

# Gender Mainstreaming in Forestry in Africa



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## **REGIONAL REPORT**

Report of a project carried out under the FAO Netherlands Partnership Programme

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# Acknowledgements

This important work on “Gender Mainstreaming in Forestry in Africa” was commissioned in January 2007 and was undertaken by a team of local experts from ten African countries in west, east central and southern Africa. The team, with expertise in gender and development, has been drawn from multidisciplinary fields including forestry, social science and natural resources among others.

The project was funded under the FAO Netherlands Partnership Programme. Simmone Rose coordinated the project at FAO and the regional report was prepared by Danielle Lema Ngono and Elizabeth Ardayfio-Schandorf. The support from the FAO representations in each of the countries involved in this study; Vice Chancellor, Professor Clifford Nii Boi Tagoe, University of Ghana and Dr Carol Colfer, Center for International Forest Research (CIFOR) is acknowledged.

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This study is just the beginning. It is hoped that it will be widely disseminated, and that African governments will adopt the national reports for implementation as the first step in promoting enhanced gender balance in the forestry sector in Africa.



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# Introduction

This study on Gender Mainstreaming in Forestry in Africa is long overdue. The emergence of this work has been influenced by the successful outcome of a study on gender and forestry, undertaken by a Team of Specialists from Europe and America, under the auspices of the joint FAO/ECE/ILO Committee. The gender and forestry workshop, organized by the International Union of Forest Research Organizations, held at Umeå, Sweden, in June 2006, underscored the urgent need to bridge the knowledge gap concerning the status of women in forestry in Africa. The timely intervention of the Food and Agriculture Organization of the United Nations (FAO) made this possible through its response to the requests of the Centre for International Forest Research, the International Union of Research Organizations and the University of Ghana, which forged a partnership in the initiation, implementation and execution of the study.

The concept of gender is one that is either not well understood or misunderstood in many institutions and societies in Africa. This is compounded by the cultural norms and patriarchy that render the socio-economic status of women low in Africa. In all the African countries studied, women comprise between 50 percent and 51 percent of the population and yet they are excluded from leadership and decision-making positions that involve national development activities, all meant to benefit the entire population. The forestry sector has also been slow in providing equal opportunities for women, hence fails to benefit from the full potential of half of the population on the continent. All the countries have established institutional mechanisms for gender mainstreaming. Yet, the institutions exist more in theory due to difficulties in implementation.

It has become increasingly clear that forestry planning and policies will not realize their potential if the needs, priorities and constraints of all the development population are not taken into consideration. Sustainable development, including forestry and forestry-related concerns, should focus on both women and men due to the explicit and implicit differences expressed in gender interests and needs. What is generally considered women's roles permeates almost all organizations, with the forestry sector being one of the outstanding examples.

One major setback has been the lack of gender disaggregated data at national levels. In most cases, documentation by gender is missing. Records of women are neither kept separate nor recorded at the institutional level. Obtaining reliable statistics on women and men in the formal forestry sector has been difficult and even worse in the informal forestry sector.

## *Background*

FAO has recognized that women contribute to both the formal and informal forestry sectors in many significant ways. They play roles in agro-forestry, watershed management, tree improvement, and forest protection and conservation. Forests also oftentimes represent an important source of employment for women. From nurseries to plantations, and from logging to wood processing, women make up a significant proportion of the labour force in forest industries throughout the world. Although women contribute substantially to the forestry sector, their roles are not fully recognized and documented, their wages are not equal to those of men, and their working conditions tend to be poor.

One outstanding problem is the near absence of women in policy-making roles and processes in forestry. The effects on men and women can be better understood far enough upstream for policy- and decision-makers to clearly target vulnerable groups for assistance and support, and to design the policies and decisions towards a goal of gender equality that benefits all men, women and children of a society. The sustainable use of forests clearly requires the participation of all, especially women.

The United Nations women's movement has given tremendous impetus, especially through the Beijing Platform for Action (1995), as well as the United Nations Millennium Development Goals (2000), but none of the African countries has structures which embody the specific gender strategies for forestry per se, though there are comprehensive gender

mainstreaming policy frameworks. In this respect, the following were identified as goals for the study.

### *Orientation of the Study*

The objectives of the study were:

- to assess the gender balance and responsibilities in the management and use of forest resources;
- to draft recommendations for the better inclusion of women in forest management and poverty reduction programs;
- to provide a framework for the creation of women in forestry networks.

These objectives have been fulfilled through national gender and forestry research reports on which this regional report is based. The following activities were undertaken:

- compilation of information on existing national and intergovernmental policies, legislation and the institutional framework related to gender mainstreaming in forestry;
- review of the gender structures, local initiatives and responsibilities in rural forest communities and households;
- preparation of a database of women working in forestry;
- identification of issues related to the establishment of networks for women in forestry;
- assessment of potential follow-up activities on gender mainstreaming in forestry.

The study is based on literature research and review of documents, including national and intergovernmental policies and laws from relevant forestry and gender institutions. Surveys and personal interviews with key informants were also conducted in the formal forestry sector in order to determine gender employment trends in forestry. The survey and stakeholder consultative meetings were also undertaken for determining gender structures since there was lack of data on the general situation and the condition of women. Participant observation was supported and informed by the professional experiences of the team of specialists.

The collection of data has been a challenging one as works relating to forestry are scattered in many institutions, ranging from agriculture, natural resources, energy and environment among others. Similarly, issues on gender also cut across disciplines. We therefore relied on both published and unpublished materials for the study.

The themes of the study are based on issues raised in the objectives. They focus on institutional mechanisms for improving the status of women, the gender situation in community forestry management and trends of gender in formal forestry, the structures, local initiatives and responsibilities and issues relating to developing a network of women in forestry.

The study was coordinated by FAO headquarters with Ms Simone Rose as the FAO Forestry Officer responsible for monitoring the project. Ten countries, five each from Francophone and Anglophone Africa respectively were selected for the study. They comprised Burkina Faso, Cameroon, the Democratic Republic of the Congo, Ethiopia, Ghana, Kenya, Madagascar, Mali, the United Republic of Tanzania and Zambia. The country studies were undertaken by local experts who were supervised by Elizabeth Ardayfio-Schandorf (Anglophone) and Danielle Lema Ngoni (Francophone).

## *Overview of Countries under the Study*

### **Burkina Faso**

Burkina Faso covers an area of about 274,000 km<sup>2</sup>. Its population is estimated at around 14.3 million people, with women making up 49.89 percent of the population. The country's climate is tropical, with two distinct seasons: a rainy season and a dry season, which is a season when the harmattan wind blows from the Sahara desert and produces dust and wind storms. The country's landscape is mainly Sahelian. More than 80 percent of the population is engaged in agriculture and forestry-related activities, with agriculture contributing to about 32 percent of GDP.

### **Cameroon**

Cameroon has a population of over 17.7 million, and women comprise 51 percent of the population. An estimated 70 percent of the population is engaged in farming, with agriculture constituting about 45.2 percent of GDP in 2006. The country's natural resources are said to be better suited for agriculture and forestry than for industrial manufacturing. The southern rainforest has vast timber resources and is estimated to cover about 37 percent of the country's total land area of 475,442 km<sup>2</sup>.

### **Democratic Republic of the Congo**

The country's population is estimated to be about 62 million, with a portion of its population displaced because of the country's long-running civil war. The climate is tropical and is characterized by extensive rainforests with high annual rainfall figures and thick grasslands extending beyond the Congo River in the north.

### **Ethiopia**

Ethiopia's population is about 70 million people, with women comprising some 50 percent of the population. An estimated 85 percent of people live in rural areas. The country is predominantly agricultural with 85 percent to 90 percent of the population dependent on subsistence farming. The forest in Ethiopia is the basis for sustainable agricultural productivity, income and food security.

### **Ghana**

Ghana has a total land area of 23.4 million hectares. The country has two main vegetation zones: the closed or high forest in the south, which accounts for 34 percent of the land area; and the savannah grassland zone in the rest of the country, which accounts for 66 percent of the total. The economy is highly dependent on primary production and exports of its natural resources, most of which are located in the southern part of the country. In 2000, Ghana's population was estimated at 20 million people, with women forming 51 percent of its population.

### **Kenya**

Covering an area of about 582,646 km<sup>2</sup>, Kenya has a tropical climate, which is hot and humid along the coast, temperate inland and very dry in the north and northeast. About 5 percent of the country's land is arable. The country is also well noted for its wildlife. Kenya's population stands at 34.3 million, with women accounting for some 50 percent of the population. Nearly 75 percent of the workforce is engaged in agriculture as subsistence farmers.

### **Madagascar**

Madagascar covers an area of 587,040 km<sup>2</sup>. The country has a unique mix of plants and animals, many of which are found nowhere else in the world. The eastern, or windward, side of the island contains tropical rainforests, while the western and southern sides lie in the rain shadow of the central highlands and have dry tropical forests, thorn forests, deserts and shrublands. Agriculture, including fishing and forestry, is the mainstay of the economy. The country's estimated population is 19.4 million.

### **Mali**

Mali has a total land area of 1.24 million km<sup>2</sup>. The country's landscape is mostly Sahelian, characterized by subtropical to arid climatic conditions. An estimated 10 percent of the

population is nomadic, and 80 percent is involved in fishing and farming. Mali has a population of about 11.9 million people. Women constitute 51 percent of the country's total population and 80 percent of the rural population.

#### **United Republic of Tanzania**

The United Republic of Tanzania lies just south of the equator and covers an area of 940,000 km<sup>2</sup>, with 60,000 km<sup>2</sup> as inland water. It has about 33.5 million hectares of forest and woodlands. In 2000, the country's population was estimated to be about 33 million, with women making up 51 percent of the population.

#### **Zambia**

Zambia's economy has registered negative growth rates since 1992. About 86 percent of its 11.5 million inhabitants live below the poverty line. Women comprise 51 percent of the population, and in 2000 formed just 12 percent of the workforce in the formal employment sector. The country's land area covers 752,000 km<sup>2</sup>, with 6.4 million hectares of land designated as protected areas within national parks. About 30 million hectares, or 40 percent, of the country's land area is under forest cover.

# Legislation and Institutional Framework for Gender Mainstreaming in Forestry

## Introduction

In representing and defending the interests and rights of the people, governments have a duty to ensure that legislation is not gender-blind and adequately considers the needs and interests of both men and women. Gender mainstreaming in legislation is critical to establishing a framework in which gender equality can thrive in society. This exercise requires a sound knowledge of legislative and budgetary processes, access to sex-disaggregated data and strong cooperation with women's groups and governmental bodies alike.

The provision of legislative and infrastructure support is tangible recognition for creating an enabling environment for women. However strong are women's aspirations, and however much they support each other, progress will be extremely slow unless and until there is public recognition that a problem exists and needs to be tackled. Gender equity policies and programmes merely represent good intentions unless they are backed up by appropriate legislation and institutional support. Legislation needs to work in tandem with mechanisms and structures that ensure the observance and implementation of the proposed legislation. Similarly, special programmes for women are necessary but they need to be supported at government and institutional level by anti-discrimination legislation and regulation. This support is a tangible expression of organizational recognition for creating an enabling environment for women and it undoubtedly can make a great difference to the capacity of women to manage multiple roles.

A number of examples of international, national and institutional legislation and infrastructure support demonstrate this well. Among these is the United Nations Convention on the Elimination of All Forms of Discrimination against Women (1979), which sets out in legally binding form internationally accepted principles and measures to achieve equal rights for women everywhere. The Convention reflects the depth of the exclusion and restrictions practised against women solely on the basis of their sex, by calling for equal rights for women, regardless of their marital status, in all fields: political, economic, social, cultural and civil. It calls for national legislation to ban discrimination, recommends temporary special measures to speed equality, in fact, between men and women, and action to modify social and cultural patterns that perpetuate discrimination.

Other measures provide for equal rights for women in political and public life, equal access to education and the same choice of curricula, non-discrimination in employment and pay, and guarantees of job security in the event of marriage and maternity. The Convention underlines the equal responsibilities of men with women in the context of family life. It also stresses the social services needed (especially child-care facilities) for combining family obligations with work responsibilities and participation in public life.

This study sought to analyse the status of national legislation in the ten countries to determine whether gender had been mainstreamed and the level to which this had been done. The institutional framework and gender policies of the ten countries in the study varied significantly. While some were extremely progressive, others proved quite dogmatic. Governments of all study countries, having recognized the importance of the advancement of women in their societies, have established specialized agencies or ministries to focus on gender mainstreaming. Where these existed before they have been strengthened. Some countries have also focused on reducing rural poverty as a means to improving the general welfare of women.

Of all the countries only Ghana has admitted to not achieving all of its gender mainstreaming goals because of the ministry's lack of resources and technical logistics. A strong government commitment therefore is needed through goodwill, financial aid and other resources to promote the advancement of women. Notwithstanding, in one way or another, many of the ten countries have made progress in integrating a gender perspective into their national plans. With guidance from the United Nations, either through the United Nations Decade for

Women, the Beijing Declaration and the Platform for Action, and the Millennium Development Goals, all ten countries have either established or strengthened gender mainstreaming projects and programmes. However, almost all countries lack a gender mainstreaming perspective in their forestry policies. In Zambia, in particular, women are excluded from leadership and decision-making roles, making it difficult for planners and those responsible for designing policies to incorporate proper gender legislation.

In some countries in Africa, the fluidity of mixed legal traditions raises many complex issues relating to the application and interpretation of laws, inasmuch as the potential application of conflicting laws reduces certainty as to the choice of law. Unless these dynamics are fully appreciated and the interrelations between rights under statutory and customary law, and their instrumentality in consolidating social, political and economic status are recognized, little advance can be made in promoting the economic advancement of women and in promoting them as an economic force.

There are few pointers to the impact of the legislative measures. Not in all the countries where legislation has been put in place do we see a fairly good rate of increase in women's participation at all levels. In many cases women are still marginalized at all levels with no apparent efforts being made to change the situation. This clearly indicates that while legislation is helpful it is not sufficient to ensure that gender equity policies will meet with success. Success is more assured if equity targets are set and recruitment and promotion procedures clearly enunciated.

Gender policies and legislation also need to be supported by the establishment of mechanisms and support structures which ensure appropriate implementation. Support structures that are effective include the provision of clear guidelines on a wide range of gender-related topics; the establishment of clear reporting procedures; the setting up, at national level, of an agency that can enforce monitoring and reporting; and the establishment of gender equity and equal opportunity offices.

## **Institutional Mechanism for Gender Mainstreaming**

### **Burkina Faso**

Burkina Faso has been committed to improving women's condition since its independence in 1960. In the 1990s, the country established a number of mechanisms to promote the advancement of women. With assistance from Canada it defined a concept of gender in 1990, which led to the creation of the national strategy for reinforcing the role of women in development processes in 1991. The Ministry for the Promotion of Women was established in 1997, and since then many structures and commissions responsible for integrating women's considerations in policies and strategies have been created in other ministries, including the Ministry of Planning and the Ministry of Finance and Planning. In 1998, the Ministry for the Promotion of Women also established a National Commission for the Promotion of Women.

Burkina Faso has also been focused on reducing rural poverty, which indirectly promotes women's advancement as the majority of the rural poor are women. The country has addressed this issue in two ways: through the strategic framework for poverty reduction (adopted in 2000 and modified in 2003 because of the limits on gender mainstreaming in national development and poverty reduction strategies) and through the Rural Development Strategy. The Rural Development Strategy, in particular, was adopted by the Government in 2003 and aims to reduce women's work, develop market opportunities for forest products, develop entrepreneurial skills, create better conditions for land and credit access, enhance women's participation in decision-making processes, and facilitate access to agricultural inputs. Its key point though is considering gender issues in the implementation of rural initiatives. Since 1998, triennial action plans have been adopted by the Ministry for the Promotion of Women in line with the Beijing resolutions, the Millennium Development Goals and the National Human Development Policy approved in 1995. The action plans confirm the Government's efforts to introduce gender considerations in national policies and strategies for poverty reduction.

### **Cameroon**

The Ministry of Women and Family Promotion (MINPROFF) and the Ministry of Social Affairs are the institutional frameworks within which women and family policies are developed. Cameroon's Constitution of 1972, revised in 1996, established the National Observatory on Women in 1998, which is in charge of organizing MINPROFF – the main institution responsible for women's affairs. It consists of a Secretary-General and an Inspector General, as well as many technical and specialized divisions and external services that are located in each of the ten provinces of the country.

In 2001, the Ministry of Social Affairs initiated a Family Code, a code that, among other things, intends to protect women by redefining matrimonial regimes and their juridical incidences on women and children. It is still in the finalization process with MINPROFF. One of MINPROFF's initiatives, in 2000, was to set up specialized centres that provide technical training and civic and intellectual education to women. So far, there are 30 Centres for the Promotion of Women and one Technical Centre in the country.

### **Democratic Republic of the Congo**

In the Democratic Republic of the Congo, the Ministry of Women's Affairs is the only institutional framework that manages the integration of women in government policies and strategies. It was created in 1998 and works in collaboration with the Ministry of Justice and the Ministry of Internal Affairs for better integrating gender issues in national policies and strategies on forest management and poverty reduction; it also facilitates and enhances gender equity in all the other sectors as well. At community level, decentralized units are responsible for leading gender-oriented activities. Based on the national Constitution principles on human equity (Article 14), the Ministry of Women's Affairs formulated a Family Code in 2002, which concerns civil, penal and labour codes.

### **Ethiopia**

In Ethiopia, a Women's Affairs Office was established in 1992 within the Prime Minister's Office to coordinate and facilitate conditions for promoting gender equality in development sectors. The Women's Affairs Office is also responsible for overseeing and coordinating activities leading to the effective implementation of the policy on women. The institutional structure includes a Women's Affairs Bureau, which actively engages in addressing gender issues at the regional level and in women's associations that have an organizational structure reaching down to the *kebeles* – the peasant association level. The Women's Affairs Officer, with a portfolio of a Minister, is accountable to the Prime Minister.

### **Ghana**

The Government of Ghana has been committed to improving the conditions and status of women since the country achieved its independence in 1957. In 1975, it established the National Council on Women and Development under the Office of the President. This action made Ghana one of the leading countries for establishing an institutional mechanism for the advancement of women for coordinating, monitoring and ensuring integration of women into policy. In 1998, an affirmative action policy was developed for the advancement of women. In 2001, the Government elevated the national machinery to cabinet status with the establishment of the Ministry of Women and Children's Affairs (MOWAC). Its main responsibility is to, among other things, initiate, formulate policies and promote gender mainstreaming for achieving gender equality and empowerment of women. The National Council on Women and Development now operates as one of two decentralized departments under MOWAC.

In line with national and international goals and commitment, Ghana is committed to the Beijing Declaration and the Platform for Action, as well as the Millennium Development Goals, which are also the guiding principles of MOWAC. For practical implementation of its policies and programmes, MOWAC has developed a three-year strategic implementation plan (2005-2008). The strategic plan may not have a specific programme that deals with the environment or forestry, but through its coordination process the activities of ministries, departments and agencies, the Ministry of Lands, Forestry and Mines and its related

institutions and departments benefit from MOWAC's focal points and desk officers in human resource development.

Because MOWAC is constrained in its gender mainstreaming process by an inadequate budget, resources and technical logistics, the objectives set in the three-year strategic plan cannot always be achieved. To effectively advance women's cause, a strong government commitment is needed by way of goodwill, adjustment of budgets for allocation of adequate and reasonable financial assistance, and other related resources.

### **Kenya**

In 1976, the Government of Kenya established a women's bureau under the Ministry of Culture and Social Services. This occurred right after Kenya had participated in the first United Nations Conference on Women, in 1975, in Mexico. The women's bureau was mandated with the advancement of women in the following areas (Government of Kenya, Sessional Paper No. 2, 2006):

- policy formulation, implementation, monitoring and evaluation;
- coordination of Government initiatives and programmes for women;
- collection and analysis of gender disaggregated data;
- support to and liaison with non-governmental organizations, women's organizations and other stakeholders.

The Government's National Policy on Gender and Development (2000) resulted from the need to streamline the vast resources used in gender aspects of development.

### **Madagascar**

To better consider gender considerations in national policies, the Government established the Ministry of Women's Affairs and Childhood. In 1990, the National Policy on the Promotion of Women was adopted. The Government has also established a global strategic framework for the period 2002-2015 to enable participative and consensual actions focused on equity between men and women. The objective of the framework is to have a better understanding of the factors that influence women's participation in development, in both the private and public sectors; to solve the constraints that affect women's participation and the benefits they are supposed to receive; and to increase women's capacities and promote equal distribution of national riches between women and men. In 1990, Madagascar adopted the Environmental Charter, which sets down the general principles of the environment policy. These principles have been integrated into the poverty strategy as well. With regard to forestry, the Ministry of Environment, Water and Forests was created in 1990 and is in charge of forest management. In 1997, it adopted a forestry law that integrates the national forestry plan principles, the Madagascar Action Plan, the Biodiversity Convention, the Kyoto Convention and the Convention on Tropical Woods. Under this Ministry, there are a number of national institutions responsible for implementing the National Policy on Forests and Environment:

- The National Office of Environment
- The Support Service to Environment Management
- The National Division for Forest Trees and Seeds (SNGF)
- The Professional Forestry Training Center of Monrovia
- The Programme of Protection and Sustainable Management of Natural Resources

It is also important to preserve the national Constitution of 1992, revised in 1998, which integrates principles related to the Human Rights Charter, the African Charter on Human and People's Rights, the Convention on Women's and Children's Rights, and the Beijing resolutions.

### **Mali**

Mali has been engaged since the 1980s with law and policy reforms on forests and environmental management. To improve equity in gender roles and responsibilities in the implementation of national policies and strategies, the Government set up the Ministry of Women, Children and Families. This Ministry, in collaboration with the Ministry of Environment, the National Division for the Conservation of Nature and the Institute of Rural

Economy, is responsible for elaborating and implementing the government policy on women's affairs in the country.

### **Zambia**

The Government of Zambia has established mechanisms and modalities for gender mainstreaming. The institutional framework for gender mainstreaming has had a designated structure since the 1975-1985 United Nations Decade for Women era. To carry out the activities related to the Decade a national Women in Development Desk was established, which later became elevated to a Unit within the National Commission for Planning in the Ministry of Finance in 1984. It became a Department within the Planning Commission in 1992, and in 1996 the office became the Gender in Development Division in the Cabinet Office within the Office of the President.

With a staff of 12 professional posts, the Gender in Development Division functions as the country's official national gender machinery. Its location in the Office of the President gives it the necessary status and authority through the Secretary of the Cabinet to facilitate coordination, monitoring and evaluation of gender mainstreaming. The Gender in Development Division, therefore, is the ultimate authority and mechanism for gender mainstreaming in all sectors of Zambia's government and its policy and programmes, including those related to forestry.

## **Forestry Policies and Legislation**

### **Burkina Faso**

In 1989, Burkina Faso initiated the national Tropical Forestry Action Plan. With technical support from FAO and financial support from Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ), Burkina Faso was able to finalize the plan in 1991. The plan's main objective is to limit forest and environment degradation by stopping the anarchic use of natural resources. The plan has been strongly integrated into the National Environment Action Plan that was approved in 1991. Without being adopted, the Tropical Forestry Action Plan has been replaced by the *Plan National Forestier (PNF)*, which was formulated and adopted in 1995.

### **Cameroon**

Cameroon's forestry sector consists of key institutions, especially the Ministry of Forest and Wildlife; the Ministry of Agriculture and Development; the National Research Institute of Agriculture and Development; the Ministry of Environment and Protection Nature; and the National Research Institute of Medicinal Plants. Key educational institutions include the Forestry School of Forestry of Mbalmayo, the Faculty of Agronomy and Agricultural Sciences within the University of Dschang, and the National Agency of Forest Development.

The Forestry Law was promulgated in 1994, followed by the Application Decree in 1995. The Forestry Law's objectives are to ensure protection of forests and biodiversity conservation; improve local community participation in forest management and environment preservation; increase the value of forest resources; and improve forest production contribution to GDP. The Forestry Law also ensures forest regeneration and reforestation of degraded lands. Despite the law's comprehensive nature, gender issues have not been introduced in the management of forests and the environment.

### **Democratic Republic of the Congo**

The country's forestry sector falls under three ministries: the Ministry of Environment, Nature Conservation and Forests; the Ministry of Land Tenure, Environment and Tourism; and the Ministry of Agriculture, which is responsible for implementing the national policy on forest exploitation for agriculture. There is collaboration with the Ministry of Commerce through the Congolese Office of Control to examine and control the quantity and quality of timber and non-timber forests products that are exploited and/or exported. The Ministry of Agriculture is supported by the Ministry of Energy, under the National Commission of Energy, which is in charge of formulating the national energy policy and promoting research and improving energy resources from the forest. The Ministry of Finance through the national

Customs Office is in charge of regulating and accounting the benefits and taxes related to forest exploitation and the trade of forest resources.

### **Ethiopia**

Ethiopia has never had a comprehensive forest or land use policy. Because the country has undergone numerous changes of governments and regimes, the public forest service has had about 45 restructuring since 1935. In 1994, the Government enacted forestry legislation (the Forestry, Conservation, Development and Utilization Proclamation No. 94), and established three types of property regimes – State, regional and private. The government, however, does not sufficiently recognize forestry as one of the major interventions in rural development and hence policies and strategies formulated in this line could not appropriately incorporate aspects of forestry.

### **Ghana**

Ghana's formal forestry sector is made up of two key institutions: the Ministry of Lands, Forestry and Mines and the Forestry Commission. A number of forestry research and educational institutions are also fundamental and include the Forestry Research Institute of Ghana, the College of Renewable Natural Resources and the Institute of Renewable Natural Resources of the Kwame Nkrumah University of Science and Technology, Kumasi.

Ghana's first forestry policy was promulgated in 1948 in order to maintain and protect forest reserves and apply the concept of productive potential and value on the basis of sustained yield. The Forestry Commission Act of 1999, Act 571, restructured the Forestry Commission, bringing together all public agencies that were previously individually responsible for the management and regulation of the use of forest and wildlife resources in the country. Other acts included the Timber Resources Management (Amendment) Regulations, 2003, LI 1721; the Forest Plantation Development Fund, Act 2000, Act 583; and the Forest Plantation Development Fund (Amendment) Act 2002, Act 623.

The forest, and its management and related issues, is essential to the survival of the country; hence the laws to regulate its management and use. These policies and laws, however, have been formulated without including a gender perspective.

### **Kenya**

In Kenya, the government institutions responsible for forestry are the Kenya Forestry Research Institute, which concentrates on forestry research and development, and the Kenya Forest Service (formerly the Forest Department), which is responsible for promoting sustainable forest management. The Forest Service, the 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. Even academic institutions with forestry and agroforestry programmes have strong elements of community involvement in forestry. Apart from government institutions, several non-governmental organizations are active in the forestry sector in Kenya. The main organizations at the national level are the Kenya Forest Society, Kenya Forest Working Group, the Kenya Forest Users, the Green Belt Movement Association and the Forest Action Network.

The strategic plan for the Ministry of Environment and Natural Resources shows that some efforts have been made in incorporating gender in the plan. Also positive was the budget provision for gender mainstreaming in environment and forestry programmes (the gender budget line was only 0.72 percent of the total budget). Although policy intent is stated in the plan, specific actions on how gender will be incorporated are not given.

### **Madagascar**

Madagascar's forestry sector is managed through the National Environment Policy. It was created through three programmes – Environmental Programmes I, II, and III – in three phases. The first programme was initiated in 1990, the second in 1997 and the third in 2003, for a period of five years (2003-2008). The Madagascar Action Plan, of 2007, also confirms the government's commitment to protect and value forests and natural resources on an equitable basis.

## **Mali**

Forests constitute a collective patrimony in Mali, with management under many institutions: the Ministry of Environment, the National Directorate for Nature Conservation and the Institute of Rural Economy. Forestry legislation was formulated concerning the access to and management of national resources (1992 Constitution). The Forestry Law enacted in 1968 and revised in 1986, 1995 and 1996 intends to regulate the exploitation of forest resources, water management, hunting and fishing practices, and national and international trade of forest resources. The Government adopted other laws that protect the environment and forest landscapes in 1991, and in 2001 it adopted the Pastoral Charter and the Land Management Code. Although these laws are comprehensive in nature, gender issues have not been introduced into forest management and environmental preservation.

## **United Republic of Tanzania**

The United Republic of Tanzania has two forest policies: the Forest Policy of 1953 and the forest ordinance of 1957. The Forestry and Beekeeping Division had tried to revise these policies in the 1970s – its objective was to involve local communities in the management of natural resources. Shortage of funds, the rapid socio-economic and cultural changes that the country was experiencing at the time and the Government's focus on national reforms stopped the initiative from being approved until 1998. The revised Forest Policy now includes the involvement of local communities and the empowerment of grass-root institutions and communities as important policy aspects. Significantly, gender considerations were incorporated into the policy.

## **Zambia**

In the Zambian forestry sector, women are excluded from leadership and decision-making positions, and the sector lags behind in providing opportunities for women to participate equally. Planners and those responsible for designing policies cannot ignore this aspect of planning. It is now recognized that unless the needs, priorities and constraints of all citizens are taken into account, the full potential of forestry planning and policies will not be realized.

Forest-based development recognizes that women and men play different roles in forestry and forestry-related activities, and that these roles are significant and distinct. These differences can be found in terms of constraints, barriers and opportunities, as well as decision-making at all levels. In Zambia, gender mainstreaming in forestry has been very slow, despite efforts by donors, international organizations and the cabinet-level Gender in Development Division.

## **Gender Policies and Legislation**

### **Burkina Faso**

Since the country's independence – and especially since the International Women's Year in 1975 – the country has integrated equity and gender concerns in a number of new formulated policies and programmes. Many national initiatives are supported by international agencies, policies and conventions.

The national revolution that took place in 1983 enhanced gender dynamics. Many actions and policies have been undertaken accordingly, especially with the Government's adoption of the Family Code in 1989, the national strategy to strengthen the role of women in the development process in 1991, and the legal framework for land use, which gives women and men equal access to land, in 1996. At the socio-economic level, the Government created the Support Fund for Women's Gainful Activities and the Support Fund for Women Farmers' Income-Generating Activities in 1990 in order to reinforce women's financial capacities.

“The National Supervisory Commission for the Implementation of Strategies and the Plan of Action for Strengthening the Role and Position of Women in the Development Process” was established in 1993 within the Ministry of Finance and Planning. It is charged with drawing up, monitoring and evaluating programmes, and with promoting the coordination of programmes and projects benefiting women. Although its activities have been limited so far due to its recent establishment, members of the Commission have undergone training in

gender analysis and development and plan to popularize this concept with the aim of incorporating gender issues into project planning.

### **Cameroon**

Women comprise 51 percent of the total population in Cameroon; however, they represent less than 10 percent of parliamentary and ministerial positions. In central and decentralized administrations there are only three women employed as subdivision officers, while only six are mayors. These figures reveal that women's participation in the political arena is low.

Since 1995, the Cameroonian Government has officially recognized that gender equity is fundamental to economic growth, poverty reduction, and forest and environmental sustainability. In an effort to address the current imbalance, the government has ratified some international conventions dealing with gender equality.

### **Democratic Republic of the Congo**

The Government has made some progress in advancing women's rights. It has, for example, expressed in Article 14 of the 2006 Constitution, its commitment to protecting women from all forms of discrimination, and has acknowledged women's rights to equitable representation within national institutions.

In addition, in Article 7 of the Labour Code, which was adopted in 1967 and revised in 2002, the Government has eliminated sexual discrimination in professional instances (e.g. marital status as a condition for women to be employed). Article 125 addresses women's working hours and limits their working day to 14 hours, with restrictions before 7:00 and after 19:00 so that women can attend to family and professional obligations.

Because the country is in the midst of a socio-political transition, all policies, especially the gender policy, have not been officially set up. Women therefore continue to be under-represented in the parliamentary sphere – 4 percent only – and in decentralized administrations.

### **Ethiopia**

Since the promulgation of the Constitution in 1993, gender considerations and equity have been incorporated in some of the new policies and programmes that have been formulated and adopted. For example, with regard to property and land rights, the Constitution states that women shall acquire, administer, control, use and transfer property. With respect to use, transfer, administration and control of land, women in principle have equal access as men to benefit from natural resources, including forest resources, yet in practice there are still inequities. Employment, promotion and transfer of pensions are explicitly enshrined in the Constitution.

### **Ghana**

The Government's mandate is to design policies for forestry institutions, research facilities, universities and vocational schools and programmes. However, the Government still has not yet designed an explicit gender policy on recruitment, postings, promotions or the training of men and women into the various subprofessional and professional grades, although individual heads of units practice some gender sensitivity on an ad hoc basis. As a result, because the Forestry Commission's structures, processes and organizational culture are gender neutral, they do not take into consideration women's specific needs and interests. The Human Resource Development policy and procedure manual also seem to be "gender neutral", and these also need to be revised to include gender-sensitive policies.

On the positive side, the Forestry Commission has, in principle, accepted the 2002 Gender Policy of the Forestry Commission, but due to financial constraints and other competing needs, both the policy and the Gender Action Plan are yet to be operationalized. A conscious effort is now being made to initiate and implement a programme that would distribute copies of the Gender Policy to all heads of divisions, units and departments while a gender desk is established.

### **Madagascar**

Women's integration in development strategies are initiated under the National Policy on the Promotion of Women, approved in 1990. The general objective of the policy is to create a framework that will examine gender issues based on equity. The plan covers the period 2002-2015.

### **Mali**

In Mali, existing statistics show that women are under-represented in forestry administrations, in research institutions and in projects that are implemented on the ground. The development and implementation of effective policies and institutional frameworks that allow gender mainstreaming in forest management and development processes are required to change the current gender imbalance in the forestry sector.

### **United Republic of Tanzania**

At the national level, 30 percent of parliamentary and ministerial positions are held by and allocated to women through affirmative action policies.

The Forest and Beekeeping Department, which is under the Ministry of Natural Resources and Tourism, has an active gender desk that is operational and that provides all relevant information on gender. The Government has given the Department 20,000,000 Tanzanian shillings so that it can develop the sector's strategic framework for gender mainstreaming.

At the institutional level, Sokoine University of Agriculture has had a Gender Policy Implementation Committee since 2003 and a Gender Policy since 2002. Among other things, the policy advocates for a pre-entry programme of an intensive six-month training course to women students who have not attained the minimum qualification for entering the sciences, including forestry. At programme end, and after passing the final examination, students have an opportunity of choosing a career in the sciences, which also includes forestry.

### **Zambia**

In a general sense, the Zambian Government has officially recognized since the 1980s that gender equity is fundamental to economic growth, food security, environmental sustainability and poverty reduction, and has ratified, adopted or otherwise put into place a number of national gender policies and instruments.

The national Gender Policy, approved in March 2000, recognizes that both women and men are important to achieving sustainable economic growth and poverty reduction. Its objective is stated as "attainment of gender equality and equity." However, because this policy is relatively new it is yet to be widely circulated and understood, even within the line ministries. In fact, many line ministries do not have sectoral policies that incorporate gender issues. In 2002, the Gender in Development Division, in collaboration with cooperating donors and implementing partners, prepared the Programme of Action for Capacity Building and Mainstreaming Gender.

## **Forest Policies and Institutions Facilitating Gender Mainstreaming**

### **Burkina Faso**

A Gender Unit within the Ministry of Environment and Life was established in May 2005 in order to initiate and assess gender dimensions in development activities within the Ministry. The Gender Unit consists of one-third men and two-thirds women and is headed by a Secretary-General, with focal points in the seven divisions that make up the Ministry. It respectively allows representations from the private and education sectors. The Ministry has also included a gender perspective in its action plan, a component that ensures women's participation in the protection of the environment.

### **Cameroon**

Most forestry institutions in Cameroon do not have gender mainstreaming policies. The exceptions are the National School of Administration, the National School of Social Affairs

and the National School of Forestry. These institutions accept both women and men; however, the programmes and training are not specifically designed to facilitate the mainstreaming of women in forest management practices.

A representative of the Ministry of Women's Affairs sits within the Ministry of Forests and Wildlife. The representative is charged with implementing the National Policy on women's integration into the work of the Ministry of Forests and Wildlife.

### **Ethiopia**

Many years have passed since Ethiopia's federal Government announced the National Policy on Women, in 1993, which aimed to institutionalize the economic, social and political rights of women. The implementation of the policy has had numerous setbacks. Regional governments and non-governmental organizations have been unable to operationalize the women's policy into implementation packages that can incorporate educational programmes and other development projects and institutions.

The Constitution has also been modified to reflect women's rights. Among other declarations, Article 35 seeks to correct the historical legacy of inequality and discrimination that Ethiopian women have suffered through and entitles them to affirmative action measures.

Article 40 declares all land, including natural resources, as the common property of the nation, nationalities and peoples of Ethiopia. The Article specifically states that *the right to ownership of rural and urban land, as well as of all natural resources, is exclusively vested in the state and the peoples of Ethiopia*. Although the Government has maintained the mixed economy policy of the Derge regime (March 1990), it has, however, also formulated articles that address women's rights. Compared with the previous two regimes (the imperial and the Derge), the present Government has made a conscious effort to devise articles that better address women's issues even though their implementation has not been successful. At present, forestry and natural resources are located under the Ministry of Agriculture within the Federal Natural Resource Bureau.

### **Ghana**

The Ministry of Lands, Forestry and Mines manages Ghana's lands, forests, wildlife and mineral resources. It ensures the sustainable management and use of Ghana's resources for socio-economic growth and development. Its responsibilities include policy coordination, monitoring and evaluation, validation of policies, programmes and projects, supervision of sector departments and agencies, and negotiations with development partners.

The Forestry Commission is responsible for regulating the use of forest and wildlife resources, the conservation and management of those resources, and the coordination of policies related to them. The Commission embodies the various public institutions and agencies that were individually implementing the functions of protection, management and regulation of forest and wildlife resources. These agencies form the three divisions of the Forestry Commission, namely the Forest Services Division, the Wildlife Division and the Timber Industry Development Division. All these public institutions and agencies have a specific mandate and vision.

The Forestry Commission's vision is to be the corporate body of excellence in the sustainable development and management of Ghana's forest and wildlife resources. In this respect, it seeks "to provide services that guarantee the sustainable management of the forest and wildlife resources and optimize their contribution to national socio-economic development". Because the forestry sector had been set up as a male institution during the colonial era, management has remained exclusively male and the sector therefore lacks gender disaggregated data since its establishment. In 2002, however, the Wildlife Division carried out a gender audit that covered the forestry sector.

### **Kenya**

Kenya's Gender Policy on Forestry and the Environment advocates for programmes that take into consideration environmental and natural resource management issues of women, men

and young people. The policy supports environmental issues that affect women directly. The policy further advocates that the Government include women in the decision-making process on policies, economic instruments and appropriate infrastructure to ensure they have access to adequate water supply. Although the policy has a good statement of intent, it is grossly inadequate in terms of strategic actions that demonstrate that the gender policy can be applied.

#### **Madagascar**

The Government established an office for Women Affairs within the Ministry of Women Affairs and Childhood Protection. In 2007, a Gender Division was created within the Ministry of Public Health that permits women and their families to benefit from health facilities on an equal basis with men.

#### **United Republic of Tanzania**

The forestry sector policies analysed show that the National Forest Policy (1998), the National Environmental Policy (1997), the Agriculture and Livestock Policy (1997) and the Forest Act (2002) are committed to gender mainstreaming at institutional and organizational levels. The National Policy on Women Development and Gender (2000) and the Development Vision 2025 are both committed to women's empowerment.

#### **Zambia**

It is important to emphasize that neither the national Gender Policy nor the Gender in Development Division structure contains a specific strategy for forestry. The domain of forestry in Zambia cuts across at least three line ministries. The Ministry of Agriculture and Cooperatives has responsibility for agroforestry and partners with international donors in certain types of farm-based forestry activities. The Ministry of Energy has responsibility for woodfuel and household-based energy resources (including those harvested from forests). The country's energy sector is guided by the National Energy Policy. The Ministry of Tourism, Environment and Natural Resources has primary responsibility for forest conservation and production-oriented forestry, including timber harvesting. In addition, the new Forest Policy passed by Parliament in 1998 and the Forestry Act of 1999 transformed the Forest Department into a statutory body called the Zambia Forestry Commission. Perhaps because forestry cuts across several departments and line ministries, a gender strategy specific to forestry has not been well articulated.

# The Evolving Gender Situation in Forestry Organizations in Africa

## Introduction

Throughout Africa there is scarcely any quantitative data currently published to show trends in how women and men work in forestry and forestry-related employment. There is also a lack of data to show promotion or constraints in their work. Few statistics are available from higher education institutions; however, in the past five years higher education institutions, including forestry schools in countries such as Ethiopia, Ghana and the United Republic of Tanzania, have attempted to record enrolment by gender thanks to affirmative action policies of national governments for women applicants. In all the countries studied paucity of data, including gender disaggregated data, has been the trend. The limited quantitative data supported with qualitative data from interviews of stakeholders and research surveys provide quite an acceptable picture of the role and nature of gender representation in the formal forestry sector in Africa.

Gender inequality in forestry organizations in Africa is striking. The lack of data does not permit trend analysis of women's representation over time. The evidence that is available indicates that the percentage of women in professional and managerial positions has been static in most countries, with no women representation at those levels. Of the two countries having some data, United Republic of Tanzania and Ghana, the statistics reveal that professional women represent 10 percent and 11 percent, respectively, an indicator that shows that women are grossly under-represented in all the countries in the study.

### *The Position of Women in the Formal Forestry Sector*

The management of formal forestry has been exclusively male since its establishment in Africa. And the sector has continued to maintain this image. During the past ten years, some improvements have been made, but they have been imperceptible. Again the paucity of data makes it impossible to show trends over time or to show the current level of women's role in the sector. What is clear from the participant countries is that currently, in some countries like Ethiopia, there is no single representation of women at the senior management level. In countries where women were represented in 2006, the majority of women were not in policy-making positions but in junior staff grades working as clerks and subtechnical officers.

One positive aspect is that available information from higher education institutions demonstrates that learning institutions appear to be potential key points for redressing gender imbalances in the forestry sector. In countries where affirmative action in various forms has been adopted as a policy, women's enrolment rates have remarkably increased. In Ghana, at the Institute of Renewable Natural Resources, for example, the female intake over the past five years stands at an average of 35 percent. While many women graduates prefer to work in research institutions rather than in the field as field foresters, they still have not reached high management or decision-making levels, thus confirming women's invisibility in the forestry sector.

The interviews conducted in the study reveal that there are expressions of goodwill among some policy-makers, to the effect that gender mainstreaming is high on the agenda of institutions. In other cases, forestry and forestry-related institutions have taken positive actions as, for instance, giving priority to women rather than men when employing staff members with similar qualifications. Additionally, more women are being given opportunities to further their education so that they can improve their skills. The theory, however, seems to be different than the practice. Even with these initiatives and expressions of goodwill, why is it that women's low position in the formal forestry sector basically remains low?

### *Under-representation of Women in Forestry*

The limited information available from the countries studied indicates that:

National policies for gender mainstreaming have been institutionalized and the economic, social and political rights of women are preserved in many countries. Policy implementation, however, has faced many constraints mainly because governments and non-governmental organizations have been unable to operationalize women's policy into implementation packages.

The evidence further demonstrates that the design of policies is almost always male dominated and as such only in few cases are policies and rules gender neutral.

Women and men graduates have equal opportunities in finding initial employment in the forestry sector with the same salary due to affirmative action policies in some countries, Ethiopia for example. But the organizational culture and value set-up in organizations, which more or less is predominantly male, has less recognition for women foresters, thus women foresters have little chance of being appointed to higher positions or given more responsibilities even though they may have the same qualifications and experiences as their male counterparts.

Women's status in Africa forestry is also influenced by patriarchal and socio-cultural norms and the division of labour between the sexes, which makes it difficult for some women to enter the forestry sector and remain in it. This could also be attributed to the widely held notion that the forestry profession is one for males, thus fostering gender stereotyping in the profession.

This development has produced a situation where there is clear gender imbalance at managerial and decision-making levels, where the voice of women is not heard as an essential input into the design, planning and implementation of policies both at the technical and human resources levels.

In many of the countries the forestry sector stretches across two or more ministries and institutions making it difficult for ministries to adopt gender-perspective approaches in planning and programming. This is worsened by the fact that some countries have continuous changes of governments, with the forestry sector shifting from one ministry to another. Under these circumstances, ministerial offices lack consistency in keeping appropriate records and data that would show gender trends in employment in forestry over time.

The lack of gender disaggregated data and lack of skills in gender analysis are some of the major constraints in integrating gender.

### *Challenges for Women in Formal Forestry Employment*

The study also suggests that women have low education levels, and so they do not have the requisite background that would allow them to occupy important positions in the formal forestry sector. Although women were not asked why they chose a career in the forestry service, it was apparent that many women tended to be more secure in positions within academic institutions rather than wanting to experience growth by moving up the professional ladder in organizations that are primarily male dominated.

This notwithstanding, the work culture and its environment is an important issue for women. The survey results from some of the countries (which may not differ from other countries) indicate that in the performance of their work, men were perceived to be more capable workers, as recorded by 40 percent of respondents; 66 percent stated that men's work was valued more than women's. Training opportunities, particularly "on-the-job training" and management development programmes, favour men more than women and career progression for women does not seem to exist.

One other barrier that militates against the advancement of women professionals in forestry, which came out clearly, is the duality of their roles as women and career professionals. The

multiplicity of women's roles cannot be compared to that of men, who in Africa are perceived to be the sole breadwinners. Other challenges women face include lack of promotion, lack of job mobility, gender discrimination, sexual harassment and lack of access to resources and technology.

With regards to policy, it came out that there are significant constraints to gender mainstreaming. The whole process has been very slow and the institutional mechanisms for implementing the national gender policies are weak due to lack of legislation. There are also limited human and financial resources for gender development activities. As most projects and programmes relating to gender mainstreaming are supported by the United Nations and development agencies, adequate budgetary resources are not allocated by governments. Again, in all ten countries and at all levels there seems to be limited appreciation and resistance to the concept of gender.

As women's enrolment in Africa increases in forestry and forestry-related higher institutions, the positive action initiated by governments should continue to promote and produce a critical mass of high-caliber women who qualify to rise to managerial levels.

In spite of government efforts to address gender imbalances by introducing positive action policies, there is a high attrition rate of women in forestry institutions of higher learning, especially in countries such as Ethiopia.

## **Gender and Employment Trends in the Forest Sector**

### **Burkina Faso**

Gender issues were introduced in Burkina Faso at the beginning of the 1990s through the "Women Integration in Development Approach", which in 1997, led to the creation of the Ministry for the Promotion of Women. The Participatory Management of Forest approach that was launched in 1986 has enhanced the constitution of mixed local organizations and women make up about 25 percent in Ouagadougou, 67 percent around Bougnounou-Niebielianayou, and 33 percent in Bobo-Dioulasso.

In the public and private sector, it is important to note that, although women and men have similar degrees, some companies still hesitate to recruit women because of the risk of pregnancy and its impact on women's effectiveness at work. In urban areas, women remain less represented in the public and private sector, where they represent 23 percent and 37.4 percent, respectively. Women in Burkina Faso are well represented in the informal sector, with 58.1 percent. In the forestry sector, through the National Action Plan for Environment, women's conditions are better integrated in specific interventions that reinforce and create projects that reduce women's domestic work and the time that is spent accomplishing the tasks. The plan also develops more activities for increasing women's revenue and employment. Projects such as PROGEREF (*Le Projet de Gestion durable des Ressources Forestières* – a sustainable forest management project), the Partnership for Natural Ecosystem Management Program and PAGREN have been formulated and are being implemented with an important focus on women's development.

### **Cameroon**

For a long time the management of forests in Cameroon remained exclusively male dominated. But in the 1990s the Government promulgated the forestry law and established the Ministry of Women's Affairs, which previously had been a division of the Ministry of Social Affairs. Women now are more and more employed in the public and private sectors but they are still lowly represented. Women make up the majority in the agricultural and informal sectors, where they represent 68.4 percent and 91.8 percent, respectively. The lack of statistical data on the evolution of women's employment in the forest and agricultural sector makes it difficult to apply gender-related changes at the national level.

### **Democratic Republic of the Congo**

In the Democratic Republic of the Congo, less than 15 percent of women reach higher education institutions, and only 5 percent of women are teachers. About 25 percent of women are employed in the forestry sector, but these women generally tend to be hired for the kinder activities of the sector. This is why logging companies, in particular, do not send women to the field to cut and transport timber. Women are mainly sent to the field as members of medical or feeding teams. Although women are poorly represented in these companies, they are employed as secretaries, accountants and selectors in the case of wood-processing companies.

The latest Government document, in 2007, shows that there is a willingness to improve women's participation in the political sphere, especially because of the low representation of women. At present, there are 11.8 percent women ministers and 25 percent vice ministers. Table 1 presents a breakdown of the number of women working in the political sphere between 2003 and 2006.

**Table 1: Number of women in the political sphere (2003-2006)**

<b>Institution</b>	<b>Men</b>	<b>Women</b>	<b>Total</b>	<b>% women</b>
<b>Presidents</b>	5	0	5	0
<b>Government</b>				
<i>Ministries</i>	32	5	37	13.5
<i>Vice Ministries</i>	23	2	25	8
<b>National Assembly</b>				
<i>Bureau</i>	6	2	8	25
<i>Plenary</i>	440	60	500	12
<b>Senate</b>				
<i>Bureau</i>	8	0	8	0
<i>Plenary</i>	117	3	120	2.5
<b>Support institution to democracy</b>				
<i>Presidents</i>	5	0	5	0
<i>Bureau</i>	32	3	35	8.6
<b>Total</b>	<b>668</b>	<b>75</b>	<b>743</b>	<b>8.6</b>

Source: Comité national Femme et Développement, 2005.

### Ethiopia

In Ethiopia, past experience has shown that once men and women graduate from forestry institutions they both have equal opportunities in finding initial employment in the forestry sector with equivalent salaries. Under the new women's policy of the present government, affirmative action is considered for women applicants. However, the organizational culture and value set-up, which is predominantly male, has less recognition for women foresters, and they have little or no chance of being appointed to higher positions and responsibilities even though they have the same qualifications and experience as men forest officers or managers. As Table 2 illustrates, the forestry sector did not have any professional women on its staff in 2006.

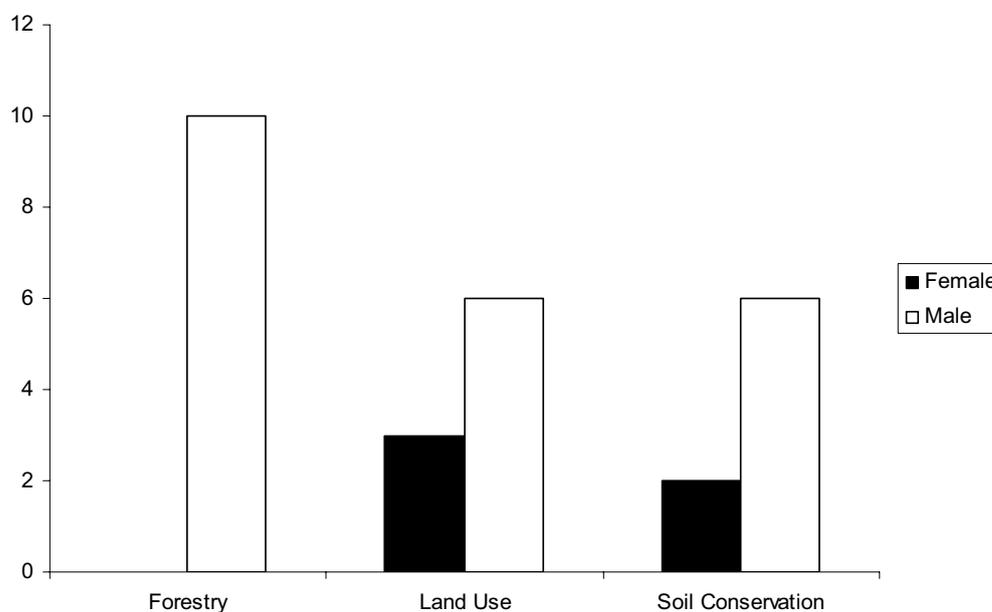
**Table 2: Professional employees of the Federal Natural Resource Bureau, Addis Ababa**

<b>Section</b>	<b>Professional employees</b>			<b>% women</b>
	<b>Women</b>	<b>Men</b>	<b>Total</b>	
<i>Forestry</i>	0	9	9	0
<i>Land use</i>	2	5	7	28.5
<i>Soil conservation</i>	1	5	6	16.6
<b>Total</b>	<b>3</b>	<b>19</b>	<b>22</b>	<b>13.6</b>

Source: The personnel office of the Federal Natural Resource Bureau (FNRB). 2006.

The Institute of Agricultural Research is a research institute of agriculture, with forestry as one of the major components; it is also one of the directorates working in forestry and related fields. From the 59 employees who are engaged in forestry and related research areas, only 11.4 percent are women, with most holding the lesser valued positions of technicians and assistant technicians. In general, as the education qualification level increases, the gap between the female and male ratio also significantly increases.

**Figure 1 Professional employees at FNRB**



Ethiopia's higher learning institutions in forestry have high attrition rates for women students, and this fact discourages women from entering universities as forestry students. In 2002, Ethiopia's Government addressed the gender imbalance by adopting a new Education and Training Policy along with its sector strategy. But its impact to minimize the attrition rate at higher learning institutions is still low. As for employment, women have a greater chance of being employed in forestry projects like the Finfine Forest Development and Marketing Enterprise. Here, for instance, women comprise 35.5 percent of permanent forestry workers.

### Ghana

Over the years, the management of the Forestry Commission in Ghana has remained exclusively male and there has been paucity of gender disaggregated data since its establishment. The 2002 gender audit shows that only 9 percent of women were represented at the Forestry Commission. Women were generally working in junior staff grades as clerks and subtechnical officers. At the managerial level, women comprised about 7 percent of the management staff. The study that was recently conducted in 2007 (using 2006 data) has shown a slight increase of women workers, from 9 percent to 11 percent. This increase, however, has touched the general levels and not the managerial levels.

This confirms that the situation of women employees has not changed greatly. The percentage of women staff at the Forestry Commission now stands at 11 percent, a slight increase over the past five years (Table 3). According to staff members there is a need to have more women managers. Within the past five years, some sections of the Wildlife Division have made a conscious effort to employ more women, but the dropout rate for women has been rather dramatic as 95 percent of them abandoned the job due to the nature of the work or for personal reasons.

**Table 3: Employees of the Forestry Commission by gender, Ghana**

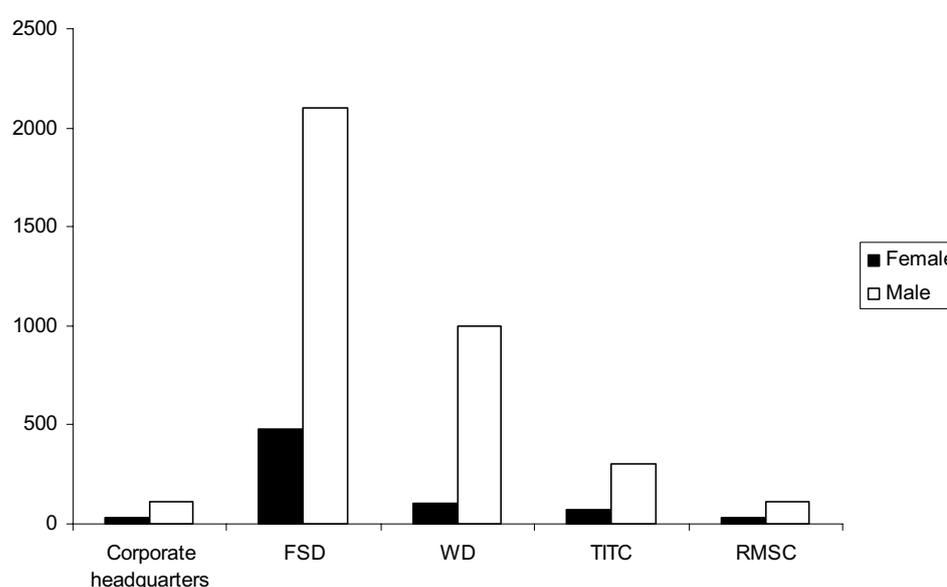
	<b>Women</b>	<b>Men</b>	<b>Junior</b>	<b>Senior</b>	<b>Total</b>
Corporate Headquarters	12	69	21	60	81
Forest Services Division	293	2 036	2 027	302	2 329
Wildlife Division	52	891	875	68	943
Timber Industry Training Centre	31	142	106	67	173
Resources Management Support Centre	10	89	62	37	99
Wood Industry Training Centre	5	34	26	13	39
College for Renewable Natural Resources	7	38	37	8	45
<b>Total</b>	<b>410</b>	<b>3 299</b>	<b>3 154</b>	<b>555</b>	<b>3 709</b>

Source: Forestry Commission, 2006.

### Madagascar

Women in Madagascar are mainly engaged in agriculture (80.5 percent) and in the informal sector (47 percent). The country's schools do not discriminate against women, but because of their low literacy levels they continue to remain less represented in public administration. At the rural household level, women do not have autonomy to manage their revenues or household expenses, whereas in urban areas women tend to make decisions with their partners concerning the management of household resources. Women's participation in political and decision-making spheres remains low.

**Figure 2 Forestry Commission employees**



### Mali

A visible increment in women's employment, specifically in the forest and agricultural sectors, has been noted in regions where specific projects in natural resource management have been implemented. For example, in the Mandingue Mountains a dynamic women-led organization exists that is made up of 70 percent women. But in villages, such as Faraba, Farabana and Katibougou, people maintain a traditional way of life and women are not allowed to be integrated into projects or be employed. A visible evolution in women's status can be seen in the National Strategy for Poverty Reduction, the National Programme to Fight Desertification and the Rural Development Policy. Each of these programmes has some specific objectives dealing with the empowerment of women and girls.

## The Current Status of Gender and Employment

### Burkina Faso

According to the Human Resources Department at the Ministry of Environment and Life Conditions, only 139 of the 920 employees are women, representing 15 percent of the workforce. Of 62 forests guards and senior staff members, 47 are women. All women working at the Ministry of Forests have a formal forestry background; most of them were students at the National School of Forest and Water Management. It is important to note that selection criteria have been reviewed to facilitate women's entrance to this institution. The *Chantier autonome d'aménagement forestier* (CAF), a technical and administrative division with many forest reserves, is in charge of forest management. Within the CAF, women represent 25 percent of the total number of employees in the region of Ouagadougou, 67 percent in the region of Bougnounou-Nébiélianayou, and 33 percent in the region of Bobo Dioulasso. Generally speaking, there has been a real increase in women's participation in forest management in Burkina Faso.

### Democratic Republic of the Congo

Political instability in the country does not facilitate a true integration of gender equity as a condition for better-managing forests. Because of the high illiteracy rate among women, many of them are working in logging companies.

### Ghana

In Ghana, women are mostly segregated at the lower levels of the service. Women with professional degrees seem to be more secure holding positions within academic institutions, especially in university or related research institutions such as the Forestry Research Institute of Ghana. Some women expressed the desire for more opportunities to up the professional ladder. Otherwise, women's work is segregated even as some of them get marginalized.

Following a survey of both men and women to ascertain their perceptions of their work and working environment, 40 percent of women stated their working conditions as good, while 25 percent said that they were poor. None of the women executives considered the conditions that good. The junior staff was inclined to place more value on the men's work and less on women's because they perceived men to be more capable.

Female forestry professionals are concentrated in academia, institutions and company offices. At the Institute of Renewable Natural Resources, the intake of women students over the past five years stands at an average of 38 percent. This shows that the educational front, with regard to women forestry professionals, is growing at a significant rate. The phenomenon has also been encouraged by policies of tertiary institutions that apply affirmative action at the time of admission. In the 2004/2005 academic year, women's intake percentage in the areas of forestry and wildlife shot up to 83 percent. This has a positive implication for gender mainstreaming now and in the future. However, women are not actively represented in the non-governmental organizations operating in the forestry sector, particularly in the timber industry where it is a vibrant sector of the country's economy.

### Kenya

In 12 of the 13 institutions where the survey was conducted there were more men than women employees. The average ratio of male to female was 6:4. In most institutions surveyed, women occupied middle-level positions. One institution, in particular, placed most of their women employees at senior-management levels. Two institutions, on the other hand, had most of their women employees working in lower-level jobs.

Few of the organizations studied indicate that professional equality between men and women was regarded as a major goal within the organization. All respondents considered promotions to be at par as long as the qualifications were up to the expected standards. They also agreed that opportunities at the workplace were the same for both men and women.

Kenyan institutions have taken positive actions to improve women's status. The are:

- Women would be given priority over men when employing new staff members if they had equal qualifications.

- One institution has put in place a sexual harassment policy to cater for unwanted sexual advances, especially from male managers.
- More women are being given opportunities to further their education so they can improve their skills.
- When forestry colleges admit new students, women having lower academic points are occasionally given priority over men.
- Some staff members are being trained in gender analysis to avoid situations bordering on discrimination along gender lines.
- Promotion opportunities are the same for both men and women.

### Madagascar

Women represent 32 percent of the total number of employees at the Ministry of Environment and Forests. These women are mostly graduates from the school of Forest and Water Management, a school best known for admitting women into the school without discriminating against them. When the Forest Administration stopped recruiting in 1988, many students, and women in particular, went to non-governmental organizations, international agencies and other organizations; those having received training on gender issues, however, did not have the opportunity to share their competencies at the national level.

**Table 4: Women's employment structure in Madagascar**

Profession	Men (%)	Women (%)	Total (%)
Senior staff	4.3	1.8	3.1
Junior staff and manual worker	13.8	8.9	11.4
Labour force without any qualification	5.0	3.0	4.0
Independent	54.6	33.6	44.4
Domestic personnel	22.3	52.7	37.0
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

Source: Institut National de la Statistique; Enquete Permanente aupres des Menages, 2001.

### Mali

The employment sector in Mali is dominated by the agricultural and informal sectors. Because women do not have high educational levels, they are mostly educators, nurses and secretaries.

Women are not very well represented within the National Directorate for Nature Conservation or the National Park in the Baoulé Region. In research institutions, such as the Institute of Rural Economy and the International Centre for Research in Agroforestry, the majority of women employed have doctorate degrees.

### United Republic of Tanzania

In the forestry sector of United Republic of Tanzania, only 10 percent of employees in the Forestry and Beekeeping Department are women. Of these women, 74 percent (302) are employed in non-technical jobs, while men account for 44 percent (855) of the non-technical jobs. This reflects women's low level of involvement in decision-making spheres. In terms of qualifications, among the 25 Ph.D. holders at the Ministry none are women; 26 percent of women employees have certificates, diplomas and degrees compared with 63 percent of the men. Perhaps one way of correcting this gap is to increase women's enrolment in forestry colleges or institutions. For instance, women's enrolment at Sokoine University of Agricultural Sciences amounted to only 12 percent (206 total students) between 1997 and 2000.

Until 2006, there were less female employees compared with men. However there is an increasing trend in the employment rate of women workers and membership in the national association of foresters.

## **Zambia**

Zambia has very little published information on the number and gender of graduates in forestry-related disciplines. The country has two national public educational institutes that provide training in forestry: the School of Natural Resources at Copperbelt University, in Kitwe, Zambia (formerly called the School of Forestry and Wood Science but renamed in 2001), and Zambia Forestry College, which is a department under the Ministry of Tourism, Environment and Natural Resources. The college offers formal forestry training with diploma and certificate courses. One of the college's stated specific objectives is "to mainstream gender and HIV/AIDS awareness into college programmes in order to promote equity and mitigate impacts, respectively".

The Copperbelt University forestry curriculum offers degree courses in forestry and wood science. Institutional capacity in the forestry sector is currently unsatisfactory. The number of graduating foresters from Copperbelt each year averages 22, while the number graduating with diplomas and certificates from Zambia Forestry College is, on average, 18 and 19, respectively (data from the Government of Zambia, 2006). The data that Copperbelt University provided revealed that there were no women registered for the Bachelor of Science Wood Science and Technology programme in 2006.

The number of women researchers at research institutes in Zambia is low compared with those of other African countries. Women make up much of the labour in the forest industry, including at seedling nurseries, plantation establishments, and logging and wood-processing firms. The lack of gender disaggregated statistics specifically for forestry research is equally striking, and it is not possible to draw conclusions on the trends over time.

## **Constraints and Gaps**

### **Burkina Faso**

Projects and policies aiming to integrate gender issues in natural resource management have been implemented in Burkina Faso. The problem remains the implementation, the follow up and the assessment of these projects and policies. In many cases, the persons who manage forestry desks are unqualified for mainstreaming gender in natural resource management. At the rural level, women do not have access to information on the value of certain resources, and so they continue using unsustainable methods. Even the effect of unsustainable use is not very well-known. Also important are the socio-cultural attitudes against women and the lack of reliable data that show the actual trends of women's contribution to forestry and forest management.

### **Cameroon**

Despite the willingness of the Ministry of Women's Affairs to improve women's conditions and contribution to the economy, in both the formal and informal sectors, women continue to face numerous constraints. They make up the majority of the poor, and needless to say careers are not available to them in both the public and private sectors. The government has made a serious effort to confront this gender evolution. It has ratified almost all the international conventions and instruments relating to human rights. The national laws of Cameroon have also recognized women's rights; for example, Law No. 96/12 of 5 August 1996 on the management of the Environment and Law No. 94/01 of 20 January 1994 relating to Forestry Fauna and Fishing do not discriminate against women. In practice, however, there are entrenched socio-cultural factors which hinder the effective enjoyment of these rights. The main constraints for gender integration are the lack of gender disaggregated information and the lack of skills in gender analysis. Because women have additional roles at home, their professional mobility is seriously affected.

### **Democratic Republic of the Congo**

The political instability in the country does not facilitate improvement on women's conditions. Although the Government expresses a willingness to integrate gender concerns in policies and strategies, the institutional framework still remains ambiguous. Women do not have the educational background required to occupy important positions in the formal

forestry sector. In addition, statistical and reliable data on women's actual situation in forestry are lacking.

### **Ethiopia**

Although the forest is one of the major resources for meeting the social, economic and ecologic demands, Ethiopian governmental policies have made this sector lose its focus. The institutional merging between natural resources/forestry and agriculture and the several shifts from one sector to another are harming the forestry and natural resources sector. These maneuverings stem from the competition and biases of resource allocation, human resources development and programme priorities, and are the reasons why the forestry and natural resources study programmes and employment sector have lost their appeal in the last ten years. There is little consistent data available on the representation of women who work in forestry or in the other sectors at the national, regional and local levels.

### **Ghana**

It appears from the survey in Ghana that women's contribution to improving the formal forestry sector is not fully recognized. Both men and women staff stated that the sector's negative perception of women can be improved through education, motivation and promotion. There is general consensus that both men and women do not want to accept work that is deemed strenuous, though the majority believes that this situation can be changed. More than 80 percent stated that attitudinal changes of men and women staff can improve the situation.

There are various opportunities for employees in the formal forestry sector, but women are disadvantaged because of their low education levels. The trend indicates that men have more opportunities to receive training than women; about 29 percent of women do not have any training opportunities. Among the women, 25 percent benefited from on-the-job training and 21 percent from management development programmes. About 33 percent of the women believed that career progression/advancement was not a reality, and 26 percent said that promotion and career progression could be at acceptable levels.

The multiplicity of women's roles at work and at home is a barrier that impedes women's mobility as professionals. Their roles as mothers, wives, caregivers, homemakers and community agents could sometimes be a force to reckon with. Managing these roles together with work in the formal sector is difficult for women with families because of societal perceptions and expectations of what is expected of the African woman. The situation tends to be more difficult for women at senior levels who also have to prove their efficiency at work and their role as mother. Other barriers women face include lack of promotion and career progression, lack of job mobility, gender discrimination as stated by both men and women, and sometimes sexual harassment. This calls for women's empowerment, training and development, and access to resources and technology. In spite of the constraints that women encounter in the formal sector, there is limited data disaggregated by sex that could be used for planning and addressing gender concerns. This is an issue that needs to be tackled seriously.

### **Madagascar**

The country has an inadequate land tenure policy. Only 10 percent of agricultural producers own land. The study also revealed the following problems: inadequate infrastructure (lack of usable roads to reach rural forested areas) makes it difficult to implement development initiatives; low technical and financial support to local initiatives directed to women and the poor; lack of collaboration between the ministries that can synergize actions directed to men and women on an equal basis; and the limited capacities of staff members who are in charge of implementing gender policies and strategies relating to forestry.

### **Mali**

Forests contribute a great deal to people's livelihoods. Women's contribution to this livelihood is important. Malian women represent 84 percent of the poorest, and efforts need to be taken to improve their situation and make them more involved in forest management. This cannot be possible when their real contribution to the formal forestry sector is not recognized and documented – the political arena is still dominated by men and socio-cultural

considerations continue pulling them aside. Mali does not have any actual gender policies and strategies regarding forest management. It does not even have a real understanding of the gender concept

#### **United Republic of Tanzania**

Women are not visible in policy-making roles and processes in the forestry sector, though they are the key actors in the environmental management of the country. Although women's needs often differ from those of men, many programmes tend to overlook women's specific needs in the forestry sector. The lack of gender disaggregated data and methodologies make it difficult for policy-makers and planners to address women's needs.

#### **Zambia**

Zambia's Government has recognized that there are significant constraints to gender mainstreaming, with the most important being:

- Limited human and financial resources for gender and development activities.
- Limited appreciation of and resistance to the concept of gender at all levels.
- Concentration of gender and development activities by Government, civil society and other stakeholders in urban areas.
- Mainstreaming has been slow.
- The main constraints for gender integration are the lack of gender disaggregated information and the lack of skills in gender analysis.
- There are very few women at the policy formulation level within the Ministry of Energy, and as such there is insufficient representation of women's concerns.
- The institutional mechanisms for implementing the national Gender Policy are weak because appropriate legislation is lacking.
- While the national Gender Policy satisfactorily identifies gender-related problems in the energy sector, its policy measures do not seem sufficient to address the problems.
- The implementation of programmes in the forestry sector has stagnated due to budgetary constraints.
- The current level of resources available to gender mainstreaming and women's productive engagements in forest-related institutions, scattered in three government ministries and departments, is grossly inadequate.
- There is a critical shortage of reliable and up-to-date data and other information on all economic sectors, particularly in forestry.

# Gender Structures in Households and Local Forestry Initiatives

## Introduction

There is a general observation from all the participant countries that their national Constitution guarantees equal rights to women and men and accords them equal rights and access to resources. But in practice women's rights have been far from equal. The reality is influenced by socio-cultural norms and religious conceptions strongly driven by patriarchy that cuts across ethnicity, livelihoods, rural and urban communities, the educated and the non-educated people.

Patriarchy underlies gender inequality affecting daily interactions between men and women government officials at all levels and interactions with rural women and men. As a result, gender issues and concerns are trivialized in key policy decisions and negotiations in both the formal and informal forestry sectors. Effective exclusion of women from possession and control of land is largely the cause of their subordination and dependence on men in local forest communities in rural Africa. Men are favoured for forests, land, water and other productive resources. Invariably, the evidence confirms that women are generally deprived of property and rights of access to land.

In forestry management in local communities, the customary gender division of labour is the rule. Even though men and women have access to forest resources in the various countries, the type of products they collect from the forest are different. In addition, women use forest products they collect to support household needs, while men perceive them as their personal sources of finance.

When forestry initiatives are targeted only at women, they have the opportunity to hold responsible key and decision-making positions. But when men are introduced into women forestry initiatives or cooperatives, the men tend to seek high positions and appropriate the decision-making roles. Women are mostly employed for seedling production, tree nursery activities and planting, and men are in heavy-duty activities such as sawmilling, logging and loading. In effect, gender structures and limited access to land, lack of mobility and time, information, training, education, credit, labour and marketing information collectively limit women's access to forest resources.

Policies in collaborative forest management initiatives have promoted more participation of women in forestry activities. Their high participation has been attributed to the equitable benefits that accrue to all participants. One clear feature is the complementarity of roles in the activities of men and women. Literature reviews in all the countries underscored the lack of study on gender and forestry on the continent. This study therefore is the first attempt to document the status of women in forestry in Africa.

## Gender Structures and Responsibilities in Households/Communities

### Burkina Faso

In Burkina Faso, the Constitution guarantees equal rights to women and men for accessing resources. But in practice women's rights have been far from equal. Their rights remain strongly influenced by customary and religious conceptions. In this country, women do not have an opportunity to participate in the decision-making spheres, neither at the community level nor at the household level. In forestry, they are more engaged in agriculture, fuelwood gathering, and non-timber forest products production and trade. The forest is a source of income and food for women. Even if both men and women have access to forest resources, men tend to be the real managers of lands and trees and are the ones who decide on the way they are managed.

### **Cameroon**

In Cameroon, the main actors of forests are rural communities. In the Humid Forest Zone of the country, men are mostly employed at forestry logging companies. Identifying and selling trees to these companies creates permanent conflicts with women, especially concerning *moabi* (*Baillonella toxisperma*) trees in Lomié. Because of traditional customs, women do not have heritage to land, and the access to land is managed by men to whom forests and land belong. Women are mostly engaged in agriculture and the trading of non-timber forest products, which are their main sources of income. Income-generating activities allow women to be more financially autonomous. To face the effects of the economic crisis and the CFA franc devaluation, and the fact that cocoa and coffee prices have plummeted – men's main sources of incomes – men have integrated agriculture and non-timber forest products production and market chains. They dominate the wholesale sector, whereas women, with their challenging domestic responsibilities, are mostly confined to being retailers.

### **Ethiopia**

In theory, Ethiopian women have never been excluded from property and land rights. The Constitution guarantees women and men equal rights to own property. But in practice their rights have been far from equal. Women's rights, in reality, have been strongly influenced by customary and religious law. In many traditions, women have little or no opportunity of deciding on buying and selling land. Their family members, husbands, brothers have made decisions to buy or sell property belonging to women, often without consulting them first.

### **Ghana**

In Ghana, society is male dominated. Most women are excluded from important investment decisions and are tied down with household chores and reproductive tasks. The rights of women to have secured titles to land, trees and other natural resources have to be carefully negotiated for. Gender inequality is constructed through the formal laws and statutes that make up the official ideologies of the society and its institutions, and the unwritten norms and shared understandings that help shape everyday behaviour in the real world.

Owing to the gender structures and socio-cultural environment, women in rural areas do not have access to and control of economic assets; nor do they have access to social capital, particularly education, health and legal rights. They also do not participate in decision-making. Both men and women have access to forest resources, but the types of products they collect from the forest differ. Women almost always use their forest products to support household needs, while men perceive them as personal sources of finance.

### **Kenya**

With regard to gender and community-level forestry activities, consultation was based on discussions with key informants in the Arabuko-Sokoke Forest and the rapid appraisal fieldwork in Mount Elgon Forest. With the latter, key informants were deployed to work in ten sublocations, at a total of 19 villages. Arabuko-Sokoke, on the other hand, is one of the forests where participatory forest management was first tried in Kenya. In the committees, women were accorded responsible positions but typically, during meetings, women were incapable of making decisions or unable to argue issues articulately. Table 5 presents the causes of inequality at the community level.

**Table 5: Main causes of inequality in forestry at the community level in Kenya**

Major causes of inequality	Percentage of institutions
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

Source: Field Data, 2007.

### Madagascar

The general trend shows an improvement in gender situations in Madagascar's forestry sector. But the problem, however, remains the unavailability of disaggregated data that would otherwise permit an increase in women's employment in the sector. In traditional societies, there is a clear demarcation of roles and responsibilities between men and women. This varies according to social categories, ethics and the matrimonial situation within households. This is also relevant to the socio-economic situation of communities (refugees, for example). The classic example is that agriculture is women's domain while stockbreeding and the trading of agricultural and non-timber forest products are men's domain. Men control the revenues and benefits of the households because they are the ones who control forest and land access. Women also tend to be involved in less-demanding activities such as the collection of agricultural products and forest resources. This causes many conflicts between men and women since women, generally speaking, feel subordinated to men.

### Mali

Forest and land are managed by men. Women have access to land, but only for family and domestic purposes.

### United Republic of Tanzania

The Government's Gender Networking Programme focuses on the practical promotion and application of gender equality and equity objectives through policy advocacy and mainstreaming of gender and pro-poor perspectives at all levels, including the formal and informal sectors. Thus, in the 2000-2001 budget guidelines, two paragraphs were included that mandated all ministries (Natural Resources and Tourism included), departments and agencies submit their budgets with a gender focus (Gender Networking Programme, 2000).

### Zambia

Patriarchy remains the dominant socio-cultural norm in Zambia and cuts across ethnic groups, livelihoods, rural and urban communities, and educated and non-educated people. Its pervasiveness determines daily interactions between male and female government officials at all levels, and their interactions with rural women and men. In this climate, gender issues and concerns are trivialized in key policy discussions and negotiations. Such trivialization is commonly seen in the forestry sector of many countries.

Customary gender roles are based upon deeply held socially constructed attitudes, beliefs and practices that govern all aspects of life. With respect to forests, gender roles reflect both codified and customary laws and traditions, which determine how men and women use forests. In particular, Zambian customary rights of access and property rights tend to favour men for forest, land and water resources. Gender relations are rooted in the discriminatory ownership of productive resources, so that women are deprived of property and rights of access. Non-timber forest products are usually collected free of charge by women and men.

The critical impact of HIV/AIDS has been that, in practice, HIV/AIDS widows and orphans have had most of their agricultural lands taken away and have been expelled from villages.

## **Local Forestry Initiatives**

### **Burkina Faso**

In 1996, women employed in the forestry and environment sectors established the Forestry Association of Burkina Faso to support rural women. Many activities have been carried out with women in the regions of Sig-Nohin and Nabonswende. One successful outcome was the development of a three-hectare arboretum. The country's policy in forest participatory management has led to the creation of Forest Management Cooperatives. Many of them are ten years old, with the majority made up of dynamic women. Women members of these cooperatives seem to be very proud of their financial autonomy, as well as their status of not being subordinated to men. These cooperatives are typically managed by women, and they decide on the type of seeds and forest products to collect and sell. In the region of Bougnounou, in particular, some women members of the cooperatives have received training on forest resource management, forestry legislation and financial management.

### **Cameroon**

The national Constitution and all legislation that refers to forest management and gender mainstreaming in Cameroon indicate that men and women have equal access to resources. In practice, however, especially in forest communities, only men have the right to land, forest and resources. Despite this, many local organizations created and led by women are working to better integrate women's situation. In the Lekie division, for example, there is a non-governmental organization called ADIE (Association for Development of Environment Initiatives) that has more than 30 associations and that works to improve women's conditions through farmer enterprises initiatives. The association specializes in the gathering and selling of *Gnetum spp* leaves, a very appreciated and nutritious leafy liana.

### **Democratic Republic of the Congo**

In the Cataractes district of the Democratic Republic of the Congo, women cooperatives have planted and integrated more than 20 000 trees on their farms; and in the Bas-Fleuve District 10 000 trees. In Kavwaya and Badundu, women are empowered by a non-governmental organization called "Armée du salut" and have produced tree crops and trees for apiculture and caterpillars. In Equator Province, there is a very powerful association made up of women who specialize not only in the production of baskets, but also in medicinal plants, resins and wild fruits. In this region, apiculture remains the domain of men. Women and men are associated in the Bandundu Province with seedling productions and nursery development. In the Sud Kivu Province, the Women Association for Nature Conservation and Sustainable Development works with 1 080 women in forests around Itombwe, in collaboration with the World Wildlife Fund. All the initiatives cited improve the collaboration between men and women, but gender relations between the two categories remain male dominated. When men are introduced into women cooperatives they tend to seek high positions so they can have decision-making power over women.

### **Ethiopia**

One example of a rural development programme in Ethiopia is the one that the Ministry of Agriculture launched in 2002. It has produced a total of 10 145 diploma graduates in the Natural Resources Management field from TVAT. All the trainees came from the ten regions and the two special administrative regions of the country and were assigned to the 18 000 farmer centres in the different parts of the country. Each employee works as a development agent in natural resources in the rural development programme within the same region that she or he had been enrolled in. Statistics show that Oromia Region has the highest percentage of women development agents employed in rural developmental programmes – 17.1 percent. The increasing number of women agents in rural development programmes could be considered as one step forward to increase women role models in rural resource management and development programmes.

Labour-intensive forest enterprises, such as the Tiro-Boter Becho state forest project, Shashemene Munessa Forest Development Enterprise, Finfine Forest Development and Marketing Enterprise and Wondo Genet College of Forestry, employ thousands of people

following the seasonal agricultural cycle. Although there are few reliable figures, it is estimated that most women are hired for seedling production and tree nursery activities such as pot filling, planting and transplanting, while men are hired for sawmilling, logging, and loading and unloading activities.

### **Ghana**

Since 1992, the concept of collaborative resource management initiatives has found its roots in Ghana's forestry sector. Most initiatives that have been successful and acceptable to all stakeholders have incorporated the strengths of the stakeholders and employed gender equity as a major rule. Both men and women have the opportunity to participate in the piloting and implementation of collaborative forest resource management initiatives in their communities and households.

However, gender structures and limited access to land, lack of mobility and time, information, training, education, credit, labour and marketing information generally limit women's access. In all respects, gender disparities are more debilitating to woman-headed farm households. The imbalance in the ownership and control over resources places them in a subordinate and disempowered position relative to men, which results in women and men having contrasting perceptions, priorities, goals and development interventions that affect them differently.

In particular, collaborative forest management should take into consideration gender differences in needs and priorities, as well as ensuring that women have independent access and entitlement to land and other common forest resources.

### **Madagascar**

In 2006, the Gender Division created "gender units" in all ministries. In early 2007, the Ministry of Health and Family Planning started offering specific training to young women and empowering all socio-economic centres. Through the Gender Regional Development Plan, decentralized services are implementing specific initiatives directed to women. These actions, for example, provide support to develop women's organizational skills, give advice on family education, and promote empowerment of their skills on the specific area of budget handling in development projects.

### **Mali**

In Mali, all legislation is, in theory, not conceived on a discriminatory basis. There is a real willingness to integrate women and men on an equal basis to forest management; however, it is not the rule in practice. There are still gaps in the implementation of policies that seriously affect gender structures in households and society at large. The forest sector continues to be male dominated. Women cannot own land and all the decisions concerning women and the forest remain in the domain of men. An interesting example concerns the Division of Traditional Medicine – it progressively adopts traditional medicines prepared by women that are recognized to treating diseases such as malaria, hepatitis and respiratory ailments, among others. Within the International Centre for Research in Agroforestry/Sahel Programme, a project called "Empowerment of Biodiversity in Agroforestry Parks and Livelihoods Improvement of Rural and Poor Communities" has supported the integration of women in the management of agroforestry parks. And it has been observed that women have mastered agroforestry techniques, and have more access to land and forests. It is important to note that women themselves are responsible for their situation because they remain close to their traditions; however, younger generations are fighting to change this aspect of their culture.

### **United Republic of Tanzania**

The local initiatives were based on two case studies from Njombe and Kilosa Districts. At the household level, a gender analysis framework has been adopted to provide reliable sex- and age-disaggregated statistics on gender roles, access to and control over forestry systems for clear understanding of who does what, who owns what, and who controls or make decisions with regards to tree planting, processing, harvesting and marketing in the country.

In many households, whether headed by men or women, men had control over resources in terms of ownership, use and distribution. This dominance applied to decision-making on farming practices, starting from land preparation to the marketing of tree products.

### **Zambia**

The Department of Energy views community woodlots as a local initiative, with potential to bring positive gender impact. However, community-based woodlots are rare in Zambia and there are socio-cultural constraints that would need to be overcome.

An USAID-funded project – Sustainable Agriculture and Natural Resource Management Collaborative Research Support Program, or SANREM – supports a Community Markets for Conservation project, which features a business model that provides alternative livelihoods to decrease poaching and to increase wildlife conservation. In the model, the “community” is assumed to be gender neutral. However, a substantial portion of the programme targets poachers who are men.

# Regional Women in Forestry Networks in Africa

## Introduction

One way of improving the gender balance in forestry is to establish wider networks, including Women in Forestry in Africa, which has been advocated by the studies. There is little or no literature on existing networks of women in forestry in many of the countries, but there are informal structures, non-governmental organizations and civil society organizations and networks that have contributed significantly to the discourse. There is also a high initiative by some foresters at national levels who are pushing towards reorganizing and restructuring the existing associations to include opportunities for networking professional women foresters. Such a network, as perceived by the study, provides a global arena for broadening the horizon for exchange of information, experience, level of support, and provides a platform for the voices of women. In order to develop the network, previous and existing networks of women in Africa on forestry and forestry-related issues could be galvanized to establish a regional Africa network of women in forestry.

In addition to the use of existing networks, a great potential has been identified in the mobilization of alumnae from forestry institutions to participate in any initiative that develops such networks. The attached database of women professionals is a good starting point for the regional Africa-wide network of women.

## Current Status of Women in Forestry Networks

### Burkina Faso

All legislation in Burkina Faso is, in theory, not conceived on a discriminatory basis. With the local initiatives identified, there is a real willingness to integrate women and men on an equal basis to forest management. Very few statistics exist that could give a clear picture of gender in forestry. The women's organizations in the country do not seem to be qualified to implement policies and legislations.

### Cameroon

In Cameroon, the Ministry of Women's Affairs tries to collaborate with a number of women's associations, particularly in the area of agriculture. These associations are mostly based in regions, and those benefiting from that collaboration in rural areas are members who live and work in towns. In the forestry sector, local organizations that sometimes are supported by research institutions and bilateral cooperation institutions are few.

### Democratic Republic of the Congo

The country does not have data available on the history of gender integration in forest management; nor is there comprehensive information available on women's actual employment in the sector. In the Democratic Republic of the Congo, there are very few local organizations specifically interested in gender and forestry.

### Ethiopia

Forestry is one of the neglected sectors of development in Ethiopia. The informational level in terms of quantitative and/or qualitative statistical data is a limiting factor in different forestry institutions. Except in very few forestry institutions, gender disaggregated data showing the level of participation, contribution and benefits of women in the sector is non-existing. Even in those few sectors that have information, the data is not comprehensive. Therefore, there is an urgent need for establishing a women in forestry database at the national, regional and local levels in order to address gender issues in forestry research, education and employment.

### Ghana

The prominent forestry-related association in the country is the Ghana Institute of Foresters. This association is male dominated, as reflected in the staffing of the Forestry Commission. In

1999, out of nearly 200 members there were only 10 women members – women’s representation was just 5 percent.

In times past, an Association of Women Foresters was formed, but it could not survive the test of time. Membership included only a handful of women that had reached professional levels in the then-existing Forestry Department.

A wider network that would include women in forestry in the Africa Region and the global arena would broaden the horizon for exchange of information, experiences, level of support and the voice of women. In this regard, previous and existing networks on women in Africa and elsewhere could be used as a basis for regional and worldwide networking.

### **Kenya**

The oldest network of women that has some elements of forestry issues 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 that focuses on forestry, with membership 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. It offers, however, the best opportunity for a gender and forestry network. There is need to support KEPAWAE as a network for women and focus a subset of it in forestry.

### **Madagascar**

To date, there are many women’s organizations, but those engaged in gender and forestry are few. What is important to note is the high presence of religious institutions in the areas of women’s education and empowerment. They provide women with some training on the economy, nutritional skills, environmental education, community-based management and family care.

### **Mali**

The development of democracy in Mali has enhanced the constitution of civil society, which is made up of many women’s associations and organizations. But in the domain of gender and forestry there are very few organizations and no comprehensive statistics available to account for the realization on the ground.

### **United Republic of Tanzania**

At present, the country does not have any clear networks of women in forestry, but there are general networks in the country. One such network is E-Women Networking, which is dedicated to enhancing the development of women and women’s groups.

### **Zambia**

The literature review uncovered very little about networks in Zambia for women working in forestry-related activities. In fact, published information about gender networks for any economic sector does not exist. There are, however, a number of informal structures, non-governmental organizations, civil society organizations, forums and networks that have contributed significantly to the discourse on gender.

## **Potential for Networking**

### **Burkina Faso**

Burkina Faso does not have a foresters’ network. The principal structure existing as a network is the *Réseau de Communication, d’Information et de Formation des Femmes dans les ONG*. The network operates mainly in the area of information and communication and is the largest women’s network in the country, with 53 organization members. The network’s objective is to improve women’s positions in decision-making through communication activities and

training. As causes of the non-existence of networks in Burkina Faso, women interviewed stated that forestry is a vast domain and there is a need to know which organization is in which domain. They also mentioned the need to have data confirming the existence of forest associations that are interested in gender and natural resource management. Another issue is that there are many individual actions and initiatives coming from donors to specific organizations.

### **Cameroon**

Cameroon has a lot of experience in national networks, but women's networks in the specific area of forest and environment management are non-existent. There are two forestry networks with representations in Cameroon: the Network of Forestry and Environmental training institutions and the African Women Network for Sustainable Development (REFFAD) – a network that covers nine countries in Central Africa and that intends to increase women's participation, training and communication in natural resource management in the Congo Basin. REFFAD in this task is collaborating with the African Forest Action Network, the Central African Regional Programme for Environment, the *Conférence sur les Ecosystèmes de Forêts Denses Humides d'Afrique Centrale*, the Forest Policy Network for Central Africa, and the World Conservation Union.

### **Democratic Republic of the Congo**

The study has identified four networks in the Democratic Republic of the Congo: the Women Action Network, the Congolese Women Network, the National Women Network, and the Network for the Promotion of Women in Development. The study has noted that these networks have started to collaborate with each other, in part because they depend on the same donors that oblige them to be connected.

### **Ethiopia**

At present, Ethiopia does not have a strong foresters' association, but foresters at national level are pushing towards reorganizing and restructuring the existing Foresters Association to include opportunities for networking professional women foresters.

There are other potential possibilities for networking women working in forestry and related areas. One way is using the newly established Forestry Alumni for networking graduate women foresters and alumnae of Wondo Genet College of Forestry and establishing, collaborating and networking with local women's organizations.

### **Ghana**

In the forestry sector in Africa, the potential of establishing networks of women in forestry is enormous. Many initiatives have attempted to establish networks at the international, regional and national levels. In the early 1990s, the Women, Environment and Development Network was established to develop conceptual frameworks and methodologies for studying women and the environment in Africa. Existing associations such as Women in Science and Women's Organization for Change in Agriculture and Natural Resources are two promising organizations available to women professionals for networking.

### **Madagascar**

In Madagascar, there is a need for the ministry in charge of forestry and the ministry in charge of women's affairs to build a strong partnership. Both ministries need to collaborate with international agencies that are involved in gender mainstreaming in forest management. The Ministry of Women's Affairs and Childhood needs to support the very few local organizations that are engaged in natural resources management and empower them to use gender equity measures in the implementation of forest activities. Some existing associations in the domain of forestry that are occupied in the lobbying and advocacy on gender-based forest management are the following:

- The Association of Forest Engineers
- The National Syndicate of Forest Exploiters
- The National Observatory on Women's Rights (in creation)
- The National Association of Women Mayors

### **Mali**

In Mali, women working in forestry have few options for networking. The only existing organization is the one that was created within the International Centre for Research in Agroforestry—the Sahel project. It organizes women’s associations that produce shea butter. This network aims to become regional and would like to enhance institutional interest on the certification process of the *Ballionnella toxisperma* tree at national and regional levels. Mali has few networks because the country lacks some important edible and commercial forest resources.

### **United Republic of Tanzania**

Women’s associations whose activities are related to forestry and general national environment conservation could be a starting point for launching women professional networks.

### **Zambia**

One possible mechanism for improving networking and communication could be drawn from the FAO WIN (Women, Irrigation and Nutrition) project in Zambia. This successful gender-focused pilot project formed interdisciplinary teams at the district level, through which cross-fertilization of ideas and methods flowed. More importantly, WIN used an interdisciplinary project steering committee drawn from Government line ministries (agriculture, health, planning, forestry); research institutions (Zambia Association for Research and Development); and non-governmental organizations (Women for Change and others).

# Conclusions and Recommendations

## Key Conclusions

The lack of gender equality is a major obstacle to achieving sustainable development. Traditional social structures limit women's opportunities and impede their development. Common constraints in achieving gender mainstreaming in the forestry sector described in the ten studies include lack of gender policy implementation, limited decision-making power, lack of access to resources, systemic social and cultural discrimination, and limited education and training opportunities. The causes are many, but the most important are the lack of political will, unclear policy frameworks, inconsistent government processes, lack of gender disaggregated data and lack of motivation.

### Political will and leadership

Understanding and commitment from authorities is obviously crucial to creating an enabling environment for the implementation of gender mainstreaming. Formal acknowledgement from political leaders that gender equality is an essential component of sustainable development is a starting point.

### Policy framework

Availability of a clear formal policy, such as a specific gender equality policy, plan or statement for the forestry sector, will lead to success of mainstreaming gender equality. This policy should be linked to existing national policies and should clearly articulate the government's commitment to gender equality within the sector.

### Government processes

The workings of government should be consistent with the goals of gender mainstreaming and contribute to the integration of gender perspectives within government processes. These include planning, priority setting, resource allocation, implementation, monitoring and evaluation. Governments should recognize national women's machineries as advocates and expect them to provide leadership in gender mainstreaming, gender analysis, coordination and monitoring.

### Gender disaggregated data

There is a severe lack of gender-specific data relevant to the forestry sector. This information is needed to assess the comparative positions of women and men at all levels of the sector and to provide the basis for policy and programme development and evaluation. Another key issue noted in many of the studies is the problem-ridden conceptualization of women's and men's work in rural environments and, in particular, the failure to recognize the importance of their differing roles. An understanding of these roles can inform gender-aware planning that takes into account the differential impact of programmes and projects on women and men because of women's triple role. When underestimations and undervaluations of rural women's work are found, as they so often are in the sphere of development planning, the consequences are serious.

Failure to acknowledge the importance of women's multiple contributions to rural survival means that practical policy interventions are frequently detrimental both to women themselves and to their communities. Another factor that needs to be taken into account is that certain tasks, activities or enterprises may be regarded as "male" or "female". For example, women typically gather forest products for medicinal uses, fuel, food for the family and fodder for livestock. Men more often cut wood to sell or use as building materials. In order to secure sustainable and equitable management of forest resources, therefore, both women and men need to be consulted in the design and implementation of forest policies.

## **The Regional Perspective**

### **Burkina Faso**

In Burkina Faso, women's social, economic, political and cultural situation remains seriously marked by strong inequalities between men and women which affect women in a considerable way. Despite politics and legislation that intend to regulate forest domain and the access to resources, women's lives in Burkina Faso remain largely governed by traditional rules that tend to subordinate them to men. It is recognized that rural and urban women play a key role in agriculture and forest management, which contributes to the household economy and livelihoods.

An analysis of policies and institutional frameworks shows that the Government's local and international partners are very interested in investing in programmes that empower women and that allow them to participate in the management of forests and resources. In Burkina Faso, this can be seen through the building of the Gender Unit within the Ministry of Environment and Life, the Gender Dialogue Framework, and specific activities for women's promotion and the improvement of their living conditions. However, in the forestry sector women do not have a legal policy that specifically protects them from discrimination and questionable and illegal treatment.

### **Cameroon**

In Central Africa, Cameroon is, after the Democratic Republic of the Congo, one of the countries with the largest and richest ecosystems. Women's contribution in forest management is widely recognized and the Government, through the Ministry of Forest and Fauna, aims to improve women's capacities so that they can better contribute to forest management. Women remain less represented in decision-making spheres of forest management. The socio-cultural laws also affect their roles and responsibilities in the forestry sector. With the actions of a small number of associations in the area of forest management, some women's concerns tend to be valued instead of the legal, technical and financial capacities of these associations.

### **Democratic Republic of the Congo**

The Democratic Republic of the Congo has the most important and richest forests in Central Africa. These resources are managed in a context characterized by political instability, internal conflicts, poor governance and general poverty, especially in rural zones. Even under these circumstances, women need to participate in forest management, and with the Government in transition some actions are being directed to women.

### **Ethiopia**

Because forest policy, land tenure insecurity and the structure and organization of the forestry sector are the major problems of national forest development, there is a serious need to formulate and implement forest policy as well as re-establish the Ministry of Natural Resources and Forestry just as the neighboring countries of Kenya and the United Republic of Tanzania have done. The latter example could be considered as the best opportunity for sustaining this valuable and appreciable resource.

### **Ghana**

In the forestry profession, women are beginning to be a substantial component of the forestry student body in the country. There are also some women practicing foresters, though their numbers are not substantially increasing. The proportion of women in teaching, research and extension is steadily rising as demonstrated by the increased intake of students in higher learning institutions over the past five years. Women's enrolment, which stands between 10 percent and 40 percent, is quite encouraging but not adequate.

Some solutions for enhancing women's role in the forestry sector are:

An adequate budget should be allocated to the Ministry of Women and Children's Affairs for policy planning, coordination and monitoring. Gender should be a core aspect in development policies, including within the Ghana Poverty Reduction Strategy.

The Forestry Commission's vision on gender equality should be operationalized through the implementation of its gender policy in order to promote gender mainstreaming.

Gender disaggregated data should be collected by the Forestry Commission and the Ministry of Women and Children's Affairs at all levels of the forestry sector as a basis for gender mainstreaming.

There is need to develop a critical mass of women at the decision-making and managerial levels that can propel policy changes at all levels.

Women role models, well-qualified and in high managerial positions in forestry professions, are needed to stimulate interest in girls and women in collaborative forest management.

Affirmative action in forestry and forestry-related higher institutions should continue, and women's education in general should be equally promoted at all levels.

Government's goodwill is needed to increase the proportion of women in the legislature and public life to promote women in decision-making roles.

## **Kenya**

There is some level of recognition of women's intellectual capacities as women occupy some key leading positions in the forestry sector in Kenya. But some patriarchal attitudes still exist towards empowering women in a number of key institutions. Setbacks include:

The gender mainstreaming concept has been misunderstood by many of those interviewed.

There are also no budgets or very limited budgets solely dedicated to gender programmes, suggesting 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.

- Social and cultural practices also play a big role in slowing down progress in gender mainstreaming in Kenya. The passive role held by women and the attitude of both men and women is difficult to break.

## **Madagascar and Mali**

Safeguarding forests from unsustainable management and promoting gender equity for accessing forest resources are very important priorities for both Governments and have a high potential to contribute to poverty reduction. The study has examined and documented the contribution of women in forestry and forest management through an analysis of forest and gender-oriented policies and strategies. Although the political framework and policies are based on the evolution of international conventions on gender-related issues, practical application still remain low, particularly in the forestry sector. The study recommends intensifying gender mainstreaming in the forestry sector with adequate measures and mechanisms. A real policy for women's promotion and gender participation in forestry needs to be defined, and should include establishing a database of women in forestry, developing a strategy of communication, training all actors engaged in the forestry sector, particularly women, and developing fundraising initiatives to support policies and strategies.

In Mali, within the Ministry of Environment, Water and Forests and within the framework of the successive environmental programmes, the guides and the participative tools were worked out to facilitate the transfer of natural resources management to basic communities. In general, the situation of women in Madagascar is complex and ambiguous. Indeed, if the parity is reached in certain fields, like primary education teaching or forestry higher education, the disparity is clear on their participation in the political life, their access to employment and income generation. Thus they cannot influence the orientation of national strategies and, especially budget decisions on national and local development programmes.

## **United Republic of Tanzania**

The country's forest policy foresees the need for gender mainstreaming in the sector. Through equitable sharing of benefits among all stakeholders, joint management agreements between the central government, specialized executive agencies and the private sector or local governments, the forest policy is not devoid of loopholes and challenges. It calls for increased gender equality, such as addressing women's preferences on certain issues, and empowering them in the forestry sector for an enhanced and sustainable demand-driven policy formulation and implementation.

## **Zambia**

A major conclusion is that gender gaps contribute to Zambia's slow economic growth and poverty reduction, and that human development, critical to productivity, is hard to achieve without gender equality. Gender mainstreaming in all sectors lags behind other countries and will be essential for achieving sustainable forestry development.

These gender gaps cut across all development sectors and all levels of society and government. Ultimately, gender mainstreaming in forestry goes hand-in-hand with gender mainstreaming throughout all levels and sectors of Zambia's government and society and depends upon a much wider and fuller integration of women into Zambian development.

## Recommendations

The studies conducted in the ten African countries confirm that more action needs to be taken to correct the gender imbalance in the forestry sector. Institutional mechanisms have been established and gender neutral policies have been developed while activities and policies have been designed and implemented in line with international conventions, such as the Convention for the Elimination of All Forms of Discrimination against Women (1979) and the African Charter on Human and People's Rights (1981). The International Conference on Population and Development (1994), the Social Summit (1995), the Beijing Platform for Action (International Conference on Population and Development, 1995) and the Millennium Development Goals (2000) have been adopted in these African countries. There have been some improvements in the position of women in Africa, but issues relating to gender and environment and gender and forestry continue to persist. What actions and policies are there that could assist in integrating women at all levels to promote gender equality and equity?

The studies on gender and forestry in Africa recommended the following:

African countries should mainstream gender in national forestry policies, programmes and institutions in conformity with their national Gender Policies to enhance interministerial collaboration. Countries that are yet to develop their guidelines and regulatory instruments in the Forestry Acts should seize the opportunity to incorporate gender mainstreaming.

International institutions such as the United Nations Forum on Forests process, the database on Convention on Biological Diversity and the United Nations Environment Programme Governing Council should endeavour to include gender perspectives in their discussions and programmes, as FAO, United Nations Development Programme and others have done, and to support gender and forestry initiatives.

There is a need for countries to improve on data availability for national development in all sectors. The lack of statistical data on the role of women in forestry is a handicap in policy planning and formulation leading to and making women's contribution undervalued and under-reported. Gender disaggregated data, including in the forestry sector, should be developed and made available at national and regional levels. Such a baseline study should permit an update of the gender situation in forestry and women's contribution in all the sectors in order to develop a reliable system of data management for monitoring to permit a clear vision on the situation of women in forestry at all levels.

Forestry policies and programmes should be reoriented towards priorities and needs of forest users, especially the poorer majority of rural producers, with a clear focus on women and girls as primary producers and users of forests. This should be done in consultation with local communities and stakeholders to ensure that gender concerns and needs are not overlooked.

In order to improve the forestry industry, it is necessary to stimulate the interest of women and retain them in the profession. The analysis suggests that the issue of equal pay per se is not so much a problem but that of recognition, reward and career progression. Other strategies that may be introduced to attract and retain women include equitable access to "on-the-job training", opportunities for career advancement and gender-friendly working environments.

Capacity building in gender training is recommended to empower all actors in forestry. Such training should be based on strategic needs assessment and well-developed curricula and introduced to national forestry colleges and institutions in African countries. In some countries, efforts have already begun and additional resources are needed to fulfil implementation.

The study in the various countries shows the absence of career guidance to students and women in forestry and natural resource management. The government and women's organizations should cash in on this opportunity to develop career guidance programmes using technical and teaching staff.

Gender-sensitive community institutions should be developed at the national level. Membership in village institutions should be opened to all adults, both women and men, instead of using the household as a unit. This would ensure that women representation is fair for them to participate in decision-making on their own behalf, but also to entitle them to equal rights and benefits.

National governments should allocate adequate resources to support gender mainstreaming programmes in women's ministries and to broaden their scope and strengthen their impact.

National governments are also urged to develop a critical mass of women through higher education to give women a voice in decision-making in management at inter-regional, regional and national levels.

Women role models, well-qualified in key decision-making positions in forestry professions, are needed to stimulate more interest in forestry among girls and women. They should also assist in implementing policy in collaborative forest management to promote gender equity. In connection with this, mentoring of young women in forestry professional programmes could also be developed.

African countries should adopt the national reports on "Institutional Framework for Mainstreaming Gender in Forestry" for implementation.

All the national reports strongly recommend the establishment of Women in Forestry Networks based on the database on women compiled for each respective country. The establishment of women-only associations and networks in forestry will promote exchange of professional information and ideas, thus empowering women professionals. The action should begin with a conference in Africa to include policy-makers, professionals in forestry and forestry-related occupations, gender experts and relevant organizations, among others.

The national and regional reports should be disseminated through conferences, workshops and other appropriate channels including the media.

## **The Regional Perspective**

### **Burkina Faso**

For a better integration of women in forestry management in Burkina Faso, the study recommends that institutional frameworks and policies should be redefined accordingly. For this purpose, there is a need to integrate gender equity in the formulation and the implementation of rural development projects and to reinforce women's organizational capacities for networking development. With women themselves, it appears important to clearly define priorities, strategies and actions that should have impact on women's actual situations, particularly in the domain of forest management. Women and women's organizations should be basically empowered on gender issues and their effects on forest and environment management. They should also be trained in decision-making processes. Once the policies and the institutional framework is redefined, there is a need to frequently follow and assess the implementation of local initiatives that have a direct impact on women.

### **Cameroon**

Cameroon is a stable country politically speaking. The political and institutional frameworks that manage forests on the one hand, and women on the other, are moving forward. Policies are not formulated on a discriminatory basis, but in practice there are still inequities in employment and access to land and forest resources. The study recommends the following points:

Women should be more integrated in policy-making and decision-making spheres. Forest should be managed based on equal access of men and women to land and resources. This management should be based on participatory principles, not on traditional rules.

Develop adequate communication strategies with a special focus on women, their activities and their relationships with men in forest activities.

Develop a reliable system of data management that should permit to have a clear vision on women's situation and their real contribution to forestry at the local, national and regional level.

### **Democratic Republic of the Congo**

Taking into consideration the political situation of the country, a strategy integrating gender issues in forest management should be done progressively. In reality, the country is engaged in huge political and institutional reforms that would like to restore Government authority at national and regional levels. These reforms should integrate:

- The need to improve knowledge of the actual gender situation in the forestry sector by producing reliable statistics on women's status in forestry.

The need to educate and sensitize women and men on women's key role in forestry.

The need to improve women's employment in the forestry sector.

The need to reduce the traditional laws that tend to subordinate women to men.

### **Ghana**

Gender mainstreaming should be promoted in all sectors including forestry. To achieve gender mainstreaming, the study recommends the following actions:

- For planning purposes, gender disaggregated data needs to be collected and developed in the forestry sector.

Policy and organizational change is necessary.

- Role-model programmes should be developed to produce a critical mass of women in all sectors, including the forestry sector.
- More women should be trained, and men as well, to support the implementation of collaborative resource management initiatives in the informal forestry sector. Also, gender training programmes in the local communities should target both men and women.
- Gender-sensitive community institutions should be opened to all adults, both women and men, instead of using the household as the unit.
- Empowerment of women, by involving them in planning and in the formulation of strategies, and increasing self-confidence of marginalized women's groups should be supported by governments and non-governmental organizations.

Women in Forestry Network should be established in the short term by women in forestry in Africa and supported by governments, non-governmental organizations, development agents and specialized agencies such as FAO and the United Nations Forum on Forests.

### **Kenya**

Kenya needs to focus on the following recommendations:

- Institutions, government departments and organizations with forestry programmes should develop budgeted gender action plans.

The guidelines and regulatory instruments for the Forest Act (2005) to be developed should seize the opportunity to mainstream gender.

At the institutional, community and household levels, gender-awareness and development of gender analysis skills should be undertaken for different segments of the population.

Appropriate programmes should be developed for young people and the higher tiers of the community.

The Kenya Professional Association of Women in Agriculture and Environment 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.

### **Madagascar**

To achieve sustainable development of forests and equal access to forest management by women and men, the study recommends:

- To update data concerning the gender situation in forestry and women's contribution in all the other sectors.
- To redefine the institutional framework for sustainable forest management and gender integration in forest management.
- To reinforce all initiatives that tend to integrate a gender approach in their implementation.
- To capitalize on past and fruitful experiences and to continue to develop good practices that avoids inequities and conflicts around forest resources.
- To enhance interministerial collaboration (Ministry of Forests and Ministry of Women's Affairs).
- To build the capacities of women and local organizations engaged in forestry with a gender approach.
- To support local organizations and facilitate network establishment.
- To support the economic capacities of women.
- To establish projects assessment mechanisms to monitor whether the objectives are effectively met.

### **Mali**

With the support of international organizations, Mali has implemented many initiatives. An analysis of the current situation reveals that the country has real potential to develop a strong policy that takes into account the roles of women in forestry on an equal basis. Some actions still need to be achieved and Government support is needed:

Reduce women's illiteracy rate by creating programmes in schools that address gender equity in forest management.

Support the establishment of local and regional women's organizations.

Facilitate the establishment of mechanisms that reduces women's work, both in household and forests activities.

The ministry in charge of forests needs to develop a gender approach that permits all actors (technical, institutional and financial) to be included in their decisions.

Develop markets chains for products collected and processed by women.

Develop a research study that examines ways to reduce the difficulties faced in artisanal production and processing.

### **United Republic of Tanzania**

The following strategies for mainstreaming gender issues should be adopted by the United Republic of Tanzania:

Undertake the collection and documentation of disaggregated data of women in formal forestry.

There is a need to operationalize and document gender mainstreaming strategies in the national forest policy and other related policy documents.

There is a need to implement all gender mainstreaming concerns within the national Policy on Women's Advancement and Gender, tourism, energy and other related sectors that have a direct bearing on the national forest programme, forestry policy and general forestry activities. Gender sensitization programmes should be developed and implemented.

Communities should be facilitated to produce their own set of strategies, which could aim at changing gender relations to improve the economic well-being in their respective villages.

### **Zambia**

The first challenge is to help the Government of Zambia go beyond the rhetoric to really integrate gender at the policy and action levels. The nexus of gender, HIV/AIDS and forests is an extremely important and urgent issue that needs more analysis and action. Gender mainstreaming, therefore, requires much more effective involvement of women in the forestry sector.

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## ANNEX – Gender and Forestry Resource Persons in Selected Countries in Africa

NAME	POSITION/INSTITUTION	CONTACT
Bamoni, Thomas	ONG ACFED/Sahel	
Belemsogbo, Urbain	Directeur de la faune et des chasses, DFC	
Bikienda, Salamata	Chef de service régional des eaux et forêts, Hauts-Bassins	
Congo, Rosalie	Coordonnatrice, FEM/ONG	
Coulibaly, Clarisse	Section environnement, PNUD	
Dabire, Brigitte	Directrice du genre pour le développement, MPF	
Dabire, Jean-Louis	Aménagement et récupération des terres, PLCE/BN	
Dambre, Blandine	PNGT 2, Chargée de l'éducation environnementale, du genre et du VIH/SIDA	
Kabore, Ibrahim	Directeur, DRECV-Sahel	
Kabore, Kariatou	Présidente AMIFOB, Direction des ressources halieutiques, MAHRH Forestry Association of Burkina Faso	
Kissou, Dominique	Aménagiste pastoraliste, DGEAP, MRA	
Liehoun, Christine	Directrice, DEP, Point focal genre, MECV	
Lokoande, Attina	Chef projet Opération acacia, DIFOR	
Lokoande, Ibrahim	Directeur des forêts, DIFOR	
Medah, Moïse	Directeur technique, CAF Sapouy-Bieha	
Nebie, Kabou	Présidente, UGGF Bougnounou-Nebielianayou	
Nebie, Katia	Présidente GGF Bougnounou	
Nébié, Sidonie	Directrice de la Coordination des associations féminines, MPF	
Nébié, Zoubi	Chargé de suivi-évaluation, DEP/MECV	
Niangao, Thérèse	Groupement de production de beurre de charité, Nemaropouli, Bobo-Dioulasso	
Ouedraogo, Amade	Chef Unité de Conservation de Faune des Hauts-Bassins	
Ouedraogo, Antoinette	Présidente, ONG AFD Buayaba, Ouagadougou, Fada	
Ouedraogo, Bassirou	Directeur, DERET	
Ouedraogo, Charles Auguste	Chargé d'études, DEP/MRA	
Ouedraogo, Kimse	DES, DGCN	
Ouedraogo, Noélie	Association, Songtaaba Yalgré, Ouagadougou	
Ouedraogo, Rasmane	Directeur, DPECV, Seno	
Ouedraogo, Salimata	Groupement Nabonswende, Tampouy, Ouagadougou	
Ouedraogo, Sibiri Jean	Projet Fruitiers sauvages, INERA	
Pare, Sidonie	Chef de service formation en genre, MPF	
Poda, Damas	Chef de projet gestion durable des PFNL, DIFOR	
Poda, Nazaire	Responsable suivi-évaluation PLCE/BN	
Sanon, Aimée	Secrétaire permanente, SP/PAPF, MPF	
Sawadogo, Félicité	Conseillère en développement social et genre, Ambassade du Canada	
Sawadogo, Prosper	Coordonnateur national, PAGEN	
Soloviev, Pierre	Coopération belge, Projet gomme arabique, CNSF	
Tientore, Oumarou	Responsable suivi-évaluation, PROGEREF	
Visser, Pim	Conseiller Technique Principal, Coopération luxembourgeoise, PAGREN	
Yaro, E.	Renforcement des capacités, PAGEN	
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