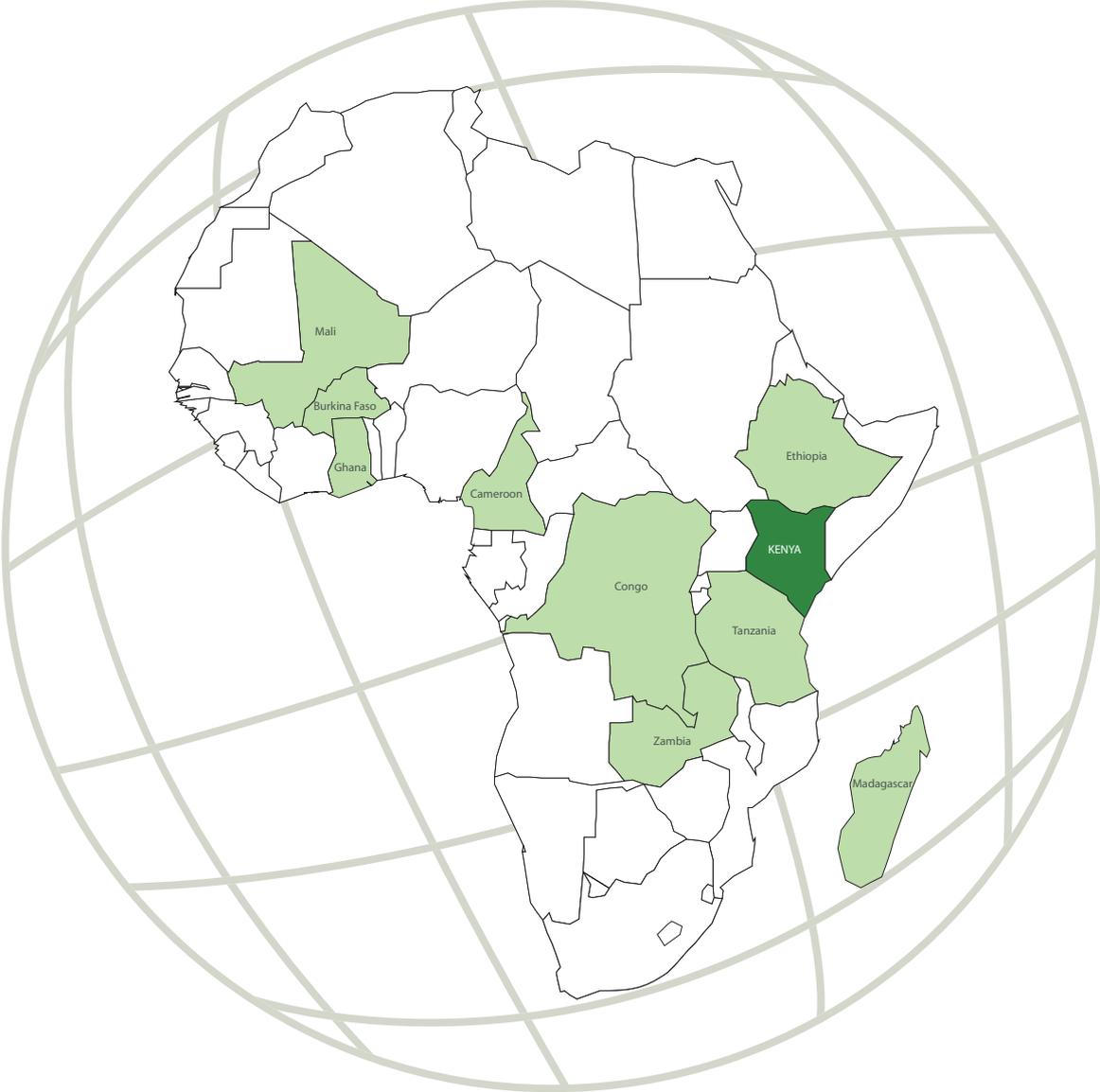


# GENDER MAINSTREAMING IN FORESTRY IN AFRICA

## KENYA



**GENDER MAINSTREAMING IN FORESTRY IN  
AFRICA**

**KENYA**

Alice A. Kaudia<sup>1</sup> and Emily Obonyo<sup>2</sup>

**FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS**  
Rome, 2007

---

<sup>1</sup> IUCN, Eastern Africa Regional Office; email: [alice.kaudia@iucn.org](mailto:alice.kaudia@iucn.org)

<sup>2</sup> Kenya Forestry Research Institute; email: [emabedi@yahoo.com](mailto:emabedi@yahoo.com)

The designations employed and the presentation of material in this information product do not imply the expression of any opinion whatsoever on the part of the Food and Agriculture Organization of the United Nations concerning the legal or development status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.

All rights reserved. Reproduction and dissemination of material in this information product for educational or other non-commercial purposes are authorized without any prior written permission from the copyright holders provided the source is fully acknowledged. Reproduction of material in this information product for resale or other commercial purposes is prohibited without written permission of the copyright holder.

Applications for such permission should be addressed to:

Chief

Electronic Publishing Policy and Support Branch

Information Division

FAO

Viale delle Terme di Caracalla, 00153 Rome, Italy

or by email to: [copyright@fao.org](mailto:copyright@fao.org)

© FAO 2007

## **FOREWORD**

This project report is one of a series of 10 reports produced by the FAO Forestry Department for the project “Gender Mainstreaming in Forestry in Africa.” The purpose of the project is to assess the gender balance and responsibilities in the management and use of forest resources and to provide a framework for the creation of women in forestry networks in Africa. The project received generous funding from the FAO Netherlands Partnership Programme (FNPP).

### **For further information, please contact:**

Simmone Rose  
Forestry Officer  
Forest Products and Industries Division, Forestry Department  
FAO  
Viale delle Terme di Caracalla  
00153 Rome, Italy  
email: [Simmone.Rose@fao.org](mailto:Simmone.Rose@fao.org)

## SUMMARY

Gender as a social construct has continued to be considered an important pillar in sustainable development including the forestry sector. Practical application of this consideration continues to elude forestry research and development actors and institutions. The study examined the extent to which gender has been mainstreamed into forestry programs at institutional and community levels as well as in policies and legislations. The scope and need for women's forestry network was determined. Literature review and informal interviews at institutional and community level are the main methods used for the research.

It was found that in Kenya, the government has made efforts to mainstream gender in development programs through; for example, creating a Ministry of Gender, Sports, Culture and Social Services and developing a National Gender Policy. These efforts could have influenced the content of Strategic Plans, Policies and Legislations of government ministries like the Ministry of Environment and Natural Resources which has indicated its intention to mainstream gender. It is however notable that these efforts are limited to statements of intent. There are no Action Plans to transform the policies to outcomes. The Forest Act (2005) does not have adequate provisions to support gender mainstreaming. As a result, there is no basis for tracking progress on gender mainstreaming.

There are very few women in Forest Service and even fewer at high ranks in the service. Apart from the Kenya Professional Women in Environment and Agriculture (KEPWAE) and the Kenya Forest Society, there is no specific network with a focus on gender in the forestry sector. This report suggests that Action Plans that can facilitate gender mainstreaming be developed and KEPWAE be strengthened. As a network of professional forestry professionals and practitioners, the Kenya Forest Society provides opportunities for consolidating gender issues in the forestry sector. Strategies should be developed to increase the number of women foresters and their positioning at decision-making and policy influencing levels.

## **ACKNOWLEDGEMENT**

This study was commissioned by the Food and Agriculture Organization of the United Nations (FAO), CIFOR, IUFRO and University of Ghana. We thank FAO for the financial support. Collection of information benefited from many people. While not able to list all names, we acknowledge support from Dr. Helidah Oyieke and Mrs. Nellie Oduor who are the former and current chairpersons of KEPAWAE. They enabled access to the KEPAWAE data base that has partially informed the content of the database prepared by this study.

Professor Elizabeth Ardayfio-Schandorf of University of Ghana coordinated the research and we thank her for her guidance.

To all respondents who were often called at short-notice for interviews, we are grateful to them for the information they provided.



# TABLE OF CONTENTS

<b>FOREWORD</b> .....	<b>iii</b>
<b>SUMMARY</b> .....	<b>iv</b>
<b>ACKNOWLEDGEMENT</b> .....	<b>v</b>
<b>1. INTRODUCTION</b> .....	<b>1</b>
WHAT IS GENDER MAINSTREAMING? .....	1
BACKGROUND TO GENDER MAINSTREAMING IN FORESTRY AND THE ENVIRONMENT .....	2
HOW IS GENDER MAINSTREAMING OPERATIONALIZED?.....	3
<b>2. GENDER MAINSTREAMING IN NATURAL RESOURCE MANAGEMENT</b> .....	<b>5</b>
THE FAO APPROACH .....	5
GENDER AND FORESTRY IN AFRICA .....	6
<b>3. METHODOLOGY</b> .....	<b>7</b>
INFORMAL AND FORMAL SURVEYS .....	7
RESEARCH OBJECTIVES .....	8
CONCEPTUAL FRAMEWORK.....	8
GENDER AND FORESTRY IN ORGANIZATIONS IN KENYA .....	8
GENDER AND FORESTRY IN ORGANIZATIONAL STRUCTURES.....	8
<b>4. GENDER POLICIES IN KENYA</b> .....	<b>9</b>
NATIONAL POLICY OBJECTIVE.....	10
REVIEW OF GENDER STRUCTURES, LOCAL INITIATIVES, AND RESPONSIBILITIES IN RURAL FOREST COMMUNITIES AND HOUSEHOLDS.....	11
ACCESSIBILITY TO MARKETS FOR FOREST PRODUCTS .....	13
INSTITUTIONAL FRAMEWORK RELATED TO GENDER MAINSTREAMING IN FORESTRY .....	13
CHALLENGES TO GENDER MAINSTREAMING IN FORESTRY IN KENYA .....	15
<b>5. GENDER DATABASE AND NETWORKING IN FORESTRY</b> .....	<b>17</b>
<b>6. CONCLUSIONS</b> .....	<b>18</b>
<b>7. RECOMMENDATIONS</b> .....	<b>19</b>
GENDER AND FORESTRY: POLICIES AND LEGISLATIONS .....	19
INSTITUTIONAL STRUCTURES .....	19
CAPACITY BUILDING .....	19
WOMEN FORESTRY NETWORKS IN KENYA .....	19
<b>REFERENCES</b> .....	<b>20</b>

## **List of Tables**

Table 1: Relative importance of forest products to women and men .....	12
Table 2: Importance of Gender Mainstreaming .....	13
Table 3: Major Causes of Inequality in Forestry at Community Level.....	14

## **List Of Figures**

Figure 1: Key Steps in Gender Mainstreaming .....	3
Figure 2: Gender balance in the leadership of households (N=78) .....	12
Figure 3: Accessibilty to Markets.....	13

# 1. INTRODUCTION

## *What is Gender Mainstreaming?*

Gender mainstreaming has been perceived as, ‘the linguistic antithesis to gender marginalisation’ (Morley, 2006). Although widely used in development and policy circles, its theory takes root from feminist theory and practice (Morley, 2006). It can be understood as a consciously organized move towards integrating a gender perspective into analysis, procedures and policies (Schalkwyck and Woroniuk 1998). According to Waterhouse and Sever (2005), ‘Gender mainstreaming’ has become a fashionable term to signify gender equality and equity. It has also become a major strategy for development practitioners to promote gender equality. But, it should be noted that gender equality; that is, treating women and men the same way differs from gender equity. Equity explains the difference in control and access over resources by men and women, and the resultant differences in socio-economic and life experiences. To achieve equity, gender analysis should be undertaken to inform the design of gender mainstreamed programs so that both gender equality and equity can be attained.

The focus of this paper is on gender equality. We examine if the forestry policy and related legislations, institutional structures and design of forestry programs at community level treat men and women the same and does not analyze if such equal treatment results in equity. The notion of gender mainstreaming was widely used after the 1995 United Nations International Conference on Women and the adoption of the ‘Beijing Platform for Action’ that petitioned for women’s advancement. In the past, development efforts tended to ignore and marginalize women. Mainstreaming gender therefore attempts to improve on issues through the lessons from past efforts (Waterhouse and Sever, 2005). But currently, there is a tendency to focus more on addressing unequal power relations between women and men.

There are many definitions. The overarching principle is that of systematic interventions for change towards equality between men and women, boys and girls. The United Nations Economic and Social Council (ECOSOC) defines gender mainstreaming as:

*"...the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic, and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality"* (OCHA, 2006).

According to DFID, ‘Gender Mainstreaming’ is defined as...

*"A commitment to ensure that women’s as well as men’s concerns and experiences are integral to the design, implementation, monitoring and evaluation of all legislation, policies and programmes so that women as well as men benefit equally and inequality is not perpetuated. Gender Mainstreaming is integral to all development decisions; it concerns the staffing, procedures and culture of development organizations as well as their programmes; and it is the responsibility of all staff"* (DFID 2002).

Based on the definitions above, gender mainstreaming is clearly a contested and controversial concept and process. ‘Mainstreaming’ goes beyond increasing women's participation in programmes and activities. It aims at making women’s and men’s personal experiences a key element in development programmes and policies. It is therefore more challenging due to the

shift from local level project and programme management to policy dialogue at the macro level (Waterhouse & Sever, 2005). It also assesses gender implications of any planned action, including legislation and policies at all levels so that there is systematic integration of equal opportunities for both women and men.

### ***Background to Gender Mainstreaming in Forestry and the Environment***

In the 1970s and 80s, there was a sudden mass awareness of women's positive role in development initiatives leading to the emergence of 'Women in Development' (Seleey *et al*, draft paper). In 1975, for example, the United Nations General Assembly designated the year (1975) the International Women's Year when the first intergovernmental conference on women covering Equality, Development and Peace was convened in Mexico City. The Declaration of Mexico on the equality of women and their contribution to Development and Peace and the World Plan of Action for implementing the International Women's Year were the major results of the conference. In the 1990s, 'Gender and Development' emerged and assumed improvements in gender relations, roles and responsibilities in development.

In 1995, the UN Beijing Fourth World Conference on Women highlighted significant areas touching on gender inequality. A Platform of Action was then drawn up following this conference which was built from the 1979 Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). CEDAW (1979) declared that:

*'Discrimination against women violates the principles of equality of rights and respect for human dignity and amounts to an obstacle to women's participation on equal terms with men in the political, social, economic and cultural life of their countries and hampers the growth of prosperity of society and the family'*

CEDAW therefore provided the basis for equity and equality between women and men in political, social and economic spheres. Although the Platform of Action drawn up in Beijing was not legally binding, it created a standard and reference point for policies on women. In total, 12 critical areas of concern were identified: Other crucial areas of concern identified were women and poverty, equal access to education and training, health care, violence against women, the effects of armed or other conflicts on women, inequality in economic structures and policies, power sharing and decision making, mechanisms to promote women's advancement, human rights, the role of media, the environment and the girl-child (Sida, 2005; Morley, 2006).

Gender mainstreaming was therefore adopted by the United Nations (UN) at the 1995 conference on women in Beijing, then the European Union (EU) and its Member States (Morley, 2006). The EU has adopted mainstreaming as the basis of its gender policy, which has been developed since the Treaty of Amsterdam. Currently, over a hundred countries have embraced gender mainstreaming in their state machineries (Morley, 2006).

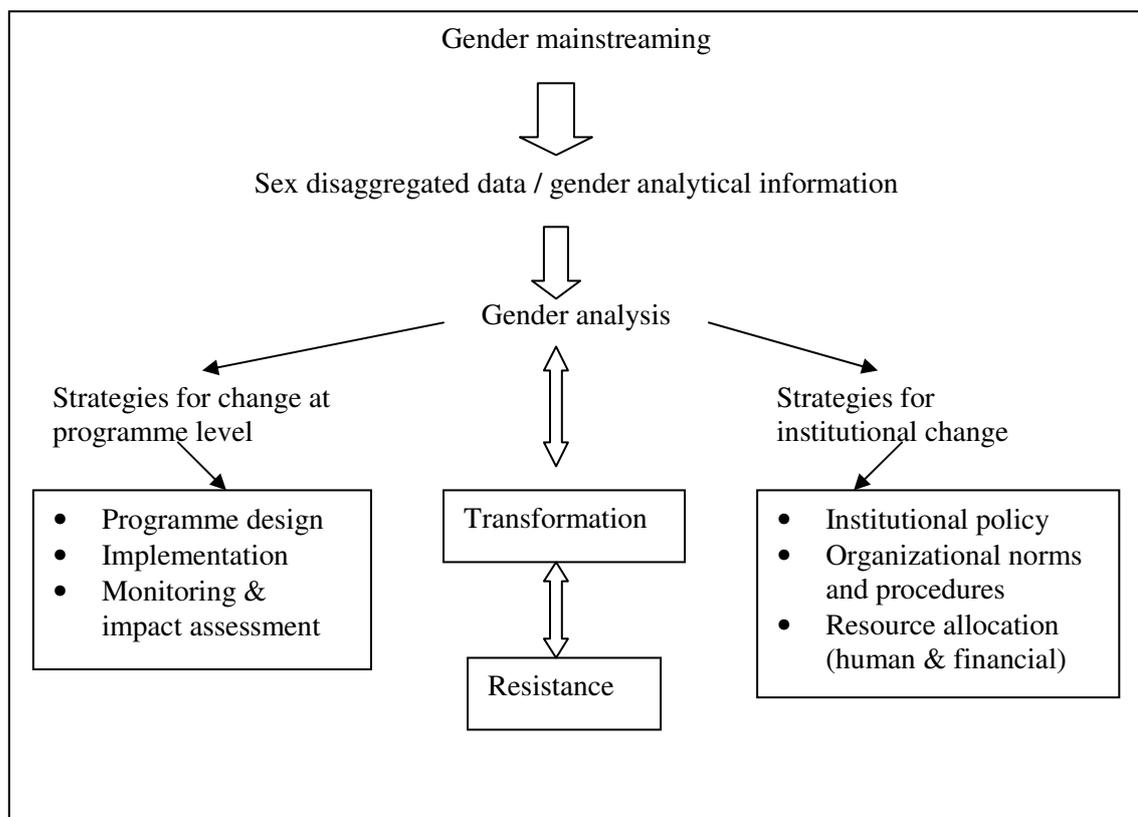
In 1999, the United Nations Commission on the Status of Women adopted an Optional Protocol to the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). The protocol mainly aims at conducting enquiries and making appeals on issues regarding violations of CEDAW. Many countries are signatories of a number of international conventions that promote gender equity and empowerment such as CEDAW, the Beijing Platform of Action, the Millennium Development Goals, and Commonwealth Plan of Action on Gender and Development. Some of these have been responsible for initiating and operationalizing national policies that aim at mainstreaming gender at local levels. The gender components in the millennium development goals are therefore based on CEDAW and Beijing initiatives.

### ***How is Gender Mainstreaming Operationalized?***

As stated in the previous section, the strategy for promoting gender equality as a development goal needs to recognize that gender equality is critical to the achievement of the other Millennium Development Goals. There are also strategies for incorporating changes within the institutional settings to promote women's empowerment in areas that need redress of persistent inequalities (Waterhouse and Sever, 2005).

Operationalizing gender mainstreaming is a process that involves a number of steps (Figure 1). One crucial step involves collecting data that is gender disaggregated; carrying out a gender analysis and developing strategies to integrate change both at the micro and the macro levels. All these may finally lead to change or a transformation at these levels and some resistance is expected especially for the group that has to be compromised.

**Figure 1: Key steps in gender mainstreaming**



*Source: Waterhouse and Sever, 2005*

### ***Gender Mainstreaming at the Macro and Micro Levels***

Decision-making at the macro level would greatly benefit from gender mainstreaming. The issue of upstream aid modalities potentially offers tremendous opportunities for promoting gender equality through sector-wide and national level policies, programmes and implementation strategies. They provide Governments with a mechanism to build broad consensus with partners around development goals and approaches. They give donors the opportunity to work in partnership with recipient country governments and other actors including private sector and civil society organizations at the level of policy dialogue and national planning. They offer an opportunity to influence the policy and institutional environment within which local (and project) level activities take place.

Through sector level and budget support, program financiers could play a role in ensuring gender sensitive commitments by governments. Monitoring could be done against a set of key indicators of gender equality. Donor support could further strengthen institutional capacity of Governments to ensure that gender policies are implemented on the ground and related legislations are applied to enforce compliance.

At the micro level, the idea of gender mainstreaming mainly stemmed from development projects. For example, CARE International in Bangladesh has promoted gender mainstreaming in its DFID-funded 'Rural Development Programme' through promoting new ways to increase women's technical skills in agriculture and forestry and by so doing , increasing social status and income for these women (Rachel Waterhouse & Charlie Sever, 2005). But each project or context is unique and is phased by its own set of problems thus affecting the level change. For instance, although the women farmers involved in the CARE-Bangladesh Programme have enhanced their technical skills, they still face discrimination in the home and in the community. Some women in the programme reported they played a bigger role in household decision-making due to new technical skills learned. Some women did not experience improved situations and instead became victims of domestic violence. But according to studies carried out, women in Bangladesh are of a generally lower social and economic status which translates to poorer health (DFID-Bangladesh 2004). Results from this study could be used at the national level to make policies that would cater for the needs of women in that country (Waterhouse & Sever, 2005).

## 2. GENDER MAINSTREAMING IN NATURAL RESOURCE MANAGEMENT

Under the theme on environment, the Beijing Platform of Action (The UN Beijing Conference, 1995) advocated for the following:

- involving women actively in environmental decision-making at all levels;
- integrating gender concerns and perspectives in policies and programmes for sustainable development;
- strengthening or establishing mechanisms at the national, regional, and international levels to assess the impact of development and environmental policies on women.

The Conference recognized that ‘women have an essential role to play in the development of sustainable and ecologically sound consumption and production patterns and approaches to natural resource management’ (UN Beijing Conference, 1995). It affirmed that the degradation of natural resources increased poverty especially to women due to reduced productivity and income generating activities. In both urban and rural areas, environmental degradation results in poor health, well-being and quality of life of the whole society and especially girls and women of all ages. The conference further advocated for the recognition of the role and special situation of women living in rural areas and those working in the agricultural sector, where access to training, land, natural and productive resources, credit, development programmes and cooperative structures can help them increase their participation in sustainable development.

### *The FAO Approach*

The FAO Gender and Development Plan of Action (2002- 2007), aims to realign its concepts and approaches to the Gender and Development (GAD) which is now widely used in the UN System. One of the chief objectives of the FAO Plan of Action regards the promotion of ‘gender equality in the access to, control over and management of natural resources and agricultural support services’.

It is argued that without proper access to natural resources especially land and water, both rural women and men suffer due to the importance of both in food production which is the base of rural communities’ livelihood in Africa. Lack of secure land rights translates into lack of or limited access to credit, rural organizations, and other services (FAO, 2002). Mainstreaming gender aspects in land policies is therefore essential and should consider equitable access by both men and women to land. And this is so important that participation in forestry through either planting trees at farm level or conserving communal forests depends on ownership of land.

It is also crucial to consider that in many parts of Africa, there are different levels of access to and control of trees and FAO advocates for participatory approaches in sustainable forest management (FAO 2002). Cooperation is encouraged between men and women in forest and tree conservation, in social/community forestry projects to avoiding conflicting situations. There is also the need to consider better wood utilization especially for those countries in Africa that are slowly moving towards non-wood energy fuels. This would also play a considerable role in reducing labour for African rural women who spend much time and energy looking for fuelwood.

Based on the Kyoto Protocol, FAO would also like to study the effects on carbon sequestration of gender-based division of crop practices (food crops produced mainly by women and perennial cash crops mainly produced by men), and whether the importance of non wood forest products (NWFPs) would increase dependence by men and women on natural resources and that there would be increased investments in natural resources.

FAO would also support member countries in Sub-Saharan Africa to incorporate gender-sensitive policies in their national forestry strategies and further support the encouragement of female and male stakeholders in Natural Resource Management (policy formulation, legislation and local resource management decisions and reinforce linkages between forestry and sustainable livelihoods with special attention to women (FAO, 2002).

The SEAGA (Socio Economic and Gender Analysis Programme of FAO, 2005) is an analytical approach that pulls together patterns, levels and people based on three guiding principles:

1. 'Gender roles are of key importance.'
2. 'Disadvantaged people are priority in development initiatives.'
3. 'Participation is essential for sustainable development.'

The program further addresses socio-economic patterns at field, intermediate and macro levels. The Field Level focuses on people, including women and men as individuals, socio-economic differences among households, and communities as a whole.

The Intermediate Level focuses on structures, such as institutions and services that function to operationalize the links between macro and field levels, including communications and transportation systems, credit institutions, markets and extension, programmes and health and education services. The Macro Level focuses on policies and plans, international and national, economic and social, including trade and finance policies and national development plans.

### ***Gender and Forestry in Africa***

Poverty is a major factor associated with degradation of forest resources. While such degradation has had an impact on whole communities in general, women have specifically suffered more because of their role as mothers and care givers. The traditional division of labour that places household responsibility on women has also meant that they are almost solely the food providers for their families in Africa. This often pushes women to depend more on the natural resources; and this responsibility has built their indigenous knowledge on conservation, forests and natural resources. Women, being the main gender that produces food crops, have a profound knowledge of plants, animals and other ecological processes (African Platform for Action, 1994).

But despite African women's role in the management of natural resources, their limited rights on property; especially land, has continued to escalate the cycle of poverty in which they are trapped. Land in the rural resource-poor setting is often the most valuable economic asset a household could possess. Land could translate into food, money, credit and a sense of identity and power. With no access and/or control of land, African women are often left to seek alternative means of survival and constitute a very high proportion of the poor of the poorest.

### 3. METHODOLOGY

Review of literature and information interviews are the two methods that were used for this study. Literature reviewed included those on gender and gender related work by international, regional and national organizations. These included the Gender and Diversity Program of the Consultative Group on International Agricultural Research (CGIAR), the Center of International Forestry Research (CIFOR); the Food and Agriculture Organization of the United Nations (FAO), the World Conservation Union (IUCN) among others. National policies, Legislations and strategic plans on forestry and environment were reviewed to determine the extent to which such instruments of development have incorporated gender aspects in a manner that can yield practical outcomes.

Based on the objectives for this research, the framework by Levy (1999) with four broad spheres for consideration was adopted. The four spheres are: (i) Organizational, (ii) Policy, (iii) Delivery; and (iv) Citizen<sup>3</sup>. A semi-structured questionnaire was used to collect information on the existing structures related to gender mainstreaming in different institutions with forestry and related programs in the country. Information was collected from the following institutions: Forest Department (FD), Kenya Forestry Research Institute (KEFRI), Londiani Forestry College, Moi University, Kenya Wildlife Service, the World Agroforestry Centre (ICRAF), Kenyatta University, Jomo Kenyatta University of Science and Technology and Kenya Forestry Working Group (KFWG) Kenya Forestry Society (KFS) and Kenya Forest Users' Association. Data was also collected from the following government ministries:

- Ministry of Gender, Sports, Culture and Social Services;
- Ministry of Education;
- Ministry of Agriculture and Livestock Development;
- Ministry of Energy
- Ministry Environment and Natural Resources.

#### *Informal and Formal Surveys*

Two different types of questionnaires were administered:

i) **Community level:** The questionnaire was in 3 phases; the 1<sup>st</sup> phase characterized the community by giving a brief background of the community members. The second phase characterized the household and farm resources. The 3<sup>rd</sup> phase was made up of questions regarding the forest resource, the contribution of the forest to the community and the dependence of the community on the forest.

ii) **Institutional level:** The questionnaire was in 4 phases. The 1<sup>st</sup> phase aimed at getting information on the respondent's understanding of gender mainstreaming. The second phase was made up of questions regarding policies in the institutions on gender mainstreaming; the 3<sup>rd</sup> phase was aimed at getting information on the existing differences and inequalities within the institutions; the final phase was made up of questions on the existing structures that mainstream gender in the institution.

#### **Focus Group Discussions (FGDs)**

These were carried out on different interest groups to capture more in depth information. The interest groups include men, women and youth. Informal interviews with key informants in target forestry and related institutions to get an understanding of existing gender structures within the organizations were done.

---

<sup>3</sup> Fore this research, this sphere was covered by the community aspect.

### ***Research Objectives***

1. To compile information on existing national and intergovernmental policies, legislation and the institutional framework related to Gender Mainstreaming in Forestry.
2. To review gender structures, local initiatives and responsibilities in rural forest communities and households
3. To Prepare a database of women working in forestry within the country
4. To identify issues related to the establishment of networks for women in forestry

### ***Conceptual framework***

Typically, gender is considered a cross-cutting issue in most strategies and programs of organizations. This is a misconception that has over-shadowed the appropriate prominence that should be given to gender in forestry development planning and implementation. Yet gender equality is a central pillar to attainment of all the Millennium Development Goals and has been recognized by over 116 member-states of the United Nations as evidenced by production of National Action Plans for the Beijing Platform and Declaration.

The conceptual framework for this research was based on the argument that the structure of organizations as determined by policies, the content of national policies and legislations on forestry and how such policies orient community actions indicate the level and depth of gender mainstreaming. And this is because policies and legislations define power, legitimacy of action and rights. At community level, we argued that membership of a household to a community-based forestry group, differences between men and women in terms of need for specific types of forest products, sources of forest products and access to markets are factors that influence the extent to which men and women have interest in participating in community-based forest activities and hence their involvement in governance structures like committees.

### ***Gender and Forestry in Organizations in Kenya***

The government institutions in Kenya responsible for forestry are Kenya Forestry Research Institute (KEFRI) which undertakes research and the Forest Department (now Kenya Forest Service) which is responsible for promoting sustainable forest management in Kenya. The Forest Department, Ministries of Agriculture and Livestock Development, Energy, Tourism and Wildlife all promote forestry in spheres that link their mandates to community involvement in natural resources management. Academic institutions like Universities with forestry and Agroforestry programs have strong elements of community involvement in forestry; hence their inclusion in this study. Apart from government institutions, several non-governmental organizations are active in the forestry sector in Kenya. At the national level, the Kenya Forest Society<sup>4</sup>, Kenya Forest Working Group, the Kenya Forest Users', the Green Belt Movement Association and Forest Action Network are key organizations.

### ***Gender and Forestry in Organizational Structures***

It is said that organizational structures are formulated to mirror strategies that are applied in implementing programs. Analysis of organization structures and strategic plans was therefore aimed at determining the extent of gender institutionalization. And this is because the position of an individual in an organization determines his/her power, influence and decision-making capacity. The strategic plan for the Ministry of Environment and Natural resources was analyzed. It was found that some good effort was made in incorporating gender in the plan. Also positive was a budget<sup>5</sup> provision for gender mainstreaming in environment and forestry programs. However, policy intent is made in the plan and what is to be done is described. But, specific action on how gender will be incorporated and expected outcomes are not specified. This is a weak point of the strategy and recommendations section of this paper considered this.

---

<sup>4</sup> Kenya Forest Society is a national professional network of Foresters in Kenya

<sup>5</sup> The gender budget line was only 0.72% of the total budget

#### 4. GENDER POLICIES IN KENYA

In 1976, the Government of Kenya established a Women's bureau in the Ministry of Culture and Social Services. This was after Kenya's participation in the first UN Conference on Women in 1975 in Mexico. The women's Bureau was mandated with the advancement of women in the following areas (GOK, Sessional Paper No. 2, 2006):

- Policy formulation, implementation, monitoring and evaluation.
- Co-ordination of Government initiatives and programmes for women
- Collection and analysis of gender disaggregated data
- Support to and liaison with NGOs, women's organizations and other stakeholders.

In November 2004, the government established the National Commission on Gender and Development. In December 2004, the women's bureau was elevated into the Department of Gender. This was meant to support gender mainstreaming in all Government Ministries. The Department would also advise on the impact of all government policies on gender. It would also work out strategies to eliminate all discrimination along gender lines. The Department was subsequently elevated to a full fledged Ministry with Culture and Social Services.

The Ministry of Gender, Sports, Culture and Social Services derived its mandate from the Presidential Circular No. 2 of 2003. The Ministry is headed by a Minister assisted by two Assistant Ministers to link the Ministry to the government. The Accounting officer of the Ministry is the Permanent Secretary while the Directors and Commissioners head technical departments. The Ministry Headquarters is the core unit for policy formulation, co-ordination and control of all ministerial activities while the departments are responsible for their respective technical issues (Republic of Kenya, 2006). The core function of the ministry is to promote, integrate and mainstream gender issues in all development activities.

The Government's National Policy on Gender and Development (NPGD, 2000) resulted from the need to streamline the vast resources used in gender aspects of development. The government realized that for a long time, it was misplacing considerable resources due to lack of a rational framework to guide gender mainstreaming within different ministries and departments. The policy recognized that...

*'...it is the right of women, men, girls and boys to participate and benefit equally from development initiatives'.*

The country's Sessional Paper on Gender (Sessional Paper No. 2, 2006) significantly attributes the unequal status between women and men to socio-cultural attitudes held by men and women and their socialization. It also realizes that the conditions of women are constrained by poverty and their work is hardly recognized or paid. Existing laws and customs have further limited women's access and control over resources. It further realizes that the processes and results of development programmes affect women and men differently. The Kenya Government is therefore undertaking various concrete steps to address these issues. And it is along this line that Kenya like many other countries, has signed various treaties and conventions that advance the rights of women. These include:

- The 1984 Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW);
- The Nairobi Forward Looking Strategies for the Advancement of Women (NFLS) 1985;
- The Beijing Platform for Action (BPFA) 1995;
- Millennium Development Goals (MDG's)
- International Conference on Population and Development (ICPD) 1994.

But having signed the treaties and having developed the gender policies, actual mainstreaming remains theoretical in many government department, institutions and programs.

### ***National Policy Objective***

The overall objective is to *'ensure women's empowerment and the mainstreaming of needs and concerns of women, men, girls and boys in all sectors of development in the country'* (Republic of Kenya, 2006). This is to ensure that they would participate and benefit equally from development initiatives.

### **Kenya's Gender Policy on Forestry and the Environment**

The policy advocates for programmes that take into consideration environment and natural resource management issues that concern women, men, girls and boys. The programmes also need to provide information that would contribute to environmental protection and conservation. The policy advocates for environmental issues that affect women directly (Republic of Kenya, 2006).

*'Gender responsive policies are essential in ensuring that there is consistency in not only legislation as relates to Conventional Biological Diversity, but also the institutionalization of effective protection and use of indigenous knowledge, innovations and practices of women's bio-diversity'.*

The Government realizes that certain environmental issues have specific relevance to women. This could be through the negative effects of some environmental concerns which could have adverse effects on the female population or some special skills and knowledge women could possess in resolving environmental problems. The policy also recognizes that at the subsistence level, women are the main users of domestic energy. It advocates for the use of energy efficient stoves and the modernization of power systems. This would not only go a long way in conserving the environment but would also ease labour and save on time for the women. The policy further advocates the government's inclusion of women in decision making processes on policies, economic instruments and appropriate infrastructures to ensure access to adequate water. There is the realization that there is a strong link between gender relations, poverty, the environment and development. This therefore calls for the integration of demographic and gender factors into environment impact assessments and other planning and decision making processes to achieve sustainable development through (Republic of Kenya, 2006) through:

- Promoting and replicating women's knowledge on resource utilization.
- Involving national and local women CBOs in environmental education and conservation programmes.
- Evaluating development policies and programmes in terms of environmental impact and the resulting gender differences relating to access and use of natural resources.

Overall, the policy has good statements of intent, but is grossly inadequate in terms of strategic actions that can evidence application of a gender policy.

### **The Forest Act 2005**

Although the Act does not clearly state any particular gender clause, it clearly states in its procedures for awarding contracts that *'persons who are suitably qualified for the performance of specified activities'* would be granted equal rights. As far as participation on management by the community is concerned, the new Kenya Forest Service proposes to work closely with Community Forest Associations (CFAs). There is no gender specific criteria given for membership but the policy states that the Forest Service would *'facilitate the*

*formation of Forest Associations based on existing community structures'* (THE FORESTS, 2007: Section 37). In section 39 of the Forest Act, (The Forests, 2007) it is stated:

*'The service shall initiate the formation of a forest level management committee consisting of representatives from the service, the forest association and other stakeholders...to implement the community forest management agreement.'*

Therefore, whereas there is no gender explicit agreement, there is the hope that representatives from the different stakeholders would be gender balanced. The Act also allows non-residential cultivation by community members in areas intended for the establishment of industrial plantations. The plots allocated would be a minimum of a quarter of an acre and preferences for allocation would be given to the poor and the vulnerable members of the community.

*'The service and the Forest Association shall ensure that the method of allocation gives preference to the poor and vulnerable members of the community'* (The Forests, 2007).

The above therefore touches on equity, where plot allocations will take into consideration the poor and the vulnerable, which in most community settings, refers to the women and children. The Act provides for formation of Forest Conservation Committees and stipulates that of the four persons knowledgeable in forestry matters of a conservancy area, at least one shall be a woman. This is a good opportunity but neither supports equality nor guarantees that qualified women shall be accorded positions of authority in the committees. In terms of composition of the Board of Management of Kenya Forestry Service, the Act provides for 30% positions for women.

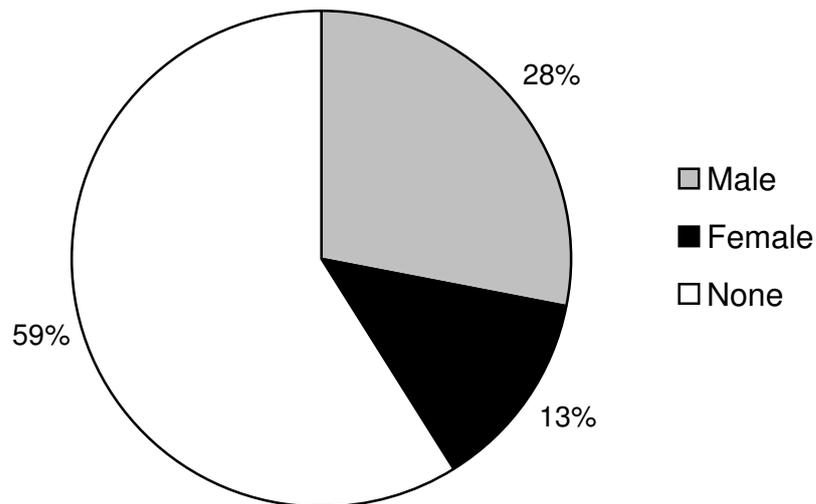
### ***Review of Gender Structures, Local Initiatives, and Responsibilities in Rural Forest Communities and Households***

To address the second objective of this study with reference to gender and community-level forestry activities, consultation was based on discussions with key informants about Arabuko-Sokoke Forest and rapid appraisal field work on Mount Elgon Forest. In the case of Mount Elgon Forest, key informants were deployed to work in 10 sub locations. These included Bugaa, Chemweisus, Chepkarai, Kamtiong, Kamuneru, Kaptola, Kibuk, Kimobo, Nomorio and Sambocho. There were a total of 19 villages. Arabuko Sokoke is one of the forests where participatory forest management was first tried in Kenya. The project involved community members as groups. As a result, many community based organizations (CBOs) emerged and have formed an umbrella organization called Arabuko-Sokoke Adjacent Dwellers Association. In the committees, women were accorded responsible positions. However, it has been reported that typically, during meetings, women are not able to come forth and make decisions or argue issues articulately. But, it is to be expected that such positive actions like conditional inclusion of women in responsible positions in community organizations will, with time, make it possible for gender mainstreaming and equality to be attained. But, this will require concerted effort because as illustrated by the case study of Mount Elgon conducted for this assignment, most leadership positions in community forest projects are held by men.

As expected in most Kenyan Community settings, the men with leading positions were double the women with any leading positions (Figure 2). We also needed to ascertain the overall dependence of the community on the forest. On average, 65% of the community members depended on the forest for their livelihood. But all the households' energy needs (cooking and heating) were met by the forest because they all used fuelwood from the forest. About 31% of the total households got direct income from the sale of forest products which included both wood and non-wood products. The rest mostly harvested products for the household's consumption. About 87% of the sample population was of the opinion that there was

equitable access to forest products for both men and women. But 13% thought men had more access because they had more cash to bribe forest officials to harvest from the forest. Women got arrested for petty' offences' such as collecting firewood without an official receipt, or being found in the forest at the wrong time.

**Figure 2: Gender balance in the leadership of households (n=78)**



### Preferences for Forest Products

There were a few differences in forest use for both men and women and the importance attached to them. The community members ranked these as indicated in Table 1. The smallest number indicates a higher preference rating. The support that forest resources provide for communities influences their willingness to manage such a sustainable resource. Based on the rankings presented in Table 1, women and men have different values for forests. Hence, mainstreaming of gender should take such differences into account.

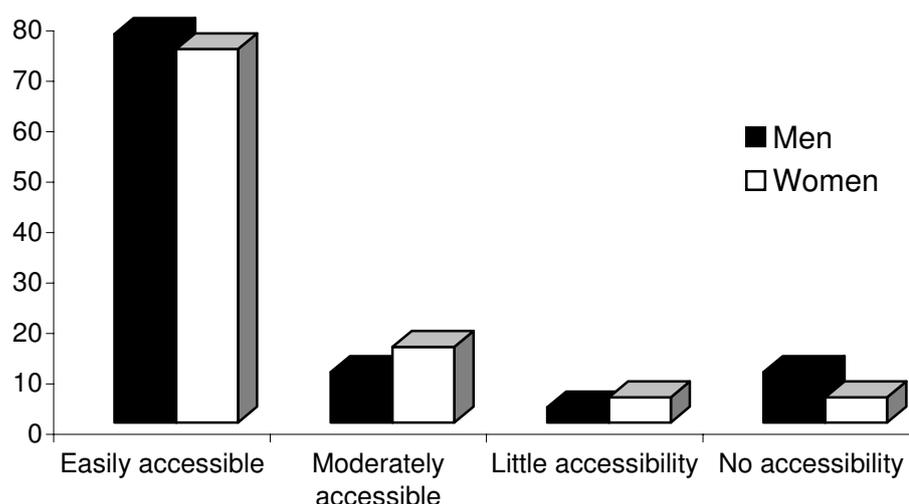
**Table 1: Relative importance of forest products to women and men**

Product	Rank	
	Women	Men
Fuelwood	1	8
Grazing	3	1
Medicinal plants	2	5
Fruits and nuts	4	7
Timber	8	2
Poles and posts	7	3
Honey	3	5
Recreational/Cultural activities	6	6
Non residential cultivation	3	4

### ***Accessibility to Markets for Forest Products***

Accessibility of markets determines profitability of a product and hence investment of labour-time in a forest enterprise. On average, it was found that markets for forest products around Mount Elgon are accessible to both men and women (Figure 3). The only difference is the types of products marketed and the time that is taken to market the products.

**Figure 3: Accessibility to markets**



### ***Institutional Framework Related to Gender Mainstreaming in Forestry***

#### **Understanding of Gender Mainstreaming**

Informal interviews were conducted in a total of 13 forestry related institutions. These included government ministries (3), government parastatals (3), academic institutions (4) and international organizations (2). All respondents were professionals in different capacities ranging from scientists, lecturers and officers. All the interviewees understood gender mainstreaming and its implication. About 70% of the institutions considered gender mainstreaming very important for successful attainment of institutional missions while 30% considered it somehow important. The reasons for importance were varied (Table 2).

**Table 2: Importance of Gender Mainstreaming (n=13)**

<b>Importance of gender mainstreaming</b>	<b>% of institutions</b>
Development is only possible where there is equity	77
Men and women's needs and experiences must be included in policies and programmes	69
Men and women must benefit equally	92
Discrimination should be avoided in professional settings	46

Of the institutions contacted, four had clear gender policies with some degree of mainstreaming gender; another four gender dimensions covered with adequate budgets while three had gender mainstreaming only partially covered. Most institutions depend on donor funding. Some of the donors have conditions such as including gender mainstreaming in the programmes. Most of the policies had been in place ranging from 1 to 5 years and are considered current.

In academic institutions, the number of enrolled women for forestry was found to be few both at undergraduate and technical training level. This trend is common to forestry academic institutions in Sub-Saharan Africa (FAO *et al.* 2005; Kaudia A. and Simula, A.L. 2004). Reasons for this trend are varied including the observation by Kaudia and Simula that inability of women to attain required grades in Mathematics and Science, learning environment and rigid curricula that do not support the social needs and circumstances of women, gender insensitive policies locks women out of the forestry profession.

### **Inequalities within the institutions/organizations**

Regarding inequalities at the work place, the results showed that in most institutions, women were placed in the middle level. Only 1 institution had most women placed at the senior management level. Two institutions had most women placed at the lower cadres. Few of the organizations studied indicate show that professional equality between men and women was regarded as a major goal within the organization. All respondents were of the opinion that promotions were considered at par as long as the qualifications were up to the expected standards. They also agreed that opportunities at the work place were the same for both men and women. There were several responses given as main causes of inequality between men and women in the institutions (Table 3).

**Table 3: Major Causes of Inequality in Forestry at Community Level**

<b>Major causes of inequality</b>	<b>% of institutions</b>
Men tend to be more educated	92
No consideration is given to women's multiple roles- achievements are judged at par	31
Cultural barriers	69
There are more men in senior positions	92
Men are not accorded paternity leave	8

There are several interventions that have been used by different institutions to address gender inequality. They include:

- Women are given priority over men when employing new members of staff if they have equal qualifications.
- 1 institution has put in place a sexual harassment policy to cater for unwanted sexual advances especially from male bosses.
- More women are being given the opportunity to further their education so as to improve their skills
- Women with lower academic points have sometimes been given priority over men when admitting new students into a forestry college.
- Some members of staff have been trained on gender analysis to avoid situations bordering discrimination along gender lines.
- Promotion opportunities are the same for both men and women.

In 12 of the 13 institutions, there were more male employees than female. The average ratio of Male to Female was 6:4.

### **Existing approaches/structures on gender mainstreaming**

There were several existing structures within certain institutions that addressed women workers issues.

1. Women have a right to paid maternity leave for three months
2. One organization has put in place a sexual harassment policy to protect female members of staff from unwanted sexual advances.
3. One international organization has opened an office within its premises that is fully equipped with communication facilities and computers for 'spouses' of members of staff who are not Kenyan Nationals. Most of these spouses are wives or husbands/partners of the international members of staff.

Some institutions have put in place gender policies which have made some changes. For example, the Ministry of Agriculture has a gender department within its extension division. The members of staff are also required to train members of the communities they visit on gender mainstreaming within their farming systems. Only 9% of all the studied institutions have not had members of the staff trained in gender analysis.

### **Factors contributing to gender mainstreaming in Kenya**

The Government of Kenya is a signatory of most international treaties that support gender equality. These include The Convention on Elimination of all Forms of Discrimination Against Women (CEDAW), Beijing Platform For Action (BPFA), The Millennium Development Goals (MDG), The International Conference on Population and Development among others. Locally it has also signed the Nairobi Forward Looking Strategies for the Advancement of women (NFLS). All these are clear commitments by the government to ensure gender equality, equity and empowerment. The Government has also established machineries within its institutions to support gender mainstreaming into its various departments. They Departments are set up to advice the impact of all government policies on women and to carry out strategies to eliminate all forms of discrimination along gender lines (Sessional Paper No. 2, 2006). The various national plans that have adopted a gender perspective have also been given policy commitments. The Ministry of Agriculture in its Extension docket also has a programme that deals with gender issues. The Ministry of Gender, Sports, Culture and Social Services also has a goal to promote equality.

Capacity building among members of staff of different institutions and communities in gender analysis and gender mainstreaming issues has played a positive role towards incorporating equity as a goal, but has been limited with respect to gender equality. Some institutions in the country such as Nairobi University, Kenyatta University have also introduced gender studies into their curricula. In Kenyatta University, the course is offered for only two weeks in a year. But this is still a big step and it is hoped that through proper lobbying, a lot more will be achieved. A number of donors in the country have been concerned with promoting gender equality. This has put a condition of integrating gender into the programme/project in order to access funding. While this may seem condescending, this condition has promoted gender mainstreaming within some forestry sectors.

### ***Challenges to Gender Mainstreaming in Forestry in Kenya***

Despite significant opportunities for gender mainstreaming, there is the added complexity of working through multi-stakeholder forums at sector and national levels which create more barriers. Challenges include the following:

1. Limited understanding of the meaning of 'gender mainstreaming'
2. Gender insensitive policies
3. Politicizing the gender concept
4. No gender analyses carried out in relevant sectors, institutions

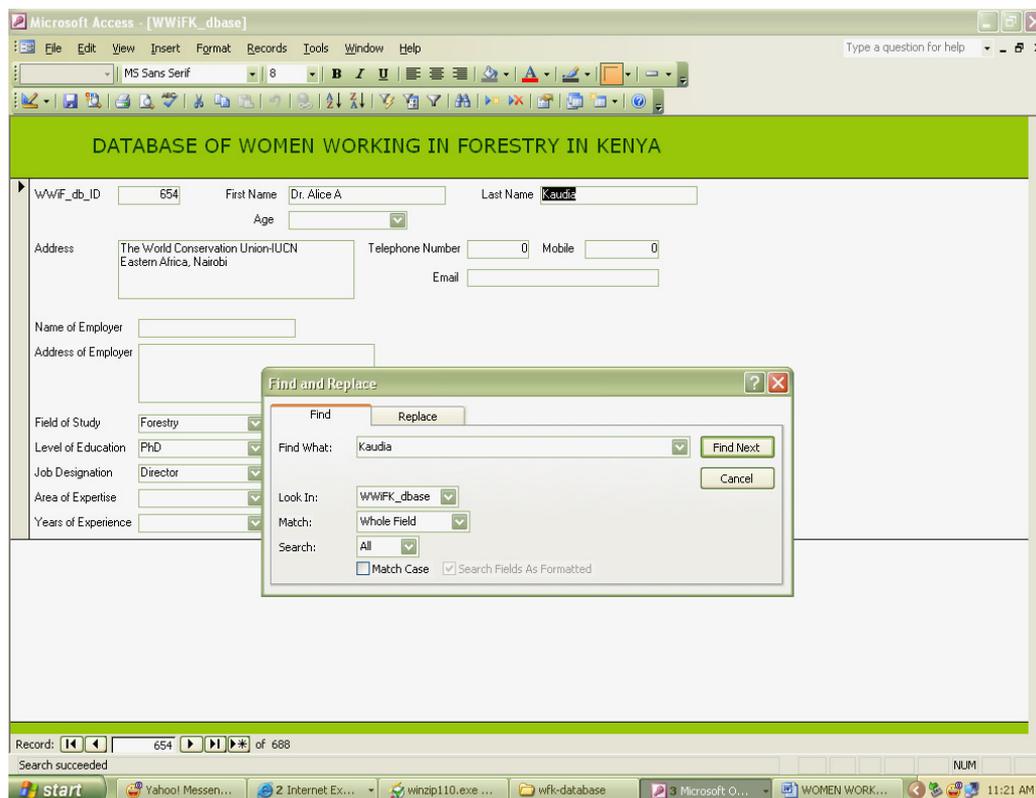
5. Results indicate that there is a huge information gap in institutions regarding gender mainstreaming. While some members of staff had an idea of the definition and meaning of the concept, many would not relate this to their working environments or its relevance to development programmes.
6. Very few members of staff have been trained in gender analysis thus limiting the scope for promoting equity within most institutions.
7. There are still a number of people who are highly influenced by culture and tradition and therefore the notion of mainstreaming gender into different institutional aspects have not been given any serious considerations. A number of male staff members were of the opinion that forestry is a 'difficult' and 'dangerous' profession and therefore more suited to men.
8. In most institutions, members of staff lacked experience in mainstreaming gender issues into their programmes. While some were willing to do so, they had no clear guidelines and could not quite relate the relevance to their working environment.
9. In some of the teaching institutions, there were no lectures or classes or any time dedicated to teaching or incorporating gender analysis into the existing curriculum. This was despite a positive response on the importance of gender equality. The main reason cited was lack of 'time' due to an already 'over stretched' syllabus.
10. Other than within the Ministry of Gender, Sports and Culture, the Ministry of Agriculture, Ministry of Environment and Natural Resources there are no resources specifically put aside by the government to address gender considerations in its institutions despite official commitments to gender mainstreaming.

## 5. GENDER DATABASE AND NETWORKING IN FORESTRY

To construct this database, information was obtained from the following sources:

- List of Members of the African Forest Forum as of December 31, 2006
- KEPAWAE Members List as of October, 2006
- List of Members of African Forest Research Network (Eastern and Northeastern Node)
- List of members of “Women Organizing for change in Agriculture and Natural Resources Management”( WOCAN)
- Personal interviews with officials of Kenya forest Service.
- List of participants’ to the first Kenya Forest Society Conference

Obtaining primary information was rather difficult; particularly access to official records. Repeated visits to institutions had to be done, often with limited outputs. Hence most of the fields in the data base are empty and will need to be filled with time. Conducting personal interviews to get correct personal information to include in the database was limited by the financial resources available the work as well as time. The database has been designed on Microsoft Access software and is available as a separate report.



The database records 654 women working in forestry related fields in mainstream forestry, agriculture and environment departments/organizations. The Forest Department (now Kenya Forest Service) is the main employer of Foresters in Kenya. The department has less than 15 professional foresters. And in terms of positioning, most of the women staff have not attained the rank of a Chief Conservator of forest since independence and the first women to be appointed deputy Chief Conservator of Forest took Office recently.

## 6. CONCLUSIONS

There are several tools that can be used to measure the degree of gender mainstreaming within institutions. These include gender analysis, gender data disaggregated by sex and age and sector-specific gender surveys, gender sensitive studies, guidelines and checklists for programming; mechanisms for monitoring) and evaluation (ECOSOC,1997), and engendered budgets among others.

From the work carried out, there is some level of recognition of women's intellectual capacities and women occupy some key leading positions in forestry sector in Kenya. But on average, there still exists some patriarchal attitude towards empowering women from a number of key institutions; which gives the impression that despite high levels of education, intelligence and accomplishments, women are still considered 'not good enough'. The fact that forestry has been a male dominated field for a long time has further entrenched this attitude.

The gender-mainstreaming concept has been misunderstood. Many of those interviewed did not conceptualize the idea of mainstreaming as practicing sensitivity to gender in their daily work and programs. It was seen as a 'huge' challenge that required a 'whole new Department' with 'experts on gender analyses employed to work in such departments and it would be 'a very costly exercise' that would be considered in the future after 'attending to the current pressing needs' of the institute/s.

There are also no budgets or very limited budgets solely dedicated to gender programs. The impression that there are other 'more important' things to handle clearly suggests that gender is not prioritized in development planning.

Although the country has relatively good policies on gender mainstreaming at national level, there is a general lack of commitment as practically evidenced, for example, by positions women hold in offices at Forest Department as well as in local community forestry programs. And the Forest Act (2005) does not affirmatively position equality of men and women in all aspects of forestry in Kenya.

Social and cultural practices also play a big role in slowing down progress in gender mainstreaming in Kenya. The passive role held by women for so many years and the attitude of both men (patriarchal and domineering) and women (passive) is difficult to break especially within the rural community settings. This is especially true because the boy child has a better chance of furthering his education while the girl child often drops out due to lack of school fees or because her labour is required in the farm.

## 7. RECOMMENDATIONS

### *Gender and Forestry: Policies and Legislations*

- As guidelines and regulatory instruments for the Forest Act (2005) are to be developed, opportunity should be captured to mainstream gender.
- At Community and household level, gender awareness, and development of gender analysis skill should be undertaken for different segments of the population. Appropriate programs should be developed for the youth and higher tiers of the community,
- The newly created Kenya Forest Service will recruit additional staff. A gender capacity building program would be appropriate,
- In rural situations, Participatory Forest Management/Joint Forest Management programs and projects should go beyond including women in Committees. There is need for building the capacity of community members to value gender sensitivity and empower both men and women to contribute equally to forestry initiatives.

### *Institutional structures*

- It is recommended that at all levels, mechanisms like having positions of gender focal point, gender department and supportive tools for gender reporting should be instituted.
- Institutions should have budgets dedicated to gender and forestry development
- Forestry institutions should strive to include gender perspectives in international discussions. For example, the United Nations Forum on Forests process, and debates on Convention on Biological Diversity, the UNEP Governing Council among others.
- Institutions, government departments and organizations with forestry programs should develop budgeted gender Action Plans. Such action plans should detail what is to be done during recruitment, training opportunities, performance management and promotions and retentions of staff. This will aid systematic application of gender mainstreaming

### *Capacity building*

- At all levels, gender training should be undertaken to empower all actors in forestry. Such training should be based on a needs analysis and well developed curricula. At forestry colleges and university, gender and forestry can be introduced as an elective course as this would eventually lead to a generation of gender skilled practitioners.

### *Women forestry networks in Kenya*

The oldest network of women that has some elements of forestry issues in Kenya is the Kenya Professional Association of Women in Agriculture and Environment (KEPAWAE). This network does not focus on forestry only. But it is the most structured organization for women in forestry with representation at national and district levels. It is a network that should be strengthened to anchor cohesive partnerships among professional and community-level women with interest in forestry. The Kenya Forest Society is another professional network. It is the national professional body that focuses on forestry. The membership is open to all professionals with interest in forestry. But it is not just a network for women. Hence strategic issues that might affect women more than men do not get high priority. However, it offers the best opportunity for a gender and forestry network. There is need to support KEPAWAE as a network by women and focus a subset of it in forestry. This can focus and strengthen sharing of knowledge and information on forestry among women and hence their capacity to influence local and international forestry issues.

## REFERENCES

- CEDAW.** 1994. *African Platform for Action*. 5<sup>th</sup> African Regional conference for Women held in Dakar, Senegal. Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).
- DFID.** 2002. *Gender Manual: A Practical Guide for Development Policy Makers and Practitioners*, DFID. DFID Bangladesh Publications.
- EAC.** 2006. *Strategy for East Africa*. Available at:  
[http://www.eac.int/documents/EAC\\_development\\_strategy\\_2006\\_2010.pdf](http://www.eac.int/documents/EAC_development_strategy_2006_2010.pdf)
- FAO** 2005. *SEAGA Livestock Guide: Planning with a Gender and HIV lens*. Rome, FAO.
- FAO** 2002. *Regional Conference for Africa*. ARC/02/INF/6 FAO Gender Development Plan of Action (2002-2007): Regional Implementation. Cairo, Egypt. Also available at <http://www.fao.org/Unfao/Bodies/RegConferences/arc22/22arc-e.htm>
- FAO, ANAFE and SEANAFE.** 2005. *Forestry Education in Sub-Saharan Africa and Southeast Asia: Trends, myths and realities*, by August B. Temu, Per G. Rudebjer, James Kiyiapi and Pieter van Lierop. Forestry Policy and Institutions Working Paper No. 3. Rome.
- Kaudia, A. A. & Simula, A.L.** 2004. Institutionalizing gender balance in Forestry Colleges: “Implications for policy and curriculum content. In *Proc. Gender and Forestry: Challenges to Sustainable Livelihoods and Forestry Management*. Kilimanjaro, Tanzania
- Republic of Kenya,** 2006. Sessional Paper No. 2, 2006; Gender Equality and Development. Ministry of Gender, Culture, Sports and Social Services. Nairobi, Kenya.
- Schalkwyck, J. & Woroniuk. B.** 1998. *DAC Source Book on Concepts and Approaches linked to gender equality*. Paris, Organization for Economic Cooperation and Development.
- Seeley, J., Rukmini, S. & Tucker, S.P.** (Draft paper). Developing a gender policy for the Andhra Pradesh rural livelihoods programme. Institute of Development Studies. University of East Anglia
- United Nations.** 1995. *Proceedings of the Fourth World Conference on Women*. Beijing, China, United Nations Division for the Advancement of Women; Department of Economic and Social Affairs.
- Waterhouse, R. & Charlie, S.** 2005. Gender Mainstreaming in Development Cooperation. Ireland, Country Strategy Papers. Ireland.

### Internet Resources

- [www.dci.gov.ie/uploads/gender%20mainstreaming%20in%20csps.doc](http://www.dci.gov.ie/uploads/gender%20mainstreaming%20in%20csps.doc)  
[www.dfidbangladesh.org/publications.html](http://www.dfidbangladesh.org/publications.html)  
[www.un.org/womenwatch/daw/cedaw](http://www.un.org/womenwatch/daw/cedaw)