.go.jp/activities/issues/gender/pdf/e09png.pdf](http://www.jica.go.jp/activities/issues/gender/pdf/e09png.pdf)

PNG also seem inadequate. There is no strategic and systematic incorporation of a gender perspective in the national development strategies (Papua New Guinea Vision 2050). Some policies intended to protect women remain ineffectively implemented due to the lack of capacity of government to enforce them.

PNG has one of the largest intact tropical forest areas in the world, covering 46 million hectares.<sup>153</sup> The Forest Authority (FA) of the PNG estimates 60% of the country's total area is covered by natural forests that consist of 52% of production forests and 48% of conservation area forests. The forest areas have not only provided rural communities with numerous sources of livelihoods such as food, medicinal plants, fiber but also building materials, and support various wildlife and ecosystem services (e.g. carbon sequestration, water supply, and watershed protection, among others). In terms of forestland ownership, nearly 95% of forest area is customary-owned while the remaining five percent is owned by the government, private companies, individuals or religious groups. Nearly 80% of the population in PNG is dependent on the local environment for their subsistence needs and livelihoods; the majority of these are subsistence farmers. Women play crucial roles in agriculture and forest management. They are responsible for the food-crop production for family consumption and the rearing of small livestock (e.g. pigs and chickens). Women also sell agriculture products and home-cooked food in the markets or on streets, earning a small profit to fulfill immediate household needs.

With regards to REDD+, PNG had played a leading role (along with Costa Rica) in proposing the concept of REDD+ in international negotiations. The fact that major forest areas in PNG are owned by indigenous groups is seen as a good opportunity to ensure that the benefits of REDD+ flow directly to communities.<sup>154</sup> There are two REDD+ projects proposed in July 2010 for approval based on the CCBA standard: Kamulo Doso Improved Forest Management Carbon Project and the April Salumei Sustainable Forest Management Project. Nevertheless, those projects have been subjected to criticism because they were developed without proper FPIC processes involving the landowners.

In November 2010, PNG's proposal to UN-REDD was approved, providing USD \$6.3 million for the next three years (2011-2013) to support the government of PNG's REDD+ readiness efforts. The UN-REDD document of PNG emphasizes the importance of developing PNG's Monitoring, Reporting and Verification (MRV) systems. In order to achieve its goal to reduce GHG emissions, the government of PNG has begun some initiatives:<sup>155</sup> 1) establishing an Office of Climate Change and Development (OCCD) to coordinate activities to combat climate change ; 2) developing a Climate-Compatible Development Strategy (CCDS) for setting out the strategic direction for PNG's domestic actions to combat climate change with a strong focus on REDD+; and 3) an interim action plan to achieve immediate priorities for the next six to twelve months before the CCDS is finalized. In the UN-REDD document, there is no specific reference indicating a serious consideration on the ways REDD+ projects and policies can affect women and men differently, nor recognition that women are important stakeholders to be consulted in

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<sup>153</sup> UN-REDD, 2010.

<sup>154</sup> Mellick, D. 2010. Conservation biology editorial

<sup>155</sup> Ibid.



the process. The document cites reducing gender inequalities in PNG by 2012 as an outcome to be achieved, but there is no further discussion of how REDD+ can be an avenue for achieving this outcome.

## **South Asia**

### **NEPAL**

#### ***Overview of REDD+***

##### **Context**

With the Democracy Movement of 2005-2006, a decade-long civil war in Nepal ended, resulting in the Comprehensive Peace Agreement signed between the Seven Party Alliance (SPA) and the Maoists.<sup>156</sup> At present, the new interim government is drafting its new constitution to eliminate all forms of discrimination in Nepal.

Topographically, Nepal can be divided into three ecological zones, the Mountains (35%), the Mid-hills (42%) and the Terai (23%), each accounting for 7.3%, 44.3% and 48.4% of the national population, respectively. Nepal has approximately 29 million inhabitants, half of whom are women. Women's literacy is 38.9% compared to 63.5% for men. There are more than 100 different ethnic/caste groups and more than 80% of Nepal's population live in rural areas. Agriculture, the mainstay of the economy, provides livelihoods for three-fourths of the population and accounts for 38% of GDP. It is subsistence-based and highly dependent on rain; its productivity has not increased significantly during past decades<sup>157</sup>. The majority of rural households thus depend heavily on livestock and forest resources to supplement their livelihoods.<sup>158</sup> Livestock is a source of food, income and a means of non-cash exchange.

Nepal has 3.9 million hectares of forest, covering 27.3% of the country.<sup>159</sup> Forests provide for basic subsistence needs of fuel wood, fodder, bedding material for animals, non-timber forest products, and to some extent timber. Fodder from forests satisfies about 37% of the total livestock fodder needed, while fuel wood from forests meets about 81% of the total fuel consumption.<sup>160</sup> About two-thirds of households rely on fuel wood for cooking and heating, and an average household spends about 50 person-days for fuel wood collection in a year.<sup>161</sup> Most of the forests in the Mid-hills are managed for fuel wood and fodder, and about 65% of these forests have predominantly small-sized timber.<sup>162</sup> Poor people are heavily dependent on forest resources

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<sup>156</sup> USAID Gender and Inclusion Assessment Nepal 2007

<sup>157</sup> FAO, 2000

<sup>158</sup> The livestock population in Nepal, in relation to the arable land, is one of the highest in Asia.

<sup>159</sup> FAO, 2005

<sup>160</sup> WECS, 1997 in FAO, 2000

<sup>161</sup> Baland et al., 2004

<sup>162</sup> Winrock, 2000

to fulfil their basic (subsistence) needs for fuel wood, forage, timber, medicines etc., as they do not own private forests or adequate agricultural land.<sup>163</sup>

Forests, unless private, are property of the State and are managed in several ways; state-managed forests, community managed forests, religious forests, leasehold forests, national parks and wildlife conservation forests. The Government of Nepal (GoN) has enacted several decentralized policies and devolved rights to local communities to manage forests, most notably in the Community Forestry Program.<sup>164</sup> Twenty-one percent of forests are under community management; some 14,000 community forestry user groups (CFUGs), comprising 35% of Nepal's population, manage over a million hectares of forests sustainably.<sup>165</sup> There are also strong networks of federations of forest user groups and women's groups operating from national to grassroots levels to strengthen communities' and women's rights in natural resource management. Likewise, several other programs such as those of Leasehold Forestry, and buffer-zone management within protected areas have identified communities as stewards in natural resource management, and have designated specific regulations to ensure their access and benefit-sharing.<sup>166</sup>

According to published figures, Nepal's deforestation rate is around 1.6% per annum, and REDD+ should be seen as an additional incentive for reducing deforestation and forest degradation and assisting communities in promoting sustainable management of forests. In relation to REDD+, GoN has identified degradation as a part of the forest management problem which needs to be assessed and internalized as a forest management activity. REDD+ is a major component of the National Adaptation Program of Action (NAPA) being submitted by Nepal to UNFCCC. Payment for environmental services is identified in the NAPA draft document.<sup>167</sup> The Ministry of Environment is the designated national authority for climate change related programs in Nepal, while REDD Forestry and Climate Change Cell (REDD Cell), an independent entity housed within the Ministry of Forests and Soil Conservation is responsible for REDD+ piloting and implementation. A forum of donors, NGOs and community networks, known as the REDD Working Group of Nepal, has been organized to design the architecture and policies on REDD+. Nepal's REDD Readiness Preparation Proposal (R-PP) has already been approved and the REDD cell is currently working to draft an interim REDD+ strategy to guide the readiness process through 2013.

Thus, there is immense scope for REDD+ implementation in Nepal owing to (i) strong political support and legal base for forest conservation as demonstrated by the community forestry program, ii) strong networks of community and women federations, iii) support of donor organizations, and iv) conducive policies and programs.

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<sup>163</sup> Adhikary and Ghimire 2002

<sup>164</sup> Forest Act 1993, Forest Regulations 1995, Forest Sector Policy 2000

<sup>165</sup> <http://www.dof.gov.np/index.php/division/community-forest-division/community-forestry>

<sup>166</sup> Forest Act 1993, National Park and Wildlife Conservation Act 1972: Buffer zone Management 1999

<sup>167</sup> Personal communication with Dr. Dharam R. Uprety, who acts as the focal persons representing Civil Society's concerns and worked specifically with "Forest and Biodiversity Thematic Group" of the NAPA development process.

## **REDD+**

With the approval of its REDD readiness preparedness proposal (R-PP), Nepal is in the entry phase for piloting activities and processes while simultaneously building its REDD+ strategy prior to its implementation. The REDD cell, in collaboration with several stakeholders, prepared the R-PP and is responsible for piloting the R-PP initiatives. While piloting of FPIC-supported REDD+ is yet to take place, several other existing initiatives on REDD+/PES including the Kulekhani watershed project, NORAD REDD project, and others can provide useful insights and challenges for the implementation of REDD+ in Nepal. Likewise, Nepal's community forestry policies and governance system offers conditions that are conducive for REDD+.

### **NORAD REDD+ Pilot Project**

This four-year project (2009-2013) is funded by NORAD's Forest and Climate Initiative, and is a demonstration project to develop a REDD+ payment mechanism and support related activities with the aim of strengthening the capacity of civil society to participate in the REDD+ process. The International Center for Integrated Mountain Development (ICIMOD), with the Asian Network of Sustainable Agriculture and Bio-resources (ANSAB) and the Federation of Community Forestry Users, Nepal (FECOFUN) are involved in this process. ICIMOD coordinates the overall project and provides technical guidance to ANSAB and FECOFUN. Community forests of three watersheds namely, the Charnawati Watershed in Dolakha district, the Ludikhola Watershed in Gorkha district, and the Kayarkhola Watershed in Chitwan district have been selected for the study as the demonstration pilot sites in the mid-hills of Nepal. The entire project covers about 10,266 hectares of community forest area.

The project aims to set up/pilot REDD+ payment systems in community forest management. In each watershed there is a 'watershed-level REDD Network Office' to coordinate REDD+ activities with different groups of forest users within the watershed. Local forest users learn to conduct forest inventories; monitor carbon flux; establish equitable and transparent REDD+ mechanisms for sharing revenue; and understand and actively participate in the overall REDD+ process.

The project's Baseline Phase (2009-2010) involved developing carbon accounting, forest carbon measurement guidelines, forest carbon measurement, carbon data analysis, and a methodology on monitoring, reporting and verification using RS and GIS tools. The project also focused on capacity building (73 community members); local human resource development (including 27 women, 22 indigenous persons, and six Dalits); participatory forest carbon measurement (including 65 women, 71 indigenous persons and 14 Dalits); and support for a CSO alliance-building position paper on REDD+. It involved setting up a watershed REDD network, as well as drafting concepts of forest carbon fund and REDD payment mechanisms. This information was used to establish a carbon and socioeconomic baseline as well as to identify drivers of forest degradation and leakage risks.

The NORAD project's data indicates that CFUGs derive greater non-monetary than monetary benefits from managing community forests, and posits that these benefits are the economic rationale for them to manage and conserve their forest at present. Thus, REDD+ and carbon trading is attractive for the local CFUG members only if carbon gains are taken as an additional gain, without compromising the existing stock of gains from Community Forestry. It also

indicates that communities have the capacity to perform forest inventory and carbon inventory activities (locate points on GPS, record tree diameter data, etc.); however, levels of education play a critical role in determining this capacity. Also, data indicates that the size of the forest area is a major variable determining net benefit level and the break-even price for carbon offset payments: the larger the area, the less the relative cost for managing the forest<sup>168</sup>. One of the major challenges involves specifying mechanisms of institutionalization of the carbon fund, while ensuring fair and equitable REDD+ benefit distribution with socially-excluded groups such as indigenous peoples, Dalits and women. Also, there are considerable gaps both in principle and practical actions of implementing international commitments that relate to the UNFCCC, UN DRIP, ILO 169, CBD, and CEDAW. The baseline phase also indicated the need to have an MRV system that goes beyond carbon standards to include social and environmental standards with special consideration to indigenous groups and women who depend on forest resources.

The Demonstration Phase (2010-2013) includes carbon reassessment using GIS tools, followed by project interventions that include the provision of alternative energy systems and enrichment plantations, along with the institutionalization of the carbon fund and transaction cost analysis.

### **Community Forest Management**

With the devolution of policies from the State to communities, farm-forestry linkages are institutionalized through the formation of local Community Forest User Groups (CFUG). CFUGs are cohorts of local users of a certain forest that enjoy use rights of the forest. Membership in a CFUG is allotted to individual households, while the State holds the ownership rights. Local communities have control of decisions regarding the protection, management and use of forest resources. The CFUGs have reversed past trends of deforestation<sup>169</sup>, and have enhanced a number of livelihood assets<sup>170</sup>. In a number of cases, they have created innovative provisions to directly benefit the poor and excluded groups. The existence of CFUG networks from the local to national levels also create opportunities for communities to raise their voice at different levels of government, and to promote collective efforts for forest management and carbon marketing.

In community forest management, the increased consumption of resources (e.g. firewood, fodder, timber, grasses etc.) in a sustainable manner provides incentives for conservation and management by local peoples. Due to such incentives, Community Forestry can be a viable strategy for reducing permanent emissions from deforestation, based on a study that measured carbon on 383 hectares of Community Forests in three different geographical locations (i.e. Himalayas, Mid-hills, and Terai). Results showed that approximately 10.23 tons of carbon dioxide per hectare per year was sequestered under normal management conditions, that is, after local users had extracted various forest products to meet their subsistence needs. At the price of US \$12 per ton of carbon, this results in US \$122.76 per hectare<sup>171</sup>. Considering that Nepal has 1,219,172 hectares of Community Forests, the revenues to be gained from carbon – even at a much lower market price – are significant.

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<sup>168</sup> Rana, 2010.

<sup>169</sup> Webb and Gautam, 2001

<sup>170</sup> Malla, 2000; Thoms, 2008

<sup>171</sup> Banskota et al.

If CFUGs are able to access rewards for carbon offsets, it would represent a significant contribution to the income of community groups and to the sustainability of the community forestry program in Nepal. More importantly, CFUGs can become a strong safety net for women, the poor and local communities in coping with, and adapting to, climate change-induced risks.

Community forestry user groups, in addition to being robust, have also been able to demonstrate that they can effectively pursue an approach that delivers benefits to women, the poor and other socially-excluded groups in Nepal, and in ways that have been difficult to ensure elsewhere in the region.<sup>172</sup>

## **PES Projects**

### *1. Kulekhani and Rupa*

The Rewarding Upland Poor for Environmental Services (RUPES) Kulekhani program used the concept of PES in which the local government rewards upstream communities for watershed conservation through hydropower revenues. Studies by WINROCK/RUPES show that forest conservation (second only to community forestry) has reduced sedimentation and increased dry season flow. The study also shows that though forest cover declined between 1978 and 1992, it had increased by 2001, when community forestry groups became fully functional. The District Development Committee (DDC) in Makwanpur has created an Environment Management Special Fund (EMSF) which receives 20% of the royalty received by the District Development Committee (DDC) amounting to about USD \$50,000 per year. This fund supported upstream groups in undertaking development and conservation activities that they deemed important to themselves. However, since there is no legal provision guaranteeing the rights of upstream communities over the water based economic activity downstream, people outside the Kulekhani watershed have also made claims on the fund supplied by Nepal Electricity Authority. Currently the DDC has failed to provide rewards to upstream groups due to such conflicting claims.<sup>173</sup> A major reason for this dysfunction can be attributed to the oversight of funds being granted to the DDC rather than incentivizing the CFUGs and other local organizations that are involved in the watershed management activities.<sup>174</sup>

### *2. Rupa Lake PES*

Another example of a PES scheme is at Rupa Tal (Lake) in Kaski District, where the local Rupa Lake Rehabilitation and Fisheries Cooperative compensates upstream communities for forest and soil conservation efforts, which enhance water quality and fish stocks in the lake.<sup>175</sup> The Rupa Tal case includes direct compensation to CFUGs and incorporates an effective local benefit-sharing mechanism. However, upland communities are not fully aware of the environmental impacts of their farming and forestry practices, and lowland communities still receive most benefits from the lake's resources.

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<sup>172</sup> For example, see USAID/Nepal's SAGUN project

<sup>173</sup> Ojha et al. 2009.

<sup>174</sup> Khatri 2009.

<sup>175</sup> Regmi et al.2009

### **Other related initiatives**

WINROCK, ICIMOD and WWF are engaged in the technical work of developing sound methodologies to estimate carbon stocks, monitor carbon and implement REDD+, but do not incorporate any social aspects into this work.

The Center for People and Forests (RECOFTC) and FECOFUN jointly conduct capacity building trainings for local communities. Likewise, the Nepal Federation of Indigenous Nationalities (NEFIN) creates awareness and understanding about REDD among indigenous peoples. The RECOFTC/FECOF/UN-REDD capacity building program initially had a separate training module on gender, which was later embedded within a module on the social implications of REDD for Indigenous People and forest dependent communities.<sup>176</sup> However, the module on social implications remains largely focused on indigenous people with a very limited discussion on gender-related implications of REDD. This example demonstrates how gender issues often ‘disappear’ when collapsed into larger social categories of ‘marginalized groups’.

### ***Women’s forest use, role in forest management and rights to forest land***

Women in Nepal perform roles as farmers, environmental managers and household managers. The inter-linkage of farm and forestry requires significant inputs of organic matter from forests to assure soil fertility levels, processed through livestock in the form of dung. Without the work of women who plant, harvest and process these forest resources, levels of soil nutrients and farm productivity would be affected and hence, not able to sustain mountain households. Most of the farm/forestry work that requires public contact and earns economic returns is performed by men. Studies indicate that women were found to do equal to or more agricultural work than men<sup>177</sup>, though without any added economic incentives. Female employment is high (71%), but most women are employed in the agriculture sector and 68% are not paid or paid only in kind. Of men aged 15 to 49, about half (52%) are working in agriculture, and 70% of them earn cash or cash plus in-kind payments.<sup>178</sup>

Likewise, women collect most of the fuel wood, fodder, leaf compost, NTFPs, and bedding, are responsible for controlling grazing<sup>179</sup>, and spend significant time doing so.<sup>180</sup> In community managed forests, women are responsible for activities such as tree pruning and thinning, raising fodder species, patrolling forests and conducting fire management activities.

Men’s and women’s interests and incentives for environmental resource management differ even within the household. Studies indicate that women opt for fuel wood, fodder and grass whereas men opt for timber, and NTFPs. Women are concerned about fulfilling daily

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<sup>176</sup> Personal communication with Mr. Hari Sharan Luitel, National Coordinator for the RECOFTC program in Nepal.

<sup>177</sup> Sontheimer et al. 1997; Azad 1999 in IFAD 1999

<sup>178</sup> USAID Gender and Inclusion Assessment 2007.

<sup>179</sup> FAO, 1997

<sup>180</sup> Buchy and Subba, 2003

household consumption needs, which are supplemented by forest products. Men's priorities tend towards forest use as a supplement to the household income.<sup>181</sup>

Women work four to five hours per day more than men in Nepal.<sup>182</sup> Collecting fuel wood, water and fodder becomes much more tiring and time consuming in the Mid-hills and the Mountains of Nepal due to difficult terrain and poor access to roads, markets and water supplies, thus consuming more of women's time.<sup>183</sup> Women-headed farm households have considerably higher workloads, particularly when male labor is not available for tasks such as ploughing. Studies indicate varying effects of wealth, caste, age, position of women at home etc. in relation to women's decision-making at home and in forest management.<sup>184</sup> Rural women are generally excluded from decisions that are made in public meetings at the district and national levels for a variety of reasons that can be attributed to their inability to voice their needs/demands due in large part due to social norms and exacerbated by limited literacy, absence of skills to negotiate and influence, and their limited mobility.

### **Rights to Land**

With the passing of the 2006 Gender Equality Act, a daughter can now retain a share of property from her natal home, even after marriage. Daughters also have been included within the definition of "the family" in the Act relating to land. Marital status determines female's access to land and other property. But a married woman can only claim her share of her husband's property, if he fails to take care of her needs, fails to provide her with food and clothing, or throws her out of the house. The majority of households (77%) are headed by men, but the proportion of female-headed households has risen from 16% in 2001 to 23% in 2006. The rise in female-headed households is more predominant in rural areas, and can be attributed in part to the out-migration of the male population. However, even with this rise, less than 1% of all households report female ownership of all the main assets in Nepal – house, land, and livestock. The percentage of households with land has decreased from 83% in 1995 to 77.5% in 2003, and the average size of agriculture land area has been further fragmented to .8 hectare. Land is inherited almost universally from father to son. Only 11% of households report any land in female legal ownership, with 6% suggesting "some" ownership.<sup>185</sup> Also, the average size of their land is just about two-thirds of that an average male holding.<sup>186</sup>

Both men and women managing Community Forestry enjoy use rights to forest. Such use rights are documented in the form of a document called "forest constitution" where, the representative of each household is identified as a user of a specific CFUG. The earlier practice of having men's name only in forest constitution was perceived (by both men and women of communities) as allowing only men to participate, thus excluding women's participation.<sup>187</sup>

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<sup>181</sup> Paudel 1999, quoted in Upadhyay 2005

<sup>182</sup> Azad, 1999

<sup>183</sup> IFAD, 1999

<sup>184</sup> Buchy and Subba, 2003; Rankin, 2003; Bhatt, et al. 1997; Shrestha, 1999, Chhetri, 2001

<sup>185</sup> USAID gender and inclusion assessment

<sup>186</sup> UNICEF 2004:55

<sup>187</sup> Giri and Darnhofer, 2010

### ***Women's role in governance structure at various levels***

At the national level, some 33% of the total parliamentary members in Nepal are women, with their responsibilities to ensure gender mainstreaming into the draft constitution. Very few women however, occupy senior positions within the Ministry of Forests and Soil Conservation and there is little evidence of structural and procedural changes that support a gender equity agenda.<sup>188</sup>

In Community Forests, some 778 CFUGs (5.45 % of the total of 13,337 CFUGs) in Nepal are women-led and managed.<sup>189</sup> Women make up a significant percentage of the members in mixed male and female CFUGs, but there are generally few in leadership positions - and increasingly less as one moves from local to regional and national levels. This translates into a dramatic disproportion between opportunities for rural women's voices and decision-making roles, and women's existing significant contribution to forest management.

HIMAWANTI is a federation of women-led CFUGS of 32 districts, representing all geographical locations of Nepal. HIMAWANTI works through its women change agents in several areas ranging from human rights to natural resource management. HIMAWANTI aims to build its capacities to provide adequate knowledge, capacity building and support to its members to channel the concerns of rural women up to the national level.

FECOFUN has stipulated that 50% of positions within its national and district structures should be for women members, providing appropriate capacity development programs for advocacy. Yet these are not implemented satisfactorily at the local level.<sup>190</sup> FECOFUN's lack of advocacy for women's issues in REDD awareness programs was evident during R-PP preparation phase and its own project, the RECOFTC/FECOFUN REDD project.

### ***Incorporation of gender in structures, processes and programs of implementing organizations***

During the development of the R-PP, multi-structure governance units were formed and yet, women's participation in all units was either absent or negligible. The REDD Apex body, the coordinating and monitoring entity consisted of 11 members, of which only one was a woman. The REDD Working Group, responsible for operational tasks, consists of nine members representing the government, CFUGs, indigenous peoples groups, private sector, and development partners who prioritize REDD-related work, such as the UK Department for International Development / Livelihoods Forestry Partnership (DFID/LFP), and the Netherlands Development Organization (SNV). The Working Group members are nominated by the Ministry of Forestry and Soil Conservation, based on their degree of involvement in forestry and climate change related topics.<sup>191</sup> Representatives of women's organizations (such as HIMAWANTI) were not included in the working group. Likewise, a total of ten other contributors were involved in the R-PP process, with one (non-Nepali) woman. Similarly, a total of 27 experts were consulted,

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<sup>188</sup> Giri and Gurung, 2009

<sup>189</sup> <http://www.dof.gov.np/index.php/component/content/article/51-programmes/64-programmes>

<sup>190</sup> Bharati Pathak in WOCAN workshop

<sup>191</sup> REDD R-PP of Nepal



of which only two were women, who were representatives from indigenous groups under the umbrella of NEFIN.

The GoN introduced a Gender Responsive Budgeting Framework, and formed a committee within the Ministry of Finance to institutionalize the allocation of resources based on the needs of women.<sup>192</sup> The National Planning Commission (NPC) introduced a gender-code classification system for programs and projects, and gender budget audits have been completed in the Ministries of Agriculture, Health, Education, Local Development, and Women, Children, and Social Welfare. Sex disaggregated indicators are largely in place, and a monitoring mechanism is being established to measure outcomes. Also, in 2004, a National Plan of Action for gender equality and women's empowerment was approved, with focal points appointed in key ministries and at the district level (in District Women's Development Offices). Public interest litigation has been effectively employed to correct discriminatory laws, and to enforce compliance with Nepal's ratification of CEDAW. Gender Equality and Social Inclusion (GESI) guidelines state that programs must be conducted without discrimination based on ethnicity, disability, gender, nationality, political opinion, race, caste, or religion, and recognize that affirmative action for poor and marginalized groups may be required. However, even with sweeping changes targeted at ending discriminatory provisions, there has been limited success in establishing mechanisms to effect structural change. Not surprisingly, neither the MFSC nor any other REDD implementing organization has complied with these policies or shows interest to do so.

Even within the REDD programs, stakeholder consultations have been limited in their inclusion of women as crucial stakeholders. The current REDD programs identify capacity building of communities and indigenous groups, but are not specific to women and their issues. There is no evidence of gender disaggregation in project design, nor in the mandates of donors. Coordinators of the initiative attribute women's exclusion in part to the REDD being a new topic, and the difficulty to identify and recruit gender expertise for the training-of-trainers (TOT) programs.<sup>193</sup>

While HIMAWANTI was later invited to stakeholder forums of REDD, they did not receive any orientation on REDD, which is crucial to an improved understanding that allows them to influence the agenda of emerging REDD initiatives.<sup>194</sup>

### ***Incorporation of gender in activities of current REDD+ programs***

The R-PP was prepared by the Ministry of Forest and Soil Conservation in collaboration with several stakeholders, using a participatory process involving wider stakeholder representation. A total of 57 workshops were held at national (17), regional/district (13) and community levels (27) with participation from a range of stakeholders such as indigenous peoples and local communities, and forest dependent people. Separate workshops were held targeting indigenous peoples (four), women (three) and Dalits (one). Despite the claim of a multi-stakeholder

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<sup>192</sup> The Tenth Plan supports policy-level initiatives to improve public resource allocation and service delivery, including: inclusive programming in all sectors; gender-responsive budgeting generating and analyzing disaggregated data based on gender, caste, and ethnicity; and designing management information systems (MIS) for monitoring output/input indicators as well as development outcomes for disadvantaged groups.

<sup>193</sup> Interview with RECOFTC Nepal coordinator, Mr. Hari Sharan Luitel

<sup>194</sup> Personal Communication with Ms. Kamla Sharma, president, HIMAWANTI Nepal

platform, gender incorporation is not evident in REDD policy making bodies, stakeholder forums or in the content of the R-PP.

As REDD+ presents a new development agenda, many of these stakeholder representatives have limited knowledge about its consequences and opportunities. Due to the absence of information, stakeholders and their constituents were neither able to tabulate their concerns, nor were able to envision any influence in REDD+ decisions, resulting in their low interest to influence the agenda in the R-PP process.<sup>195</sup> While FECOFUN/RECOFTC and NEFIN conduct awareness programs respectively for communities and indigenous groups, women's issues related to REDD+ are not a usual topic of their training modules. Also, the constituencies of communities and indigenous groups are viewed as "homogeneous" units, with no effort to differentiate on the basis of gender and other variables.

In the R-PP, women are projected as a vulnerable group, without citing explicit reasons of what makes them vulnerable. This document lacks insight into the differentiated rights, roles, resources, exposure and vulnerability patterns between women and men, as well as amongst women of different populations. Compared to men, women have less access to and influence over decision-making processes that define their access to forest rights and resources, providing them with fewer rights to assets including land and other property. With a higher dependency than men on forest resources for food, fuel wood, medicine, and food, women are more vulnerable in the event of restricted access to forest products.

Likewise, the R-PP does not state the possible social costs of REDD+ mechanisms, which may have direct negative impacts on women's lives by restricting their access to forest use, by incentivizing other actors to make claims on forest resources so as to receive REDD+ payments or by the government for conservation purposes. None of the budget allocated the REDD-readiness process was used for gender analysis. Nor have any of the existing projects identified CEDAW as a binding agreement to safeguard women's rights in REDD programs.

In both R-PP and NORAD REDD+ projects, policies for REDD+ under development remain very broad and without clear guidelines on how remuneration can be operationalized at the community level. Experience from the Kulekhani PES/RUPA project was allotted to the District Development Committee and the communities, and then used mainly for road construction.

There is a clear need for piloting projects to produce country level lessons on how poor rural women can engage with and benefit from climate change mitigation mechanisms, through a process of innovating and testing mechanisms that can guide policy development, while simultaneously building the capabilities of women of CFUGs for leadership, communication, advocacy, and planning and management.<sup>196</sup>

### ***Good Practices***

- Community Forestry provides a successful platform that can create equitable access to community carbon, benefiting the poor, women and marginalized groups and thus, can be

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<sup>195</sup> Giri, 2010

<sup>196</sup> Gurung, J. 2009

utilized as a safety net for the women and the poor against shocks and vulnerabilities, through enhanced access to social and financial assets. Adaptation to climate change is essentially building capacity of people and institutions to understand how to cope and modify their behaviour so as to minimize the risks. It also includes transforming the access regime of livelihoods capitals in favour of the poor – such as prioritising CFUG funds (financial capital) to address the climate induced risks of the poor.

- The stakeholder consultation process, adopted by MFSC and the other implementing organizations in REDD+ programs is a laudable task. Women's stakeholders presence in such stakeholder forums can be seen as the first crucial step to identify women as key stakeholders in REDD dialogue. Existing women's and community federations with its link from grassroots to national level can provide an effective cross-scale platform to improve both practice and policy.
- The existing framework of GESI provides a ready to use strategy in any kind of REDD+ programs, through which CEDAW can actually be operationalized into existing programs.

## INDIA

### *Overview of REDD+*

#### **Context**

India experienced major deforestation in the twentieth century and beginnings of this century mainly due to agricultural expansion, urbanization, and commercial extraction. The pressure on India's forests continues to be very high, with more than 200 million people being solely dependent on forests for their livelihood. However, the country is promoting afforestation and reforestation on an unprecedented scale and is one of the few developing countries in the world where the forest cover is now increasing. India more than doubled its budget for forestry in 2009 to USD \$1.85 billion to increase the capacity of frontline forestry personnel, improve forestry infrastructure and control forest fires. Their target is to increase forest and tree cover from the current forest cover of 20 percent to 33 percent, mainly by relying on communities to assist in reforestation efforts through their Joint Forest Management (JFM) program.

#### **Status of REDD+**

To date, the Government of India (GoI) has not been actively engaged in REDD+. They are neither members of the World Bank Forest Carbon Partnership Facility nor the UN-REDD program. However, the GoI recently released its National Mission for a Green India (GIM) that calls for the rehabilitation/afforestation of 10 million hectares of land divided among various forest types and agricultural lands (in addition to the 10 million called for in the Bali Action Plan), and increasing the total greenhouse gas (GHG) removals by India's forests to 6.35% of their total GHG emissions. This document represents India's REDD+ strategy<sup>197</sup> and calls for a REDD+ coordination cell in the Ministry of Environment and Forests (MoEF). Since India does not acknowledge deforestation as a threat to their forests, and since overall 'forest cover' in India is increasing through plantation programs, the GoI is interested in REDD+ exclusively, not in REDD.<sup>198</sup> In cooperating with other countries on REDD+, India is primarily interested in

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<sup>197</sup> MoEF, personal communication

<sup>198</sup> A recent study claims that native forests continue to decline. Gilbert, N., 2010. Claims of Growth in India's forest 'Misleading'. *Nature News*, August 24, 2010.

scientific collaboration on forest productivity, genetic stocks, and carbon potential that will improve the success and carbon sequestration of their reforestation/afforestation projects.

### **Community Forestry**

Joint Forest Management (JFM) began in India in the 1980s as a way to rehabilitate degraded forests in the face of resource and staff constraints at the national and state level. Under this system communities are given management responsibility over mostly degraded, state-owned lands in exchange for a share of timber sales and access to fodder, fuel, and NTFPs. By February 2007 there were an estimated 100,000 Joint Forest Management Committees (JFMCs) that manage over 20 million hectares out of the 76 million hectares of forested lands in India.<sup>199</sup> There is wide variation in how organized and active the JFMCs are, and in reality many only exist on paper or are only mobilized for plantation projects.

All JFMCs have a Memorandum of Understanding (MOU) with the State Forest Department (FD). The committees include a household member, usually male, from each family in the village that is managing the village forest (VF) as well as a forester from FD that serves as member secretary. In rare cases JFMCs have demanded more independence and succeeded in eliminating FD presence on their committees and filling the member secretary role with one of the villagers. Until recently JFMCs have remained independent from the *panchayat* (the village governing structure). However, recent legislation mandates that JFMCs begin operating as sub-committees of the *panchayat*, although MoEF is expected to challenge this.

JFMCs have accounts that can receive government funds. From the state government they receive revenue shares from timber sales, the percentage of which is determined by state law. There are also funds that come from the national level, including from the Forest Development Agency (FDA), under the National Afforestation and Eco-Development Board (NAEB), part of MoEF, which channels funds to JFMCs for specific afforestation projects. JFMC accounts fund general community development projects in the village and pay daily wages for workers. At the community level the funds are not used specifically for forestry, but assist in building infrastructure, and improving education and health services. According to the Indian Forest Service (IFS) most villagers consider the JFMCs successful when they see broader community development benefits to their communities.

There are equity concerns in JFMCs, with women and disadvantaged groups (such as lower castes) being underrepresented. In addition to equality issues in participation, allocation of benefits varies greatly by caste, gender, class, and occupation.<sup>200</sup> There is anecdotal evidence that the most successful JFMCs, in terms of active participation and commitment to project implementation, have strong women's leadership.<sup>201</sup> In rural areas men are often working outside of the village, while women are less mobile and are the ones using the forest most frequently. It makes sense that having strong participation of the highest user groups on the JFMCs would result in more active committees that are seeking more participation and control over the forest

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<sup>199</sup> FSI, 2009.

<sup>200</sup> Agrawal and Ostrom 2001

<sup>201</sup> NGO workshop in New Delhi, personal communication

resources. The move to making JFMCs sub-committees of the *panchayats*, as mentioned above, might be more problematic for women and disadvantaged persons, since generally *panchayats* have underrepresentation of these groups.

### **Benefit Sharing**

In the JFM system there is already well-established benefit sharing mechanisms and distribution of funds from national and state levels to JFMCs. There is variation by state and some mechanisms are often overly complex and have high transaction costs (World Bank 2006). REDD+ projects on JFM lands could utilize the JFMC accounts for sharing benefits with communities. New policies would need to prescribe percentage of benefits from carbon credits going to JFMCs from REDD+ projects, and correct current inequities in benefit distribution. Policies that provide safeguards for forest users, especially women and minority groups, would also need to be put in place to ensure forest-based livelihoods are not excluded in REDD+ programs.

### ***Gender Issues in Joint Forest Management***

While women are the largest group of forest users, they are underrepresented in field activities and decision-making processes. There are very few women in field positions in the State Forest Department, making it culturally difficult for the department to work directly with women in field activities. In Uttar Pradesh, for example, only 8 of 200 Indian Forest Service officers are women, and there are no women forest rangers or forest guards.<sup>202</sup> Added to these cultural constraints due to the lack of women in official forestry positions, women often don't attend JFMC meetings due to lack of time. In addition to being responsible for child care and domestic work, women typically work three to four times more than men in agricultural production.<sup>203</sup> Those that do find time to participate are marginalized in decision-making processes<sup>204</sup>, and are not given a voice in managing forest resources, except in some cases related to cooking fuel or other domestic needs.<sup>205</sup>

## **BANGLADESH**

### ***Overview of REDD+***

#### **Context**

As the most densely populated country on Earth and with much of the land dissected by complex waterways, the forest cover of Bangladesh is low for the region at around seven percent. Seventeen percent of the land is considered forest land, with most of that being owned and managed by the National Forest Department. The Sundarbans, the largest mangrove forest in the world, is the largest portion of government owned forest. Most of the accessible forest resources are in village or homestead forests, owned and managed by households or villages and making

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<sup>202</sup> World Bank 2006

<sup>203</sup> USAID/India 2010

<sup>204</sup> World Bank 2006

<sup>205</sup> USAID/India 2010

up about two percent of the total land area of the country. These forests fulfill the majority of the country's timber, fuel wood, and bamboo needs.<sup>206</sup>

### **Status of REDD+**

Bangladesh was recently added to the UN-REDD program. It is currently developing a national REDD+ strategy and has plans to establish a REDD cell under the Ministry of Environment and Forests. USAID/Bangladesh has been working with the Forest Department on forest inventory and carbon estimation that the government wants to feed into potential REDD+ programs. So far the focus of these efforts has been in government-owned protected areas and reserved forest.

### **Community Forestry**

Seventy percent of Bangladeshis are dependent on natural resources (aquatic and forests) for their livelihoods. The national government owns most forested lands, and communities have no rights of collection of any forest resources in most government owned forest land. However one classification, Unclassified State Forests (USF), allows for customary rights of indigenous people.<sup>207</sup> These lands are mostly degraded and some have been the focus of government driven community forestry programs, with communities mainly engaged as laborers for afforestation programs, similar to India's JFM model.

Resource constraints from deforestation and lack of access to government owned forest land has resulted in the creation of Village Common Forest (VCF) in some areas of the country. These forests are non-government common property run by Forest User Groups (FUG). There is good evidence that VCFs have been successful in supporting livelihoods, improving water quality, and conserving biodiversity and other natural resources.<sup>208</sup>

For over 10 years, USAID/Bangladesh has been working on increasing community engagement in wetland management and protected areas management through the establishment of Resource User Groups (RUGs) in targeted wetlands and co-management committees (CMCs) around protected areas. These programs have included quotas for women's participation in trainings and on committees and also targeted women for livelihood programs. However, women's participation in trainings and decision-making has still been limited due to cultural and time constraints.<sup>209</sup>

### ***Gender Issues in Forest Management and Governance***

Women's ownership and access to land is often limited and mediated by men and influenced by Islamic inheritance laws that disadvantage women and girls. Women's lack of land ownership makes them ineligible for loans, leadership, decision-making, and even membership roles in many organizations.<sup>210</sup>

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<sup>206</sup> Mukul et al 2008

<sup>207</sup> Baten et al 2010

<sup>208</sup> Baten et al. 2010

<sup>209</sup> USAID/Bangladesh 2010

<sup>210</sup> ADB 2010

In addition to their unequal access to land, women are less likely to participate in technical training related to natural resources management due to cultural constraints. Government and even non-government organization staff is very male-dominated which makes including women in field activities culturally difficult. There is the perception that women cannot perform field activities or do not have enough education to participate. While historically female literacy and education levels are lower than males, increasingly girls are catching up to boys in literacy and education levels due to government programs that give rice to families who send their children to school.<sup>211</sup> However, perceptions about women's abilities to engage in natural resources management will probably be slow to catch on.

Women also have less mobility and time than men. They have the main responsibilities for child-rearing and household work, in addition to playing a large, almost entirely unpaid, role in agricultural work. In cases where women are involved in paid, typically male activities, such as patrolling for illegal activities in protected forest areas, they do not receive the same compensation as men (a share of the revenues from fines).<sup>212</sup> Efforts to decrease women's childcare and household burdens and to encourage equity in paid labor are needed to increase their involvement in natural resources management activities.

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<sup>211</sup> ADB 2010.

<sup>212</sup> USAID/Bangladesh 2010

## **Annex IV: Scope of Work**

### **GENDER AND REDD ASSESSMENT IN ASIA Statement of Work**

#### **A. Purpose and Objective**

The purpose of this assessment is to conduct a review of Reducing Emissions from Deforestation and Degradation (REDD+) programs in Asia and how they have incorporated gender issues into their programming. The resulting assessment report will summarize lessons learned from existing programs and provide recommendations for how future REDD+ initiatives in Asia, including USAID/Regional Development Mission for Asia (RDMA)'s new Asia Regional Sustainable Landscapes Program, can successfully integrate gender into REDD+ projects. An analysis of the gender issues and gender-based constraints and opportunities in this forestry sector in general will be included in the report. The review will consider REDD+ activities where gender issues were addressed and analyze the lessons learned for replicating similar programs or activities regionally, as well as analyze programs where gender was not adequately considered with recommendations for entry points of gender issues into existing REDD+ project models.

#### **B. Background**

##### Gender and REDD+

REDD+ activities are increasing throughout Asia in expectation that international mechanisms will provide financial incentive for conserving existing forests and afforestation and reforestation activities. REDD+ offers the potential to significantly benefit forest dependent communities in developing countries while simultaneously mitigating climate change and conserving natural resources. While communities have the opportunity to benefit, they also risk being exploited if they don't have or lose land tenure, lose access to essential forest resources, or if fair benefit-sharing mechanisms are not put in place. In many communities, women are the largest forest users yet often have unequal access to land and political power, placing them at greater risk of losing rights to forest resources or not receiving their fair share of compensation for forest protection activities. In developing and implementing REDD+ programs at the local, project, state, national and international levels it is critical to ensure that women's rights and resource needs are recognized and there is careful consideration of the roles they can play as leaders, participants and beneficiaries in REDD+.

##### Sustainable Landscapes

The overall objective of USAID's Sustainable Landscape Pillar is to assist countries to reduce greenhouse gas (GHG) emissions and enhance sequestration of carbon associated with land use and management, including forestry. Activities under this pillar are intended to help developing countries transition from current trends in emissions in which deforestation and forest degradation are responsible for a significant portion of greenhouse gas to a future state where emission levels from the land use sector are reduced and forest carbon stocks increased, while supporting economic growth.

USAID/RDMA intends to begin an Asia Regional Sustainable Landscapes Program in November 2010 with the goal of achieving meaningful and sustained reductions in greenhouse



gas emissions from the forestry-land use sector in Asia”. The program will be designed to support regional sharing of methodologies, best practices, and lessons learned in REDD+ readiness and implementation, with pilot activities in select countries. As a regional program that will emphasize information sharing among countries, it is essential that gender issues are considered and incorporated from the beginning in the information exchanges, promotion of best practices, and pilot activities.

### **C. Statement of Work**

The purpose of the assessment is to provide a review of current REDD+ programs in Asia and the degree to which they have incorporated gender issues, with recommendations for how upcoming REDD+ programs can mainstream gender considerations in REDD+ projects by learning from and building upon current regional REDD+ models. Given the large number of current REDD+ programs in Asia, this assessment will not be able to review all of them. Rather it will focus on ones that meet one or more of the following criteria: 1) far along in development; 2) progressive in terms of social considerations; or 3) likely to serve as examples or models for future REDD+ programs. The assessment will attempt to review both community-based approaches and more commercial forestry approaches.

The assessment will involve both desk review and in-country consultations. The desk review will include: 1) identifying REDD+ and (where relevant) payment for ecosystem services (PES) projects in Asia; 2) prioritizing which projects to review based on criteria above; 3) collecting summary documents of projects when available; 2) developing a survey/questionnaire for reviewing projects; and 3) using the survey to review projects through either available documents and/or phone or email inquiries with project implementers. In-country consultations will take place in Vietnam, Thailand, and Indonesia. The purpose of in-country consultations will be to meet with local and regional organizations involved in REDD+, and in Vietnam and Indonesia conduct field visits to REDD+ projects. Through both the desk review and in-country consultations the assessment will answer the following questions:

- How have current REDD+ programs in Asia incorporated gender issues in their activities?
- What are the major gender-related considerations in (community) forestry in a sub-regional context (South Asia, Mekong, insular Southeast Asia)?
- In a sub-regional context, what is the governance structure for land ownership and management and what is women’s role in that structure? How might REDD+ affect this?
- Considering existing REDD+ programs and women’s traditional roles in community forestry and land management, how can REDD+ programs better encourage/increase women’s participation in and benefits from REDD+ projects?

Additionally, according to USAID ADS regulations (ADS 201.3.11.6) for gender, this assessment will analyze the following questions related to REDD+ projects:

1. How have/might the different roles and status of women and men within the community, political sphere, workplace and household affect the achievement of sustainable results in REDD+ projects?
2. How have/might the anticipated results of REDD+ projects affect men and women differently?

In answering these questions, the resulting report will address:

- A summary of gender components of REDD+ programs in Asia
- A sub-regional summary of women’s forest use and role in forest management and governance
- Recommendations for RDMA and implementing partners on how to consider gender in all aspects of their REDD+ programming so as to ensure that USAID assistance makes the optimal contribution to gender equality
- Recommendations for RDMA and implementing partners on what additional information to collect or analyses to conduct that would assist them in better understanding gender issues and integrating them into REDD+ programming, as well as engaging the different populations participating in the program to ensure success.

#### D. Methods and Procedures

The assessment will be composed of a lead consultant, two Asia-based consultants, and one USFS. The lead consultant will help select and will manage the Asia-based consultants. With input from the RDMA Regional Environment Office (REO), the team will be tasked with:

- Compiling and reviewing documents on existing REDD+ programs in Asia
- Conducting some phone and email interviews of REDD+ program implementers
- Conducting in-country consultations in Vietnam, Thailand, and Indonesia
- Analysis and synthesis of initial findings in draft form to be shared with USAID/RDMA for comment and refinement
- A final report that will summarize lessons learned and recommendations for integrating gender into REDD+ programs

Roles of each team member are summarized in the following table

<b>Organization</b>	<b>Team Member</b>	<b>Roles and Responsibilities</b>
Consultant	Jeannette Gurung	<p>Team Leader, responsible for:</p> <ul style="list-style-type: none"> <li>• Leading the assessment team and process</li> <li>• Compiling list of REDD + project, documents, and contacts</li> <li>• Developing survey/questionnaire to guide document review, phone and email interviews, and in person meetings</li> <li>• Contacting within country individuals and organizations and finalizing country visit itineraries</li> <li>• Facilitating meetings, including explaining to interviewees the purpose and goals of the assessment</li> <li>• Writing major portions of the report and incorporating other team members’ written input into a draft report</li> <li>• Finalizing report</li> </ul>
USFS	Beth Lebow	<p>Team Member, responsible for:</p> <ul style="list-style-type: none"> <li>• Assisting in compilation of REDD+ project list, documents, and contacts</li> <li>• Assisting in identifying and contacting within country individuals and organizations</li> </ul>

		<ul style="list-style-type: none"> <li>• Providing logistical support in meeting set-up</li> <li>• Writing portions of the report as assigned by Team Leader</li> </ul>
Asian Consultant 1	Kalpana Giri	Team Member, responsible for: <ul style="list-style-type: none"> <li>• Work with Team Leader in Vietnam and Thailand</li> <li>• Writing portions of the report on South Asia, specifically Nepal, and other portions as assigned by Team Leader</li> </ul>
Asian Consultant 2	Abidah Billah Setyowati	Team Member, responsible for: <ul style="list-style-type: none"> <li>• Work with Team Leader in Indonesia</li> <li>• Coordinate field visit and other logistics in Indonesia</li> <li>• Writing portions of the report on insular Southeast Asia, specifically Indonesia, and other portions as assigned by Team Leader</li> </ul>

### E. Time Table and Deliverables

The assessment will take place over three and a half weeks in October and November 2010, with approximately one week desk review and 16 days travel in Asia. Desk review will be conducted in late October through November from various locations, and Asia travel will be conducted November 9 to 24. The lead consultant will be ultimately responsible for the following deliverables:

Deliverable 1: Create list of critical documents to review and individuals to contact by phone/email by November 1.

Deliverable 2: Finalize itinerary and meeting schedule in Asia by November 1.

Deliverable 3: Submit draft assessment report by December 17. The draft will be circulated for input and all input received by January 3.

Deliverable 4: Submit final assessment report by January 14.

### F. Itinerary

Not all team members will be present for all portions of the travel. The table below summarizes each team member's participation.

Dates	Location	Jeannette Gurung	Beth Lebow	Asian Consultant 1	Asian Consultant 2
Continuous	Various (Desk review)	X	X	X	X
Nov 9-14	Vietnam	X		X	
Nov 15-17	Thailand	X	X	X	
Nov 18-24	Indonesia	X	X		X

## **G. Next Steps**

This assessment is the first of multiple activities intended to support RDMA's new program. It will be followed by a gender-training with the implementers of the program, with results and analysis from the assessment informing the content of the training. The intention of the assessment product and training is to inform development and finalization of the work plan for RMDA's new program. Activities following the training are intended to further develop the capacity of the Mission staff, implementing partners or local experts so as to enhance gender integration in this and other regional projects of this nature. Depending on availability of funds, the intention is to conduct a follow up evaluation approximately one year after the training to determine the effectiveness of the report and training and to collect lessons learned that could be applied to similar projects.

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## **Annex VI: Contacts**

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Dr. Dharam R. Uprety, Focal person from Civil Society to work on "Forest and Biodiversity Thematic Group" in NAPA building process.  
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- a. Pham Van An, Director, DARD, Dalat
- b. Le Van Minh, Vice-director, DARD, Dalat
- c. Phan Van An, Vice-director, FDF fund, Technical Forestry, DARD, Dalat
- d. Ho Huijah Dung, Vice-director, Forest Management Board, DARD, Dalat
- e. Nguyen Thi Loan, manager of plant department (woman), DARD, Dalat

Ms. Nga Dong Thuy, Economist, WINROCK Vietnam

Ms. Vu Thi Bich Hop, Executive director, Centre for Sustainable Rural Development, Hanoi, Vietnam ([www.srd.org](http://www.srd.org))

Group discussion with 13 people, 10 women of Da Nhim Province, 3 men technical support and officers of Forest Management Board at Lam Dong Province, Vietnam.

Dr. Lam Ngoc Tuan, Faculty of Environment, University of Dalat- currently working as consultant for FPIC of UNREDD Vietnam at Dalat, Vietnam.

Mr. Timothy Boyle, UNREDD Regional Coordinator, Bangkok, Thailand

Mr. Akihito Kono, Technical Specialist, Ecosystem and Natural Resources, UNREDD, Bangkok, Thailand

Dr. Nguyen Quang Tan, RECOFTC Vietnam.

Mr. Nguyen Truc Bong Son who coordinated UNREDD activities in Lam Dong Province (through email contact)

Mr. Pham Thanh Nam, Field Coordinator, Asia Regional Biodiversity Conservation Program, Winrock International, Dalat city.

Mdme. Thoa (Pham Minh Thoa, National Programme Director, UN REDD Viet Nam Programme, held in Cancun, Dec. 5, 2010.

## **Annex VII: Assessment Questions**

### **Questions for field level visits with women's groups**

1. What are your roles in forest use? (Including planting, harvesting, NTFP collection, nursery management, employment in forest industry/timber operations, etc.)
2. What are your roles in forest management and governance? (Including as members of CF groups, executives/committees; speaking on behalf of groups in consultations with other stakeholders/government)
3. Have you or do you participate in meetings, consultations, plans for REDD projects? If so, at what level and how often? Are you able to participate effectively? If not, what reasons are you not participating? Were there any capacity building or training activities provided on REDD, to allow for your active and knowledgeable participation?
4. What information and knowledge do you have about the Project? is this sufficient for you? do you understand the notion of leakage (when forest use is transferred from one forest to another)?
5. What benefits do you expect to gain from the project? Who controls these benefits? Do you have existing arrangements for cash benefits if they are placed in a bank account in your name?
6. How should payments or benefits be distributed? To individuals or through the group? Cash or deposits to bank accounts, or for development initiatives (schools, community centers, etc.)
7. How many women are acting as leaders in the forest management groups? What makes them leaders? Are they representing women's interests? Are they supported by other women? Are they providing role models for other women to also become leaders? What is needed to increase the leadership of community women in this Project? Do men support the women leaders?
8. What ideas do you have on how this Project could better engage women and provide resources and benefits to them? What would these benefits be?
9. Do the project staff and partners interested in women's engagement in this REDD project? Do they meet with you and listen to your opinions? How many women staff are there in the Project? Do they talk more to women than the male staff do?

### **Questions for Project Team Members**

1. What differentiated needs and opportunities exist for increasing women's and men's productivity and/or production?
2. What needs and opportunities exist for increasing women's and men's access to and control of resources and benefits? Are these different for men?
3. How do these needs and opportunities relate to the country's other general and sectoral development needs and opportunities?
4. Have women and men been directly (and separately) consulted in identifying such needs and opportunities?
5. Are project objectives specifically related to the differentiated needs of women and men?
6. Are project team members aware of and sympathetic towards gender differentiated needs of women and men?
7. Are there women staff on the project team to talk to women beneficiaries/stakeholders?



8. Do project team members have the necessary skills to understand women's and men's situations, needs, demands etc.?
9. Does the organization have internal gender analysis capacity or the resources or political will to outsource skill development to other organizations?

### **Operations and Logistics**

1. Is there a specific policy for mainstreaming gender analysis in the organization?
2. Are gender responsibilities written into the terms of references (TOR) of project team members?
3. Are there other structural systems in place to ensure oversight and accountability for gender inputs?
4. Are there plans to ensure that gender is institutionalized into the procedures of the organization to ensure that it becomes an integral part of institutional practice?
5. What institutional incentives/rewards are there?

### **Finances**

1. Do funding mechanisms exist to ensure gender-sensitive continuity?
2. Are funding levels adequate for proposed tasks?

### **Flexibility**

1. Does the research project have a monitoring and evaluation system that allows it to detect the differential effects of the project on men and women?
2. Does the organization have enough flexibility to adapt its structures and operations to meet the changing or new-found situation of women, men and other socially excluded populations?