Gender Guidelines
July 2015
For Applicants to Forest Governance Markets and Climate (FGMC) Programme
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<tr>
<td>CEDAW</td>
<td>Convention on Economic Discrimination Against Women</td>
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<td>CNCT</td>
<td>National Council of Traditional Chiefs of Cameroon</td>
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<td>CSO</td>
<td>Civil Society Organisation</td>
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<td>DAC</td>
<td>Development Assistance Committee</td>
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<td>DFID</td>
<td>Department for International Development, UK</td>
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<td>DG</td>
<td>Director General</td>
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<td>EU</td>
<td>European Union</td>
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<td>EUTR</td>
<td>European Union Timber Regulation</td>
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<td>FAO</td>
<td>Food and Agriculture Organization</td>
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<td>FGMC</td>
<td>Forest Governance, Markets and Climate programme</td>
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<td>FLEGT AP</td>
<td>Forest Law Enforcement, Governance and Trade Action Plan</td>
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<td>FPP</td>
<td>Forest People’s Programme</td>
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<td>ILO</td>
<td>International Labour Office</td>
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<tr>
<td>M&amp;E</td>
<td>Monitoring and evaluation</td>
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<td>MFP3</td>
<td>Multi-stakeholder Forestry Programme</td>
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<tr>
<td>SMEs</td>
<td>Small- and medium-sized enterprises</td>
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<td>TL</td>
<td>Triple Line</td>
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<td>ToC</td>
<td>Theory of Change</td>
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<td>UN</td>
<td>United Nations</td>
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<td>VPA</td>
<td>Voluntary Partnership Agreements</td>
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1 Introduction

1.1 Objectives

- To explain the United Kingdom’s (UK) government’s commitment to addressing gender equality (see Section 4) and how this relates to the Forest Governance Market and Climate (FGMC) programme.
- To provide simple guidance to new grant applicants on ensuring that gender has been fully considered in the design and implementation of their proposed projects.
- To demonstrate that consideration of gender issues is an explicit component of FGMC.

1.2 How to use the guidelines

These guidelines are not designed to be a blueprint; one size does not fit all projects. The relevance of gender will be influenced by the context, culture, politics, social and economic situations, and type of project. Each organisation embarking on integrating gender will have to carve its own path appropriate to its project and budget. Consequently, the guidelines present a series of questions designed to help reflection and assist in the grant application process.

The first part of the guidelines discusses why gender is needed, and the second part discusses how gender should be mainstreamed in FGMC-funded interventions.

2 Understanding gender equality

2.1 What do gender equality and gender mainstreaming mean?

Box 1. Gender equality and gender equity

The UK Department for International Development (DFID) draws an important distinction between equality of opportunity and equity of outcomes:

**Equality of Opportunity**: women should have equal rights and entitlements to human, social, economic and cultural development, and an equal voice in civic and political life.

**Equity of Outcomes**: the exercise of these rights and entitlements leads to outcomes which are fair and just.


‘Gender’ is a concept that refers to *socially learned differences* between men and women (and boys and girls). Gender is often mistaken as a term referring to biological differences, or simply referring to ‘women’.

**Why taking gender into consideration matters**

Considering gender helps us to understand the contrasting experiences of men and women in a society; demonstrates hierarchical relations and unequal roles and relations between women and men; shows the unequal value given to women’s and men’s work; and highlights unequal access to power and decision-making, resources.

**What is gender equality?** Gender equality is about transforming women’s and men’s roles and power relationships in order to create fairer and equitable societies for all. Both women and men are affected by gender roles; however, gender norms in many societies generally work to the disadvantage of women. Women and girls have less power and influence, fewer opportunities, and lower status. Gender equality requires special attention and actions towards women to promote their empowerment.

Gender equality does not mean that there should be equal numbers of women and men in interventions or that men and women should be treated exactly the same way. Treating men and women the same way may even result in further inequalities. What is needed is an understanding of the differences in how women and men experience life. Gender equality means recognising the often different needs, priorities and aspirations of both men and women and the specific constraints
they face. **Substantive equality**, which recognises differences between men and women, is needed, rather than simply equality.

**What is gender mainstreaming?** It is a strategy for promoting gender equality and gender equity. It recognizes that the different social, economic and political experiences of men and women must be integrated into the design, implementation, monitoring and evaluation of development policies, to achieve fair outcomes for men and women.

### 2.2 Why is gender equality important?

There are several different rationales for equality between men and women. The human rights rationale considers the fight against sex discrimination fundamental to protecting human rights. In international legal instruments and declarations, gender equality of opportunity is a key goal in and of itself, as part of an international commitment to women’s human rights and gender justice, and these are enshrined in most national constitutions. However, often national laws, customary law or societal structures result in differential treatment of women and men, and of boys and girls. Most human rights instruments are ‘gender-neutral’ in that they guarantee that all citizens will be treated without discrimination by the state, but that guarantee alone is insufficient to address existing inequalities.

In the economic rationale, there is empirical evidence (e.g. from the World Bank) demonstrating that gender equality is essential for economic growth. Evidence shows that countries that have taken positive steps to promote gender equality have substantially higher levels of economic growth.

In the political rationale, research shows that women’s political participation has profound positive and democratic impacts on communities, legislatures, political parties, and citizens’ lives. Gender equality and women’s empowerment are essential components of poverty reduction strategies: poverty is not only about livelihoods (and food, shelter, clothes, healthcare, and education), but also about political participation of both men and women citizens.

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4. Klasen, S. (2002) estimated for the World Bank that if Sub-Saharan Africa had given the same priority to addressing gender inequality in education as it gave in East Asia, real per-capita annual growth between 1960 and 1992 would have been between 0.4 and 0.6% faster. These effects only relate to gender inequality in education and are thus in addition to the effects of average human capital on growth. It is also suggested that these growth impacts would be much greater if they also took into account the subsequent impacts of women’s education on reduced gender inequality in employment, access to technologies, or credit. Blackden, M. and Bhanu, C. (1999) quoted in Mayoux, L. and Mackie, G., 2008. Making the strongest links: a practical guide to mainstreaming gender analysis in value chain development. International Labour Office, Addis Ababa: ILO.
2.3 UK Government’s commitment to gender equality

The UK government is committed to gender equality under the **2014 UK International Development (Gender Equality) Act**. Gender equality is embedded in the UK government’s development and humanitarian assistance to countries outside the UK. DFID’s policies on gender equality are closely linked to international standards and norms as the UK has signed all United Nations (UN) and European Union (EU) policies regarding gender equality, including:

- **1979 Convention on the Elimination of all Forms of Discrimination Against Women**
- **1995 Beijing Declaration and Platform for Action**
- **2015 Sustainable Development Goals**
- **EU Gender Equality Legislation**

DFID’s **Strategic Vision for Girls and Women (2014)** recognises the importance of an enabling environment (strong, open and inclusive societies and political institutions) for women and girls. DFID is committed to addressing social norms and relationships that underpin how girls and women are valued in society and influence the opportunities they can seize. The Strategic Vision highlights three key areas where results for girls and women are critical:

- **Voice** in decision-making at home, in their communities and in the country where they live, in politics, business, the media and civil society, through their participation, leadership and collective action.
- **Choice** to complete education and to benefit from paid work and opportunities to make sufficient income.
- **Control** over their bodies and mobility, including their safety from violence; over income, productive assets and other resources (including food, water, energy); with equal legal rights and access to justice, and freedom from discriminatory social norms.

3 Understanding gender in forest governance

3.1 Gender equality and the control of natural resources

Forests provide the basic goods and services to sustain livelihoods and guard against vulnerability for forest dependent households and forest dwellers. Forest resource use by poor households can help them to mitigate or avoid poverty where forest resources serve as subsistence safety nets, for example when crops fail or other income opportunities are limited. When there are changes in forests, the effects are felt differently by the various social groups dependent on forests, such as indigenous groups, those living in extreme poverty, and women. For women, who require regular and unmediated access to forests for their livelihoods (e.g. for collecting non-timber forest products for food, income and household use), loss of access, either through degradation or through a change in management regimes, often has the greatest impact.

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6 [http://services.parliament.uk/bills/2013-14/internationaldevelopmentgenderequality.html](http://services.parliament.uk/bills/2013-14/internationaldevelopmentgenderequality.html)
7 The first international policy on gender quality. Provides the basis for ensuring women’s equal access to and opportunities in political and public life, as well as in education, health and employment.
8 The culmination of CEDAW was this global platform for action on gender equality, set out at the 4th World UN Conference on Women. The Beijing Declaration Platform for Action remains the most important international statement on gender equality.
10 Gender equality has been a fundamental principle of the European Economic Community since 1957, and is a European Community responsibility.
Neither the impacts of forestry management nor the strategies designed to improve forest governance are gender neutral. While forests are of major significance to women across the world, women rarely have tenure rights; in customary systems women are often denied inheritance rights, hence relying on their male relatives for access to natural resources. In statutory systems women rarely have land titles. In addition, low literacy rates and lack of awareness reduce their ability to claim their rights. The effects of changes in forest policy on these groups can be more profound than for others in the same community who are not socially excluded.12

Addressing the gender dimensions of natural resource governance requires bringing about changes in the unequal power relations between men and women:13

- **Who gets what?** The distribution and control of natural resources
- **Who does what?** The division of labour
- **Who decides what?** The decision making power
- **Who sets the agenda?** The control over whose issues/priorities come to the table for discussion

Policy makers and programme management need to take into account the specific and different needs and priorities of men and women, as well as the gendered inequalities that may compound the negative impacts of poor forest governance (e.g. lack of decision-making), or prevent women from sharing in the benefits (e.g. income derived from forest products or land rents).

### 3.2 Gender equality and the Forest Law Enforcement, Governance and Trade Action Plan

The Forest Law Enforcement, Governance and Trade Action Plan’s (FLEGT AP) strong commitment to poverty reduction is clearly described in the conclusions from the Council of the EU, which recognised “the importance of strengthened governance in the forest sector, and the positive impact this has on reducing poverty.14 Gender equality is a key precept to achieving sustainable poverty reduction.

Voluntary Partnership Agreements (VPA), one of the key components of the FLEGT AP, through the process of deliberation, as well as through the content of discussions about political reform, have the potential to bring benefits to poor men and women residing in and near forest areas,15 as well as providing non-state stakeholders with the means to hold those in power to account if the state fails in its duties.16 This opens the door for advancing gender equality to ensure that women and men have the capacity to participate actively in the VPA processes, and through that participation, ensure that women and men receive equal shares in, and control of, resources resulting from forest products. Opportunities for improving gender and equity impacts through VPAs include:17

- **Establishing space and opportunities for women in political deliberation and consensus building** that provide a context for meaningful negotiation, representation and accountability. This enables poor men and women (such as indigenous and local communities) to participate more meaningfully in an environment where their voices are heard and responded to. An explicit provision for participation is provided in many country VPAs.

- **Building the capacity of poor individuals and their representatives, both men and women**, to engage, influence and hold to account decision makers. In most countries entering into VPAs, this capacity has been developed through separate programmes of support to civil society. Moreover, in countries where VPAs are being negotiated or implemented, programmes such as FGMC support the strengthening of civil society organisations and communities. The role of men

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14 EU (2003/C268/01).
16 See: [http://www.euflegt.efi.int/accountability](http://www.euflegt.efi.int/accountability).
and women in negotiation and deliberation applies to those who have the potential to lose out from VPA processes and agreements, as well as those who stand to gain.

- **Changing the ‘rules of the game’,** ensuring that policies, regulations and legislation, as well as informal social and cultural norms at all levels (local to national) are supportive for changes in voice for forest people, and ensuring protection from events that may increase poor people’s—particularly women’s—vulnerability and reduce their resilience. This is an important outcome from the negotiation process for the legality definition and the scope of laws it covers.

- **Ensuring access to livelihood assets and services for forest dependant men and women** and building livelihood security for the poor through improved access to diverse assets and services (to ensure economic, socio-cultural and human capabilities).

### 3.3 Gender equality and the business case for FGMC

The hypothesis linking the FLEGT AP and VPAs to poverty, livelihood and gendered outcomes is explained in the business case for FGMC\(^{18}\). The FGMC programme takes a targeted approach to gender, focusing its attention on the ways in which women may change their access to rights, services and other opportunities. The FLEGT AP indicates that the programme will benefit women in several areas, including: the changes induced by strengthened negotiating capacity of stakeholder groups, building the capacity of associations of forest product industries, innovations in land tenure, improvements in labour conditions and market access, and improved legislation and monitoring of legal compliance for other commodities (notably palm oil, soy, beef and leather)\(^{19}\).

The FGMC programme works to break the cycle of gender-based discrimination at different levels, providing grant support through human rights and environmental NGOs focused on securing gender justice through the reform of laws relating to land tenure and use of forest resources. Actions supported in the business case for FGMC include\(^{20}\):

- Support to build the capacity of civil society actors and forest communities to play an active role in the negotiation and implementation of partnership agreements, and reflect the specific needs of women through their advocacy;

- Research to better understand the human rights implications of customary law for women; dialogue and advocacy to address gender discrimination and equity in customary law, as well as to ensure that the rights of women are respected.

- Use of legal channels to address violations of the rights of women and girls, through compiling evidence of rights violations, particularly in relation to land ownership, access to forest resources and economic empowerment, and submission of this evidence to legal processes at the national and international levels.

- Systematic and direct participation by women’s representatives as well as men, in all policy and legal advocacy work supported by international organisations advocating the rights of forest-dependent people.

- Improved workplace conditions through better enforcement of labour laws in timber processing facilities, where the workforce is often predominantly women.

While work has started in some of these areas funded by FGMC and the existing grant holders have been working on gender with some results, there is still a substantial gap in terms of integrating gender effectively in the interventions funded by FGMC. Now is a good opportunity to highlight

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\(^{18}\) See FGMC [Business Case and Summary 201724 (October, 2011)] and [Addendum to the FGMC Business Case (November 2014)].

\(^{19}\) See FGMC business case, para 75 option 1, para 122 and 137 governance, political and social appraisal issues, and para 16 expected results.

\(^{20}\) See addendum to Business Case for spending period 2015-2018, Box 2, p.4.
actions which could be supported during the new proposal cycle (September 2015) which integrate gender.

4 Mainstreaming gender in FGMC-funded interventions

Promotion of gender equality is now a legal requirement following the passing into UK law of the International Development (Gender Equality) Act 2014. Applicants will be required to demonstrate that they have considered gender and equity in both their concept notes and project proposals. They will need to show how their proposed approach to managing and delivering their grants is gender-sensitive and how they will ensure that the processes and outcomes they engage in are shaped and informed by gender analysis and lead to impacts that promote gender equality. DFID will expect to see a robust approach to measuring the effects of programme-funded activities on gender that goes beyond the disaggregation of impact data.

Gender in FGMC is to be considered throughout as a cross-cutting issue and, in particular, at four levels: i) Context, ii) Results/Outcomes, iii) Implementation Process, and iv) Organisation. This section discusses how gender should be mainstreamed at these levels.

4.1 Context – situation analysis

The project identification phase provides an opportunity to collect or review evidence about the context in which a project will be planned and implemented. This implies either conducting primary research and analysis or using existing sources of information. There is no such thing as a gender-neutral project or policy, although gender may be more relevant for some than for others. FGMC works within environments that are driven by social and cultural norms that dictate gender-defined roles for men and women. It is therefore important to understand the contexts in which interventions on forest governance and trade are to be implemented. During this phase, several types of contextual analysis such as gender analysis, stakeholder analysis, and problem tree analysis, could be undertaken. This paper focuses on gender analysis, which is more relevant to mainstreaming gender.

Using gender analysis for understanding context

Gender analysis is the systematic attempt to identify key issues contributing to gender inequalities so that they can be properly addressed. It provides the basis for gender mainstreaming and is described as ‘the study of differences in the conditions, needs, participation rates, access to resources and development, control of assets, decision-making powers, etc., between women and men in their assigned gender roles’. During contextual analysis, the key points for gender analysis are:

- Understanding gender-defined roles and cultural norms which govern these roles, i.e. division of labour between men and women, and the cultural norms, which define the roles and responsibilities between them.
- Understanding participation, representation and voice of men and women in policy processes. What are the mechanisms for participation? Who has a voice? Who is excluded? Whose priorities count – by gender?
- Understanding who has access to and control over which resources, e.g. land and forests); understanding how this is being negotiated at community and national levels.

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Understanding relevant laws (formal as well as customary) and policies and their implications by gender. For example, when considering access to and ownership of land and resources it is important to understand the differences in the ways in which men and women are treated under forest or land laws. This helps to identify gaps in the laws in terms of gender equality. Actions can then be proposed to address those gaps.

Some indicative questions that facilitate the understanding of contexts that relate to the above points are presented in Box 3 below. These are not exhaustive but are meant to generate ideas for more reflection by FGMC grant applicants.

**There is no single framework or tool for conducting a gender analysis.** We provide summaries and links to three gender analysis and women’s empowerment frameworks in Annex 2 that can be used to inform your research/project, including: i) Social Relations Framework, 2) Maanda Women’s Empowerment Framework, and iii) Framework for analysing gender implications in forest and tree management.

### Box 3. Key questions for understanding a context using gender analysis

**Capabilities and access to resources**

- How is *access to forests and land* being negotiated at community and national levels?
- What is the level of men and women’s *awareness, capacity and knowledge* to claim their rights to land and forest resources?
- What is the *capacity of the SMEs*, in particular those run by women, in terms of accessing information on markets and the EUTR?

**Voice, influence, agency**

- What is the *level of participation or representation* of women and men in the VPA and other processes related to land use?
- How do women and men *engage* in the national and local processes governing forest and land issues? Do they have *influence* in policy processes at national/district level, and to what extent?
- Are the *voices* of women and men, and the issues affecting them, being *represented and heard* in civil society coalitions, the VPA and other processes?

**Formal and informal institutions**

- What are the norms that influence land tenure and inheritance rights? What effects do *customary land rights* have on men’s and women’s access to, and control over, land and forests?
- Are there *mechanisms for benefit sharing*? How do they operate, and do communities (including both men and women) take part in decision-making on benefit sharing? Is there equitable distribution of those benefits between men and women? Are revenues generated from forests used for initiatives/infrastructures that benefit both men and women in the community?
- Are there differences in the way men and women are treated by *formal and customary laws*, relating to land and forest resources? What are the differences?

The above indicative questions are targeted at stakeholders at different levels: government stakeholders at national and district levels, customary chiefs, the private sector (logging companies and small- to medium-sized enterprises (SMEs)), communities (including both men and women), and civil society organisations.

### 4.2 Setting Results and Outcomes

*Gender analysis of a programme or project concept should reveal whether gender equality objectives are articulated in the initial idea, whether or not the planned
activity will contribute to or challenge existing inequalities and whether there are any gender issues that have not been addressed.

The theory of change (ToC) of a project should demonstrate the contribution the project will make towards equality and equity between men and women. The ToC should, as much as possible, differentiate between the anticipated changes deriving from an intervention on men and women, instead of making generalized statements about ‘community members’. It should be noted that although there is no gender neutral programme or policy, gender may not be of high relevance to a few technical interventions on forest governance (e.g. interventions focused on geographical remote sensing). Nevertheless, for these kinds of projects it is still important to demonstrate that the project design has considered gender or applied gender analysis, and to explain why gender is not of high relevance to a specific project. It may be that initially, during the design phase, gender is not identified as an important variable. However, it may transpire that an intervention may bring about changes that impact men and women differently. It is therefore important to demonstrate how one will assess the potential changes or impacts and consider that in the project design.

The preparation of the results framework of a project should be informed by gender analysis, as well as other contextual analyses (e.g. stakeholder analysis, political economy analysis). The results framework should demonstrate the interrelation or chain of results between the different hierarchical levels (overall goal, outcomes, outputs, and activities) in a logical fashion.

One of the key questions to ask at outcome level is ‘Do the anticipated outcomes of the project consider gender, and, if not, why?’ If the outcomes affect men and women differently, then outputs, activities and indicators to measure gendered change (e.g. voice, decision-making, access, ownership and control over resources) should be identified. A gender-sensitive monitoring and evaluation system, including the identification of indicators to measure the extent to which gender equality objectives are being met, should be in place during the design phase.

Information gathered through gender analysis can be used to inform and contribute to baseline and gendered performance indicators, and targets against which the project will measure progress. The gendered performance indicators that will serve as the basis for monitoring and evaluation should become integral to the project structure and rationale. Projects then report against indicators using disaggregated data, where relevant, thus providing evidence.

It is important to determine who the ultimate direct or indirect beneficiaries will be. If a project is working to effect macro level changes, e.g. change in policies and laws, the applicant should explain how the work at the macro level will integrate gender, as laws/policies are not gender neutral. Your indirect beneficiaries may be communities (including both men and women) but the direct beneficiaries may be partner organisations in timber producing or consumer countries, working on the FLEGT VPA or EUTR processes, respectively, to contribute to improved governance and market reforms. Key questions to ask could include ‘how will these law reforms impact men and women differently?’, ‘how will men and women voice and engage in these policy and law reform processes?’, ‘how will the implementation of the regulations affect men and women, small-holder

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23 FAO: Mainstreaming gender into project cycle management in the fisheries sector, by M. C. Arenas and A. Lentisco, Bangkok, 2011.

24 On gender disaggregated data refer to section 4.3.2. monitoring gender dimensions.
forest dwellers, and SMEs, in particular those run by women?’; and ‘how will the project interventions contribute to gender equality within these areas?’.

4.2.1 FGMC results’ areas for potential gender integration

- **Benefit sharing from legal logging (related to FGMC outcome/impact):** A core assumption underpinning FGMC is that legal logging allows for VPA processes to ultimately benefit poor men and women, for example indirectly through increasing tax revenues that are collected and redistributed from central government to local government, and directly from concession-holders to local men and women living in remote, forest dependent communities. Forest funds held by local government have the potential to support major poverty reducing programmes in forest-affected villages. There is, however, little evidence to support, or reject, this assumption, as there may not be initiatives or research in this area. An analysis of the distribution of revenue from forest products to men and women and to those in poorer, remote areas would determine whether or not this assumption holds true in different contexts.

There is, however, often evidence in forest producer and processing countries of widespread misuse of government revenue and a general lack of accountability. The rule of law and the capacity of civil society need to be strengthened to hold those responsible for decision-making accountable for revenue allocations. This should not only ensure that poor people benefit, but also ensure that there is an equitable distribution of those benefits between men and women. Interventions that ensure that laws and rules on benefit sharing are communicated to and equally accessed by both men and women in the community are critical. This is one area where gender could be considered.

- **Deliberative multi-stakeholder process (related to FGMC outcomes and output 1):** FGMC supports engagement in collective or political processes to reach collective decisions/agreements. As well as an assessment of the quality of the inclusiveness in these multi-stakeholder processes from the point of view of functional interest groups, the analysis should consider the extent to which these processes provide an opportunity for women to engage and to exercise voice. This is key, and applicants are required to demonstrate how they will contribute to gender integration in the multi-stakeholder process of the VPA.

Other sub-areas which relate to the above into which gender could be integrated are: legality definitions in the VPAs, and capacity building of key stakeholders, including SMEs and forest dwellers (both men and women), to enable them to engage in policy processes.

- **Legislative and policy reforms for forests, land and markets (related to FGMC outcomes):** as discussed in the context section, gendered understanding of the implications of relevant laws and policies is important. There are generally differences in the ways in which men and women are treated under forest or land laws; most of the time, the laws may not be explicit in terms of gender. Once the gaps in the laws and policies are identified in terms of gender equality, interventions can then be proposed on how to contribute to addressing these gaps in order to ensure women and men have equal rights. The opportunity the VPAs present in terms of reforming policies and laws should be taken seriously, to encourage and influence key stakeholders to consider gender during the drafting or revision of the laws and policies related to forest and land.

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26 A study in Cameroon on the revenue flows and use indicated that of the almost US $7 million allocated to the three rural councils examined, almost US $2 million was unaccounted for during the period 2000-2004, and of the US $1.7 million allocated for village development within these rural councils, almost US $1 million is unaccounted for during the same time-frame. Furthermore, the projects funded were often not those requested by the village representatives, and villagers reported that the costs of these projects were often higher than the accepted cost of implementing such activities by local sources (Morrison et al., 2009). In Ghana there are no statutory mechanisms to make Ghana’s district assemblies accountable for how they disburse funds to the communities they represent, and similarly for the traditional authorities (Moore et al., 2010: 12).
Poverty and livelihood social impact assessments (related to FGMC output 1): there is a great opportunity for FGMC applicants to contribute to: i) the design of poverty and livelihoods social impact assessment frameworks that consider gender aspects, through influencing the Joint Implementation Committees in VPA countries, and ii) undertake shorter-term social impact assessments by disaggregating impact on both men and women. As the needs and priorities of men and women and the challenges they face are different, gendered social impact assessment is crucial.

Greater engagement of SME operators on the EUTR (related to output 2): there is a need and opportunity for FGMC applicants to support SMEs, including those run by women, by building their understanding of the EUTR and of VPA processes in timber producing and processing countries. Specifically, understanding of i) how EUTR due diligence works; and ii) how stakeholders in timber producing countries can develop and input substantiated concerns about illegal timber flows into EUTR information and enforcement systems.

Momentum for change (related to FGMC output 3): gender dimensions could be integrated into areas such as the community of practice (e.g. raising awareness on gender integration in forest governance), global influencing agenda which takes into consideration gender issues (e.g. on land and forest rights or other global issues), and research and evidence produced globally at macro level.

Policy alignment, between REDD+, FLEGT and other processes (related to FGMC output 4): as is the case with FLEGT VPAs, gender could be integrated into multi-stakeholder processes and the policy and law reforms which result from them. The key is to use the lessons from FLEGT in the multi-stakeholder processes that have the potential to provide space for women’s voice in other processes, such as REDD+ and CITES.

4.3 Implementation Processes
This section discusses how gender will be mainstreamed during the implementation of a project, and deals specifically with: i) the approaches to gender mainstreaming, and ii) how the gender dimensions will be monitored within the overall monitoring of the project interventions.

4.3.1 Approaches for gender mainstreaming
Some indicative approaches which support gender mainstreaming in potential FGMC-funded interventions are suggested below:

Ensuring voice and participation of key stakeholders using participatory approaches or methods: Participation refers to involvement of key stakeholder groups, such as government, CSOs, SMEs, and communities (including both men and women) in the VPA and other processes. In some VPAs there are provisions for community participation in its organs. In some cases, direct participation of communities (including both men and women) in the multi-stakeholder VPA process might not be feasible, and therefore applicants need to look at ways by which voices of communities, in particular those of women, can be heard.

Raising awareness and knowledge of gender at all levels. The importance of integrating gender needs to be explained to stakeholder groups, including communities, taking into account all relevant cultural practices and beliefs (e.g. how can women take part in decision-making processes without entering into conflict with traditional beliefs and practices? What activities or responsibilities could be created for/with men and women and organised such that women are afforded the same chances or opportunities as men to participate in the legal and policy reform processes that affect their lives?).
Raising awareness about gaps through policy dialogue and advocacy. The VPA multi-stakeholder process is an opportunity to engage with key stakeholders, and the importance of integrating gender could be discussed within this process (e.g. during the legality definition to specify or disaggregate beneficiaries in terms of gender, and also during the identification/design of VPA social impact monitoring framework and social impact assessments).

Capacity strengthening of key stakeholders (including men and women), to enable them to engage effectively in policy processes related to VPA, as well as other local and national processes. SMEs are often small family businesses that lack capacity and access to information, including on the VPA; therefore there is benefit in increasing SMEs’ capacity to understand and comply with FLEGT and EUTR regulations, and in ensuring their associations support both men and women entrepreneurs.

Supporting governments to draft and monitor ‘pro-poor’ policies and legislations, which take into account the differential needs and priorities of men and women. For example, forest and land tenure reforms could be taken as an opportunity to promote equal tenure rights between men and women, as well as for other marginalised groups (e.g. indigenous people).

Integrating gender in research and influencing research agendas to ensure that research planned on different aspects of forest governance do not become gender blind. Using a gendered lens in the analysis will help us understand how issues affect men and women differently.

Raising awareness among project staff of the need for differential treatment of men and women. Gender equality does not mean equal treatment (refer section 2). Gender analysis helps project staff identify where and what kind of inequities may exist, and how to design mechanisms to bridge the gaps.

Developing capacities in relation to gender issues for project personnel involved in project implementation (see section 4.1).

Creating safe spaces for women: provide opportunities for women to interact with each other and to build their confidence and express their voice through facilitation of meetings to discuss their experiences and views, e.g. on how revenues/funds generated from forest concession holders to communities should be used.

Building support for change through alliances/partnerships, in particular by partnering with women’s rights groups or organisations. This could start with identifying whether there are existing gender-sensitive platforms or organisations that can be used to strengthen gender equality in forest governance.

Using mass media and social norms marketing through radio, TV dramas, text messaging and chat shows to highlight the need for gender equality and equity (e.g. use of good examples).

4.3.2 Monitoring of gender dimensions

Monitoring is an on-going activity during implementation and its purpose is generally to improve performance and generate learning. The need for gender-sensitive monitoring and evaluation systems for effective project implementation is widely recognised. These systems include indicators disaggregated by gender to measure the extent to which gender equality objectives are progressing and information, data collection and compilation systems. Periodic review of the strengths and weaknesses of the project in mainstreaming gender, including review of gender-disaggregated indicators, should be undertaken.

It is important to undertake periodic context monitoring in addition to performance monitoring in order to assess the extent to which the external enabling environment is changing and affecting project outcomes. Key gender-sensitive questions need to be asked during these reviews.
Some tentative questions could be:

- Have there been changes in the participation and decision-making powers of different stakeholders, including SMEs managed by women in the various policy processes?
- What are the disaggregated data demonstrating in terms of participation, voice, decision making, access to resources, gender sensitive policies and laws, etc.?
- Are the external factors (formal and informal institutions) inhibiting change in the reduction of gender gaps (e.g. representation in policy processes, gender sensitive laws or processes, access to resources), and to what extent is the project able to contribute to this change?

**Gender-disaggregated data**

One of the key elements for integrating gender in programmes/projects relates to disaggregating data by gender.

Key elements to highlight in terms of data collection are:

- The analysis of data collected should go beyond the simple disaggregation of data by gender or ‘sex-counting’; rather it should aim to examine and question underlying gender gaps reflected in the data.
- Indicators must be gender-disaggregated in order to compare and contrast results for both men and women. It is important to highlight the specific needs and priorities of men and women (as relevant). Relevant and valid data, disaggregated by gender, should be collected and analysed and acted upon.
- Gender disaggregated data could be collected for quantitative indicators (e.g. actual numbers as well as percentages of women and men, boys and girls) and/or qualitative indicators (e.g. opinions, perceptions, attitudes and behaviour of stakeholders).
- It is important to be clear on how to document and analyse gender-disaggregated data, as this will be useful for understanding the changing environment (context of the political economy) and for refining a project’s approach and for knowledge sharing on gender-related findings.

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**Box 5. Key areas for data collection on gender mainstreaming**

- Determine differences by gender in relation to voice, influence, land and resource access and control;
- Identify needs, challenges and problems by gender;
- Identify risks, opportunities or benefits by gender;
- Analyse laws and policies, in relation to gender equality;
- Analyse engagement in multi-stakeholder processes, and whether the process is gender sensitive;
- Analyse traditions/beliefs in terms of gaps for gender equality;
- Analyse benefit sharing in terms of equity;
- Analyse whether research and evidence produced consider gender dimensions;
- Identify potential risks and unintended consequences for gender equality as a result of the planned project activities.

Source: TLC 2015

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- Data is collected throughout a project’s life cycle; therefore, projects should continue to review and identify gaps, through the use of gender analysis, including consultations with key stakeholders.
- The collection and analysis of gender specific data required to assess project progress, should be done in conjunction with data collection required for the whole project. Gender disaggregated data should not be dealt with separately, as an add-on activity.
4.4 Gender mainstreaming at organization level

Having an organisational vision or mandate on gender equality together with well-defined human resource policies and capacity strengthening for staff can create a supportive working environment where everyone can realize their potential without facing prejudice or discrimination. Taking forward organisational policies and practices that promote gender equality amongst staff is a continuous process. Robust policies and practices that promote gender equality at the organisational level can lead to improved staff awareness and capabilities which in turn can improve programming, contributing to greater project impact. Leadership, vision and commitment to gender equality in an organisation are key prerequisites for succeeding in gender mainstreaming at project level.

FGMC applicants and potential grant holders should give consideration to gender in their own structures and procedures, e.g. in human resources (recruitment and promotion) and working arrangements. This can play a positive role in establishing values, attitudes and behaviours amongst staff, which can carry through to project work. However, this requires financial resources, monitoring, learning and corrective action.

4.4.1 Capacity strengthening for project staff (men and women)

The importance of putting adequate resources (human and financial) into place and having staff at all levels with good understanding and appreciation of gender concepts and analysis is critical, if gender is effectively to be integrated in the project. Hence sufficient resources should be planned during the design phase. Agencies can devise various strategies to enhance the capacity and understanding of their staff on gender:

- Identify organisations in-country, particularly those involved in gender equality who can provide partnership and advice, particularly in relation to capacity strengthening on gender;
- Organise in-house training on gender;
- Have a gender focal point who will coordinate on gender aspects of the project and support staff in monitoring these aspects, without making gender an add-on or a separate action; and
- Identify country-level civil society organisations with skills in gender analysis that can assist and facilitate in conducting gender analysis.

4.4.2 Monitoring and learning

Gender mainstreaming at organisational level needs to also be monitored regularly to ensure that gender is embedded in an organisation’s culture. Key performance indicators and targets need to be agreed within an organisation and progress has to be monitored accordingly. This should be undertaken at the same time as that of the project performance monitoring, as both organisational and project progress in terms of gender mainstreaming are interrelated and one reinforces the other.

Organisational learning, including gender mainstreaming, requires looking at successes and failures in an open and honest way without attributing blame. A key question to ask is: What would we do differently next time to address gender equality and how would we make the necessary changes?

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27 Referenced in GPAF draft guidelines, June 2015.
5 Proposal checklist

The aim of this checklist is to provide a summary of key points discussed in this document in order to help FGMC grant applicants with proposal preparation. There is a risk of using this checklist as a tick-box exercise. It is important that applicants read the full gender guidelines in order to help themselves articulate ways in which gender can be mainstreamed in their respective project proposals before using the proposal checklist. The following checklists should therefore be read in light of the explanation and guidance provided in this document, in particular Section 4.

**Contextual analysis**
- Does the contextual analysis in your proposal articulate gender dimensions? Any gender analysis undertaken? What are the emerging key issues? What are the key opportunities and constraints relating to women and men?
- Description of target groups disaggregated by gender (if relevant). Who are the beneficiaries? What is the rationale for selecting them?
- Are there any consultations undertaken with key stakeholders, including both men and women, which have informed the project?
- Have any analyses been undertaken to understand how specific groups will benefit from or be impacted by the project directly or indirectly (e.g. by law reforms)?

**Results and outcomes**
- What is the anticipated impact on gender equality (disaggregated impact on men and women) from the results and outcomes planned?
- Does the project contribute to overcoming barriers in forest governance in relation to gender, and if so, how?
- Does the project support policy change that promotes gender equality in terms of access to resources, such as land and forest, and if so, how?

**Implementation process, including M&E**
- What is the strategy being considered for integrating gender into your project? What approaches will be used to integrate the differential needs, priorities and challenges of both men and women? Has this been clearly spelt out in the project design?
- Will the project increase the capacity of both men and women to participate effectively in multi-stakeholder processes (e.g. political reforms in relation to market, forest, and land tenure), and how?
- How are men and women, including SME-owners and forest dwellers, going to engage in processes such as the VPA and other national policy processes?
- Does the results framework (e.g. logframe) reflect disaggregation?
- Do indicators, targets and milestones appropriately capture quantitative and qualitative gender dimensions of change?
- Does the methodology identify gender learning: for example the identification of unintended consequences of changes?

**Organisational**
- Is your organisation’s leadership committed to gender equality both internally at the organisational level and externally as a core component of project delivery?
- Does your organisation share a vision for gender equality and women’s empowerment with your partners? Is it visible?
Who champions gender equality amongst the staff? Are their voices being heard and acted on?

Do you have staff with knowledge, skills, and experience in programming for gender equality?

Is there a plan of action to ensure staff receive orientation/training on gender, including for your partners?
ANNEX 1: Examples of how some FGMC-funded projects are integrating gender

Box 7: Gender and inclusion – Indonesia, MFP3
The Multi-stakeholder Forestry Programme (MFP3) supports the improvement of legal and technically effective, community-based forest industries to complement corporate industrial forest production. It is committed to reducing illegal forest degradation and deforestation, providing greater tenure security, improving rural livelihoods, protecting forest ecosystems and the environment, and mitigating climate change. The programme aims to improve the management of forests throughout Indonesia, to reduce rural poverty, enhance biodiversity conservation and strengthened climate change mitigation. MFP3 has developed gender and social inclusion guidelines for their own work. These guidelines are applied to all the grants they issue. Their approach includes the organisation of workshops to discuss how gender and inclusion apply to specific grants, and the development of a plan that sets out how gender and inclusion will be implemented as part of the grant. FGMC as a whole could learn from this approach.

Source: personal communications with Smita Notosusanto, MFP3, June 2015.

Box 8: Gender integration in community-based mapping – Congo Basin, RF-UK
A project implemented by Rainforest Foundation UK (RF-UK) on community-based mapping and documentation of customary tenure in the Congo Basin ensured that there would be a gender quota for the number of men and women trained to be community mappers and paralegals. Both male and female representatives were then invited to participate in national workshops to present their community maps to authorities and other actors. This created an opportunity for women to participate at the discussion table. This is a first step in the right direction. The extent to which women are well informed about the issues they are discussing, voice their views and concerns, and are taken seriously (being heard) is something which needs to be further explored and documented.


Box 9: Gender and customary land rights – Cameroon, RRI
Through the support of Rights and Resources Initiative (RRI), the National Council of Traditional Chiefs of Cameroon (CNCT) has been supported on the issue of gender in Cameroon’s land reform. This new partnership, a first between customary authorities and women, will work to address gender discrimination and equity in customary law. CNCT has since referenced the necessity of recognising women’s land rights in its position papers on land reform. This needs to be followed further as it could set a good example of working with traditional chiefs elsewhere in the Congo Basin and beyond.


Box 10: Gender integration in community mapping training – Indonesia, FPP
The Forest Peoples Programme (FPP) works to ensure an equitable participation of both men and women in mapping activities, which tend to have a strong male bias. In the case of mapping training carried out in Indonesia in February 2015, FPP adapted the training to the specific cultural context to make it possible for women to participate in the training. While the men conducted mapping activities in the forests, the women and children mapped the village boundaries and school grounds, providing essential contributions to the
resulting map. This is a first step in the right direction; more work will be needed to ensure positive impacts are derived from the production of the participatory maps, taking into account the needs of both men and women.

Adapted from Forest Peoples Programme Annual Report (2015).
ANNEX 2: Examples of gender analysis and women’s empowerment frameworks

There are many gender analysis frameworks available; some are sector specific. Some examples are provided below but these are not exclusive. It is important to remember that a combination of different tools (areas of research) can yield information required to develop the project’s contextual knowledge and baseline.

Below are three useful frameworks: 1) Social Relations Framework, 2) Maanda Women’s Empowerment Framework, and 3) Framework for analysing gender implications in forest and tree management.

Frameworks for gender analysis and women’s empowerment

Social Relations Framework

This tool provides a framework for analysis;

It analyses existing gender inequalities in the distribution of resources, responsibilities, and power;

It analyses relationships between people, their relationship to resources and activities, and how they are reworked through institutions;

It examines five dimensions:

1. **Rules**, or how things get done; do they enable or constrain? Rules may be written or unwritten, formal or informal;
2. **Activities**, or who does what, who gets what, and who can claim what. Activities may be productive, regulative, or distributive;
3. **Resources**, or what is used and what is produced, including human (labour, education), material (food, assets, capital), or intangible resources (goodwill, information, networks);
4. **People**, or who is in, who is out and who does what. Institutions are selective in the way they include or exclude people, assign them resources and responsibilities, and position them in hierarchies;
5. **Power**, or who decides, and whose interests are served.

Maanda Women’s empowerment framework

This framework combines the 3 domains of change:

**Voice, influence and agency:** This area is about women’s ability to have a voice and the skills and capabilities they need to realise their potential in both private and public spaces, both individually and through organising collectively. It is about women and girls’ self-confidence and self-esteem, and their ability to influence decisions and to make choices affecting their lives. Critical here also is supporting women and girls to realise the power they gain through mutual support and collective action.

**Resources, services and opportunities:** This area is about the resources, services and opportunities that exist for women and girls, and about women and girls’ ability to access the resources and services they need, being able to take up opportunities, and using and building on their existing capabilities. Critical here is the understanding that although accessing resources

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29 Triple Line Consulting developed this framework for women’s empowerment for the Comic Relief Maanda programme funded jointly by DFID. We feel these 3 domains of change provide useful basis for gender analysis.
(e.g. financial services) is essential, this alone does not guarantee that women will be able to exercise agency over those resources (e.g. controlling the use of money in the family).

**Informal and formal institutions**: This is about the critical changes that need to happen in the environment in which an individual woman or girl is embedded to enable them to exercise power. These include changes in both informal institutions, e.g. the cultural values and norms that devalue and discriminate against women and girls, such as restricted customary laws which prohibit women to have land rights, and in formal institutions, e.g. the policies, processes and legal frameworks in wider society and the state, such as restricted civil liberties and gender discriminatory inheritance laws. Critical here is men and women’s ability to use their voice and agency to lobby for institutions that are more inclusive.

**Figure 1: The Maanda Women’s Empowerment Framework**

The ‘rules of the game’ or Critical changes that need to happen in the environment to enable women and girls to access the resources, exercise rights etc. This can be done through:

- **Informal institutions** such as discriminatory family codes, community norms and values, cultural practices
- **Formal institutions** – policies, processes, and legal frameworks in wider society and the state, such as restricted civil liberties and gender discriminatory inheritance laws.

**Women’s and girls’ personal and political empowerment**

Self-confidence and self-esteem, and their ability to influence decisions and to make choices affecting their lives; Critical is supporting women and girls to have their voice and realise the power they gain through mutual support and collective action.
Figure 2. Framework for analysing gender implications in forest and tree management

<table>
<thead>
<tr>
<th>Consider how these factors function in your site. In what ways might they hinder or reinforce your work on the field level? Do these topics actually transcend scales?</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>I. Macro scale - broadly based, global 'rules' that affect people's interactions with forests</strong></td>
</tr>
<tr>
<td>A. Are there formal, global laws and policies that affect local people and forests? How?</td>
</tr>
<tr>
<td>B. What religious traditions, narratives of modernity or equity, or other less formal, global, intellectual forces affect local people and forests?</td>
</tr>
<tr>
<td><strong>II. Meso scale - social patterns from landscape to national levels that influence people's behaviour in relation to forests</strong></td>
</tr>
<tr>
<td>A. How is access to resources gendered? Are there broadly accepted notions that influence land tenure, inheritance and residence?</td>
</tr>
<tr>
<td>B. What are the gendered norms of behaviour that affect people's interactions with trees and forests (e.g. masculinity ideals, seclusion of women, witchcraft beliefs)?</td>
</tr>
<tr>
<td>C. Are there gendered differences in access to education (both formal and informal)? How do they affect men, women and forest management differently?</td>
</tr>
<tr>
<td>D. How important is cash in the regional system, and how has this affected men and women differently?</td>
</tr>
<tr>
<td><strong>III. Micro scale - human behaviours from household to village levels that affect forests and people's well being</strong></td>
</tr>
<tr>
<td>A. How do men's and women's day to day economic roles differ—especially in terms of agriculture, forest products, livestock?</td>
</tr>
<tr>
<td>B. What gendered demographic issues affect forests and people locally (e.g. migration, population changes, access to birth control)?</td>
</tr>
<tr>
<td>C. What essential/valued domestic roles do men and women play, respectively (e.g. cooking, hygiene, child and elder care, health, fuel wood collection) that affect their respective involvement in forests?</td>
</tr>
<tr>
<td>D. What patterns are identifiable in intra-household power dynamics? In what ways do men's and women's interests conflict and converge? Are there bargaining strategies used by each?</td>
</tr>
<tr>
<td>E. What are the features (e.g. collective action, access to technology, distribution of benefits, time constraints/conflicts) of locally available, alternative economic strategies designed to enhance people's livelihoods, trees and forests? How do these differentially affect men and women?</td>
</tr>
</tbody>
</table>

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30 Hubbard, C. Introduction to Gender Mainstreaming. The National Democratic Institute. For more information, refer to Colfer, 2013.
ANNEX 3: References and links to further Information on gender

Key References


DFID, Forest Governance, Markets and Climate - Business Case, (2011) and Addendum to the FGMC Business Case (November 2014).


Other References

International Conventions and Agreements


Organisational Gender Mainstreaming and Gender Audits


**Sector-specific guidance**

**Forestry and gender**


**Gender Policy**


**Gender Justice**


**Tools for collecting gender-sensitive information**


