

## **Annex 12 – FAO's work in Forestry and gender issues**

### **1. Introduction**

1. The forestry evaluation assessed Gender and Development within the sector through in-depth interviews with several FAO staff at the headquarters in Rome and in the field. Interviews were held in Armenia, Turkey, Kenya and Uganda with FAO staff and partners from both Government and non-governmental organizations and other UN bodies. Several projects were assessed and a total of 31 GAD and non-GAD GPGs within the forestry sector were also reviewed.

### **2. Resources**

2. During the evaluation period 2002-2010, FO implemented a total of 21 projects that were assessed as GAD/WID during the Evaluability Assessment by the Division itself. The Forestry team in the Regional Office for Asia and Pacific led an additional eight GAD/WID projects, in the Regional Office for Latin America and the Caribbean an additional four.

3. The total budget for these 33 projects was slightly above USD 53 million, of which USD 32 million (60%) was supported technically from HQ. Those amounts represented 6% of FAO's GAD/WID project budget in the same period. Further, the budget of the HQ-led projects represented 9% of the total FO technical cooperation portfolio between 2002 and 2010, but none of the forestry emergency portfolio of USD 41 million was considered GAD related.

4. The Division also identified 47 Global Public Goods as GAD/WID, produced over the period under evaluation.

### **3. Gender and forestry in FAO Strategic Objectives and GAD-PoA**

5. Within the FAO Strategic Framework 2000-2015, forestry was part of several Strategic Objectives along with agriculture, fisheries and animal husbandry. No specific association between forestry and gender or women was made in any of those.

6. In the Strategic Framework 2010-2019, forestry is relevant specifically to at least two of the three global goals of FAO's member States: a) Sustainable management and utilization of natural resources, including land, water, air, climate and genetic resources, for the benefit of present and future generations; and b) Elimination of poverty and the driving forward of economic and social progress for all, with increased food production, enhanced rural development and sustainable livelihoods. The SF also acknowledges that forestry has become more 'people-centred' and that forestry makes a strong contribution to people's livelihoods.

7. The Forestry sector fits within the framework of Strategic Objectives E and F. Strategic Objective E focuses on 'Sustainable management of forests and trees', while SOF is on 'sustainable management of land, water and genetic resources and improved responses to global environmental challenges affecting food and agriculture'.

8. Under SO-E, Organizational Result E-3 relates to strengthening institutions governing forests, improving decision-making and involving forest stakeholders in the development of forest policies and legislation. Further, forestry is to be integrated into national development plans and processes. Also, OR E-5 aims at the enhancement of social and economic values and livelihood benefits from forests and trees, including markets for forest products and services.

9. Although no explicit mention is made on gender issues or attention to women, through these ORs FAO committed itself to assist countries in addressing gender in their national policies, either within forestry decentralized programmes or in policies affecting the whole country. This appeared very relevant, as most of the countries in Africa, Asia and Latin America were now decentralizing forestry management with the aim of improving forest conditions and addressing livelihood needs. Some of these programmes had gender policies that ranged from quota system in representation at local levels to encouraging women members to take part in activities and marketing.

10. In this context, the Forest Department (FO) collated some information on factors affecting gender mainstreaming in different parts of the world and also some gender statistics in the forestry profession and education in different countries.

11. Furthermore, FO had been involved in some activities that had paid special attention to women. For instance, improving trade with regard to non-timber forest products (NTFPs) catered for women's needs in the forestry sector, although this was more in line with a WID rather than a GAD approach. The Evaluation found that this work was commendable, but that there was a need for further investment in processing and adding value to other NTFPs if women were to benefit directly from the trade.

12. Last, the Forestry Department had had several gender sensitive outputs in the PWBs issued during the period under evaluation, and in the GAD-PoA 2008-13, where it had committed to seven Gender Mainstreaming Outputs that aimed at integrating gender analysis in methodologies, approaches and impact of international trade and in field activities. In PWB 2010-11, FO marked as gender sensitive only 13% (19 out of 141) of its products and services, none of which were linked to SO-K.

#### 4. Effectiveness, Impact, Sustainability of projects

13. As mentioned above, the Evaluation team assessed 16 projects related to Forestry. Of these, eight projects had been identified as GAD/WID during the Evaluability Assessment, and 11 were on-going projects selected for comparison purposes. The revised qualifiers are shown in Box 1.

**Box 1. Revised qualifiers for Forestry projects assessed directly**

<b>Evaluation qualifiers</b>	<b>GAD</b>	<b>WID</b>	<b>MO</b>	<b>Non GAD</b>	<b>Total</b>
<b>FAO qualifiers</b>					
<i>Identified as GAD/WID</i>	5	1	2	0	8
<i>Not identified as GAD/WID</i>	0	3	5	0	8
<b>Total</b>	5	4	7	0	16
<i>Percentage within total</i>	<b>31%</b>	<b>25%</b>	<b>44%</b>	<b>0%</b>	

Source: Evaluation team

14. The assessment concluded that gender qualifiers had not been highly accurate and that in some cases, projects did not mainstream gender as required. The most numerous group were Missed Opportunity; also, no projects were assessed that could be considered as non-GAD, i.e., in which gender was not considered a relevant issue.

15. Many of the GAD projects had focused on: activities related to forest management and equal participation; income generating activities that benefited both men and women; rehabilitation of degraded landscapes; expanding markets for non-timber forest products aimed at improving lives of women; and collection of sex-disaggregated data. The forestry

projects assessed mainly dealt with rehabilitation, forest governance, sustainable livelihoods, carbon markets, climate change and NTFPs.

16. One of the projects with a high potential for sustainability was a regional project in Africa related to NTFPs (MTF/RAF/393/CFC). Currently, the demand for natural health and beauty products from many parts of the world had increased the market for NTFPs. Unfortunately the local communities - mostly women and some men - were often unable to reap the full benefits from the trade because they were at the bottom of the market value chain. Although they were involved in the collection and processing of NTFPs, they lacked access to proper markets and infrastructure and were at the mercy of middlemen who dictated the prices. Women were also constrained by time due to other household demands that limited their access to better markets. The FAO project aimed at improving the quality standards for Shea nut and Shea butter products by establishing an internationally recognized product certification system. It also assisted the governments to improve marketing of these products. The project was a commendable effort that improved the ability of women who were normally at the bottom of the value chain to have access to benefits and better livelihoods.

17. Through such projects, FAO has the capacity to change the lives of rural women in many parts of the developing world through increasing their bargaining power and opening up channels of direct communication with bigger markets. Furthermore, FAO could provide project support to enable people to obtain quality assurance certification, through the ISO (International Organization for Standardization) for other NTFPs, such as honey and mushrooms, which would increase their market value.

18. Despite advances on the NTFPs, the evaluation found a threat to women's income as a result of trade liberalization and globalization. For instance, in some parts of the world, such activities as basket weaving, local processing of cooking oil from trees and herbs, and of beauty products from herbs, had been threatened by cheaper imports. Thus, FAO projects may need to focus more on increasing the value of goods through better processing and direct market linkages. Some training on improved production and value addition on products would further increase their skills. It would also be useful to assist women in forming associations that could be involved in marketing and in accessing information on markets. Improved access to information about forest product markets could improve women's economic returns.

19. Although some of the FAO projects attempted to include gender considerations in their activities, the sustainability of impacts on women were unclear. The participation by women in forestry projects did not necessarily result in benefits. Women tended to be excluded from community-level resource distribution and institutional representation. It was therefore important that FAO forestry projects encouraged women not only to be members of local institutions, but also to attain some leadership positions in order to voice their concerns. Women's leadership skills could be improved through the inclusion of rural women in both technical and leadership training. It is suggested that FAO promote institutional mechanisms that foster women's active participation in Forest Associations and deliberately solicit their opinions. At the same time, the projects should ensure that women's traditional rights to forest use were not diminished and that any goal of the project was not achieved at the expense of women's access to and control over forest products.

## 5. Portfolio and assessment of GPGs

20. Through the Evaluability Assessment, twelve GPGs had been identified as being GAD related of which 10 were assessed by the Evaluation. Within a list of 141 products available on the FO Web site, seven were randomly selected and assessed against the six established criteria on a six-point scale. The average scoring is in Box 2.

**Box 2. Assessment of FAO Global Public Goods related to Forestry: average scoring**

Criteria Type of products	Relevance of GAD to the topic (1-6)	Technical quality of GAD contents (1-6)	Innovativeness on GAD (1-6)	Potential impact as advocacy tool (1-6)	Potential impact as capacity development tool (1-6)	Links between GAD and social inclusion (1-6)	Number products
<i>Average scoring GAD GPG</i>	5.9	5.7	4.5	5.7	3.3	5.7	10
<i>Average scoring non-GAD GPG</i>	4.1	2.4	2.3	4.4	4.0	4.1	7
<i>Average scoring SOFO</i>	3.5	2.3	1.5	4.3	4.0	2.3	4

Source: Evaluation team

21. For all GAD GPGs gender was highly relevant, but also for the non-GAD, gender issues were considered to be relevant. The technical quality of the GAD contents in the GAD GPGs was also assessed as very high, whereas this criterion scored rather poorly for the non-GAD GPGs. For the GAD GPGs, the lowest scoring went to potential impact as a capacity development tool. Innovativeness on GAD was adequate but lower than other criteria. The ratings show that the Forestry Department had a relatively good understanding of the importance of mainstreaming gender within its work, but that this understanding was not applied to many of its products, considering the very limited number of GPGs identified as GAD.

22. Among the GPGs that received a high score was the Gender Analysis and Forestry International Training Package (GAFTP). This was one of the significant accomplishments of the FO on gender; it was developed and adapted for several countries in Asia. FAO was one of the organizations that provided financial and technical support, both quite significant. The Forestry Department carried out many training events in gender, especially in Asia, from the late 1990s through 2002, after which the use of the tools had slowed down. The training package focused on gender and forestry and was considered highly relevant, of high technical quality and very innovative – it was a first of its kind in the sector within FAO. Although the training package was widely used in workshops and training sessions in Asia, there was no indication whether these had lasting impacts. The Evaluation considered that its use should be revived.

23. FAO partnered with an NGO in Nepal to provide support in gender analysis to practitioners who shared materials and experiences, and to improve and adapt materials for expansion to other sectors and organizations. Through GAFTP local women's organizations and associations were strengthened and some of their activities promoted. There were also efforts made to adapt GAFTP for Benin, Burkina Faso, Cameroon, Mali, Niger and Senegal. The evaluation found that, if these training packages could be adapted to other regions, they would assist in ensuring that projects take gender considerations fully into account. This was

particularly important where decentralization of forest management had been introduced through various forms of participatory forest management, joint forest management and community forestry, which focus on governance at local levels.

24. Another set of GPGs that received high ratings in the evaluation were a series of publications on mainstreaming gender issues in forestry in different parts of the world. The following are worth discussing in detail.

25. The publication 'Time for action: Changing the gender situation in forestry' was based on the analysis of the gender situation in Europe and North America. In Europe, the study covered 16 countries in Eastern and Western Europe. In North America, the work covered the United States and Canada. The study examined the status of women in the forestry profession and highlighted other gender issues with relevance to forestry. The Evaluation gave the study a high ranking due to the scope and in-depth evaluation of the gender situation within the forestry sector in the developed world. It was found to be highly relevant because it provided the base for analyzing gender issues through: identifying gaps; providing an in-depth analysis of the situation; identifying drivers for change; and providing practical recommendations that would change the gender situation in forestry. The sector is still largely male-dominated, and a majority of the women are in low positions; there were very few senior female forest managers or professionals. The evaluation also ranked the technical quality of the GPG as excellent in terms of gender research. It was also found to be innovative in GAD terms – very few studies have attempted to look at gender in forestry across so many countries in the developed world. As an advocacy tool, the GPG was found to be very useful – it provided concrete percentages of male/female employees and clearly showed the inequities that exist within the forestry sector. It also provided other relevant gender disaggregated data in forestry that would be useful for advocacy.

26. A second GPG worth mentioning was 'Mainstreaming gender issues in forestry in Africa'. This was a synthesis of several GPGs which provided in-depth information on Ethiopia, Ghana, Kenya, Tanzania and Zambia. The five GPGs on individual countries also received a good ranking for their content and the in-depth information provided on mainstreaming gender issues in forestry within the African region. The Evaluation found the GPGs to be highly relevant because they highlighted important changes taking place in forestry governance in Africa. They provided timely information and gave recommendations that were country specific, making them useful for forest governance in different locations. The selection of the countries was well articulated and the sub-regional coverage made the recommendations adaptable to other countries that were not represented. The studies also provided sex-disaggregated data on employment and forestry education, which had not been done by other studies on such a large scale. These GPGs could also be used as advocacy tools, and some of the sections could be adapted to provide relevant, technical information for capacity building.

27. Other GPGs that addressed gender pointed out the constraints women face, especially in developing countries, with regard to lack of clearly defined land and property rights. In this, they pointed out correctly that although land ownership in most traditional societies was still male dominated, customary rights had largely recognized the role of women as the primary providers in households and generally guaranteed some level of women's access to land. The main concern centred on benefits from the land and the investment of labour by men and women. These issues are crucial for any forestry-related project, because of the long-term duration associated with tree planting, and the GPGs were conveying the correct message to their users.

28. A majority of studies and reports from the field showed that women traditionally performed important roles in the use and management of forests and trees. They also

demonstrated that there were differences between men and women's rights to plant, use, own and manage forests and trees in traditional societies. Despite this, many of the studies considered women as one 'homogenous block'. In doing so, they oversee that the relationship between forests and women is pegged not only to sex and gender relations but also to other factors such as age, marital and kinship status, roles and responsibilities in the household, education, ethnicity, wealth, religion and cultural beliefs, that all contribute towards the decision making capacities and rights to species and certain spaces within forested landscapes. There are therefore marked differences between men's and women's rights and between the women themselves.

29. Thus, such generalizations and stereotypes about women in some of the FAO GPGs and projects assessed by the Evaluation appear to have led to wrong targeting of project beneficiaries so that sometimes more men than women were involved, and benefits were skewed in favour of men, and henceforth to undermining of not jeopardizing project's effectiveness and sustainability.

30. There were also cases where the GPGs missed an opportunity to address gender concerns. For instance, publications on Payments for Environmental Services (PES) such as SOFA 2007 did not capture the engendered possibilities – that women as well as men have the possibility of contributing to the climate change debate and to get benefits from the mitigation and adaptation processes. Gender issues were only stated briefly. The role that PES can play towards poverty alleviation was well documented in the SOFA, but women were mentioned as part of the category of the poor and only in passing. Other GPGs on effective forest policy and national forest programmes and management of protected areas and climate change also left out some important gender components.

31. The SOFOs analyzed by the Evaluation were found to be useful for information on global trends for forest cover change; impacts of human factors such as demography, markets, trade and technological changes on forests globally; issues regarding sustainable management of forest worldwide and the major challenges facing the sector. The SOFOs also provided important basic data for different countries and discussed important issues such as poverty, forest tenure and climate change and yet gender did not seem to feature highly in all of them. There was very brief mention of women with regard to poverty; or adoption of practices and benefits from NTFPs but no concrete information on gender relations in forestry issues.

32. Some forestry GPGs did not necessarily need a gender component such as: the guidelines on various forest management options; the trends in forest cover globally; and the important work carried out on forest health, which included threats to forests, such as degradation of forest ecosystems, diseases and insects.

## **6. GAD awareness and competence among staff**

33. Among staff working in the Forestry Department in FAO HQ, awareness of GAD was high, even though staff might not incorporate it in their work. However, interviews and discussions at HQ and in the regions indicated that the importance of gender mainstreaming in forestry activities was sometimes taken by professional foresters or those working within the forestry sector as 'irrelevant'. The necessity for incorporating gender issues within their programmes was overlooked, so that the focus was more on the technical product. The end users were sometimes not recognized as women and men; it should not be assumed that benefits would accrue to all.

34. Further, at the regional and country levels very few staff had been trained in the area of gender and the relevance of gender had mixed reactions. Some individuals who had been exposed to gender training had deliberately tried to mainstream gender, while most FO staff

members had not tried to do so. The lack of capacity among members of staff in gender analysis and gender mainstreaming had affected the incorporation of gender into FAO forestry programmes. In most countries visited, mainstreaming in programmes and project activities had mainly been a result of personal interest, rather than a directive from the organization.

35. Some FAO staff in FAO Representations – both at junior and senior levels – in some countries understood the importance of gender mainstreaming and had incorporated gender concerns in some of the forestry projects. In Uganda, this was still at the planning stage for forestry activities. That could be attributed to individual project staff, who had collaborated with other organizations that gave priority to gender issues or to the deliberate inclusion by FAO Representative who had been trained on gender. In any case, knowledge and use of the FAO gender mainstreaming tools such as SEAGA or GAFTP were not widespread, and most staff had not used them much.

36. There was also the added complexity of working with multiple stakeholders at sectoral and national levels. Many people did not seem to understand 'gender mainstreaming' and often ignored it or concluded that it meant women. Other partners or collaborators may not have been able to relate the mainstreaming concept into their working environments or into development programmes.

37. The influence of culture and tradition among forest professionals may have also influenced mainstreaming, so that gender was not given serious consideration. In some of the countries visited, a number of male personnel from FAO partners were of the opinion that forestry was a 'difficult' and 'dangerous' profession and therefore more suited to men. The patronizing and domineering attitude of men may have been challenging for women to penetrate, especially in areas with deeply rooted traditional beliefs in rural settings. The gender mainstreaming concept was often misunderstood and was conceptualized by many people interviewed as a massive challenge and costly exercise.

## **7. Relation with ESW and Gender Focal Point's work**

38. The Gender Focal Points in the forestry sector had not been very effective in mainstreaming gender within the work of FO. In general, the evidence showed that very few members of staff had approached the GFPs for assistance; some coordination was reported among the GFPs, on updating the forestry and gender web page and the preparation of a short section on Women in Forestry for SOFA 2010-11. There was also no budget for gender mainstreaming activities, which made it difficult for the focal points to enforce stated policies on gender. There were also complaints that meetings called for the GFPs by ESW were usually on short notices so that attendance was often poor.

39. The success of the Gender Focal Points seemed to depend largely on the individual. In the forestry sector; some of the GFPs had made extra efforts to ensure that gender aspects were recognized. For instance, one of the interviewed GFPs deliberately encouraged people in her department to include extra questions to ensure data collected was disaggregated by sex.

40. In the regions, most of the gender work that has been carried out had not been an ESW initiative. It was widely felt that technical competence was needed at the regional levels, and that ESW had not been instrumental in ensuring this. Staff in the sub-regional offices asked for improved interaction and possibly better results through having a senior gender expert in all the regions.

## 8. Conclusions

41. The conclusion drawn from the assessed GPGs, the interviews held and the country visits indicated that there was a gender gap among FAO forestry field staff and people from other organizations who collaborated with FAO. Forestry was still largely viewed as a 'male' profession with 'inputs' from women. For instance, results from some of the countries visited, indicated that women had traditionally played an important role in nursery establishment, seed collection and other silviculture practices. However, results also showed that the number of women choosing forestry as a career was low compared with men. This was also the case in several countries in Africa (based on GPG results). The widespread belief that forestry work was unsuitable for women because of difficult working conditions was mentioned during discussions with forest professionals in Armenia and Uganda and was also highlighted by GPGs in different parts of Europe and North America.

42. Some GPGs provided a framework for formulating gender responsive policies for forest management. Some publications on climate change and especially those that highlighted the implications for women and proposed coping strategies were commendable. There were also projects that supported adding value to NTFPs that would benefit women and some forest conservation projects where women would eventually be beneficiaries.

43. The visits to the field confirmed that the gender bias in the perceptions of people's use and management of trees was related to the stereotype of women being responsible mainly for domestic chores. The GPGs assessed enumerated women's tasks as ranging from productive roles to processing roles. It was also found that women derived much of their income from the sale of forestry-related products - mainly NTFPs - while men relied more on timber and other related income generating activities.

## 9. Suggestions

44. All recommendations stemming from the discussion above formed the basis for the Evaluation's recommendations. Here a few suggestions are formulated, of specific relevance to the Forestry Department.

### *Suggestion 1. Improved gender mainstreaming in Africa*

*FAO's Forestry Department should focus on improving the gender situation in forestry in Africa, with special focus on forestry governance through equal representation of women especially at decision making levels. At professional levels, the focus should be on improving working conditions to encourage more female employees in forestry departments. Some donors have put conditions to ensure gender equity in projects and programmes, and FAO could emulate this under certain conditions.*

### *Suggestion 2. Improved project quality*

*FAO needs to consider the following to ensure that gender is incorporated in project design and implementation and that projects to address equity:*

- Target women deliberately since it is well known that they possess in-depth knowledge of local plants and trees.*
- The high market demands for some NTFPs have the potential of improving rural livelihoods. Improving the place and status of women in the value chains has the potential of increasing their income and empowering them.*
- FAO forestry projects also need to identify the potential gains and losses to men and women that may accrue from interventions. For instance, when land is to be utilized for tree plantations (a long-term intervention), the expected impact it would have on household food production should be considered. An assessment should be made of the additional labour expected from women; the impact*



*of that additional labour on the household; and whether the expected benefits would be a source of conflict between men and women.*

*- Institutionalizing women's involvement in forestry projects could be enhanced by involving them in decision making and membership in groups, including as part of existing women's groups, CBOs or NGOs.*

*- The existing patterns on access and control over land rights should be identified from the beginning of the project, so as to identify gaps or provisions that favour women's access to land rights and will benefit both women and men without interfering with other existing rights.*

## **10. Some quotes**

“Gender mainstreaming is a grand and costly task; it is more practical for FAO to concentrate on more important issues such as climate change”

“For gender mainstreaming to work, a clear and concise concept is necessary; for instance – integration rather than mainstreaming”

“FAO does not necessarily have to be a gender champion – the organization can continue as a technical expert in agricultural production and work with UN Women and UNFPA to ensure mainstreaming within projects has taken place”