

The Business Case for Mainstreaming Gender in REDD+

December 2011



UN-REDD

PROGRAMME

The UN-REDD Programme is the United Nations collaborative initiative on Reducing Emissions from Deforestation and forest Degradation (REDD+) in developing countries. The Programme was launched in 2008 and builds on the convening role and technical expertise of the Food and Agriculture Organization of the United Nations (FAO), the United Nations Development Programme (UNDP) and the United Nations Environment Programme (UNEP).

The UN-REDD Programme supports nationally-led REDD+ processes and promotes the informed and meaningful involvement of all stakeholders, including Indigenous Peoples and other forest-dependent communities, in national and international REDD+ implementation.

UNDP Gender Group:

UNDP focuses on gender equality and women's empowerment not only for human rights, but also because they are a pathway to achieving the Millennium Development Goals and sustainable development. UNDP works to ensure that women have a real voice to participate equally with men in public dialogue and decision-making as well as influence the decisions that will determine the future of their families and countries.

To achieve these goals, UNDP is coordinating global and national efforts to integrate gender equality and women's empowerment into poverty reduction, democratic governance, crisis prevention and recovery, and environment and sustainable development strategies. In addition, UNDP is the lead agency on gender and climate change. As part of these efforts, UNDP works with partners at all levels to help ensure that adaptation and mitigation policies and programmes, including those focused around REDD, are informed by the concerns and contributions of women and men.



Table of Contents

Acknowledgements	2
Foreword	3
List of Acronyms	4
Executive Summary	5
1. Background and Organizational Context of REDD+	8
2. Gender and REDD+: Definitions, Context and Rationale for Mainstreaming	10
2.1 Phases of REDD+	10
2.2 The Rationale for Mainstreaming Gender: Two Basic Elements	12
3. Rights Based Approach: The Foundation for Mainstreaming Gender in REDD+	13
3.1 The Human Rights Based Approach to Development	13
3.2 International Legal and Policy Instruments for Mainstreaming Gender into REDD+	14
3.3 Gender Mainstreaming Trends in Relevant Standards Safeguard Initiatives	16
4. Mainstreaming Gender into REDD+: Key Readiness Components	19
4.1 Stakeholder Engagement: Effective and Equitable Gendered Participation and Representation in Decision Making	19
4.2 Property Rights and Land and Resource Tenure	25
4.3 Enhancing the Ecosystems-based Benefits of REDD+	26
4.4 Transparent, Equitable, and Accountable Management of REDD+ Funds	27
4.5 Inclusive Growth, Social Benefits and Green Development	29
4.6 Monitoring and Evaluation	31
5. Conclusions and Recommendations	33
5.1 General Recommendations	34
5.2 REDD+ Phases Recommendations to National Policy-makers	35
References	37
Appendix : Safeguards in REDD+	40

Acknowledgements

This publication was commissioned by the UN-REDD Programme under the guidance of UNDP's UN-REDD and Gender Teams. The report was drafted by Kathleen Rutherford, Principal of Kolibri Consulting Group, and guided by Stacy Alboher, Tim Clairs, Estelle Fach, Elspeth Halverson, Tim Scott, and Lucy Wanjiru of UNDP. Kristen Lewis is the copy editor.

The publication has received valuable guidance at different stages of its elaboration from a group of experts comprising Phil Franks and Raja Jarrah (CARE); Carol Colfer, Anne Larson, Yen Hoang Mai, Esther Mwangi, Thuy Thu Pham and William Sunderlin (CIFOR); Peter Riggs (Ford Foundation); Bodil Maal, Var Jørgensen, Gry Solstad and Elizabeth Stormoen (Government of Norway); Liane Schalatek (Heinrich Boell Foundation); Mariana Christovam (IPAM); Leslie Durschinger (Terra Global Capital); Solange Bandiaky (UNDP); Julie Greenwalt (UNEP); Jeanette Gurung (WOCAN); and Shereen D'Souza (Yale School of Forestry and Environmental Studies);

This report will be complemented by a guidance note for mainstreaming gender into UN-REDD Programme support.

Design: First Kiss Creative

Photo Credits: Cover (clockwise): ©FAO/Masakazu Kashio / FAO; ©FAO/Roberto Faidutti / FAO / FAO; ©FAO/Roberto Faidutti / FAO / FAO; ©FAO/Giulio Napolitano / FAO, p. 7: ©FAO/ Roberto Faidutti /FAO, p. 8: ©FAO/Roberto Faidutti / FAO, p. 12: ©FAO/Roberto Faidutti / FAO. P. 17: ©FAO/Patrick Durst / FAO, p. 21: ©FAO/Masakazu Kashio / FAO, p. 26: ©FAO/Roberto Faidutti / FAO, p. 31: ©FAO/GPiya Su-Utai / FAO, p. 32: ©FAO/Thomas Hofer / FAO.

Foreword

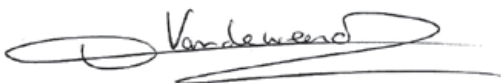
REDD+ offers an innovative approach to addressing the climate change challenge while simultaneously providing significant economic, environmental and social benefits by shifting the opportunity costs of maintaining and conserving forests and land.

Forests provide livelihoods, subsistence and income to more than 1.6 billion of the global poor. While women and men have differentiated knowledge, uses and access to forests, women are the primary users of forests. Their rights to forests and land resources need to be recognized. The roles they play as leaders, participants and beneficiaries in REDD+ must be carefully considered and reflected at every stage of policy and programme development, from design through implementation and evaluation.

Promoting a human rights-based approach to development requires UN-REDD partner institutions to ensure that their support for REDD+ promotes good practices and does not perpetuate or exacerbate existing inequalities between women and men. Toward this end, “the Business case for Mainstreaming Gender in REDD+” demonstrates why the unique role of women in protecting and managing forests—and ensuring their equal access to resources—is an important component for a more equitable, effective and efficient REDD+. Through this effort we hope to establish a greater base of evidence that will help policy-makers, practitioners and others understand the critical influence that gender-differentiated needs, uses and knowledge have on REDD+ policy and programming on the ground.

This report is an outcome of the on-going collaboration between the UNDP Gender Team and the UN-REDD Programme and aims to integrate gender equality considerations into the readiness support delivered by the UN-REDD Programme. In this way we seek to enhance the capacities of governments to design and implement gender-responsive national REDD+ strategies and programmes.

Inclusive REDD+ systems have the potential to mitigate climate change while strongly advancing the three pillars of sustainable development. We hope this report contributes to this critical endeavour.



Veerle Vandeweerd

Director, Environment and Energy Group
Bureau for Development Policy
United Nations Development Programme



Winnie Byanyima

Director, Gender Group
Bureau for Development Policy
United Nations Development Programme

List of Acronyms

AWG-LCA	Ad hoc Working Group on Long Term Cooperative Action
BDS	Benefit Distribution System
CIFOR	Centre for International Forestry Research
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CIF	Climate Investment Fund
COP	Conference of the Parties (to the UNFCCC)
FCPF	Forest Carbon Partnership Facility (World Bank-hosted)
FIP	Forest Investment Program
GCF	Green Climate Fund
GEF	Global Environmental Facility
IADB	Inter-American Development Bank
NTFP	Non timber forest product
PES	Payment for Ecosystem Services
REDD+	Reducing Emissions from Deforestation and Forest Degradation in developing countries and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks
SESA	Strategic Environmental and Social Assessment
UNFCCC	United Nations Framework Convention on Climate Change
UNDP	United Nations Development Programme
UNDRIP	United Nations Declaration on the Rights of Indigenous Peoples
UN-REDD	United Nations Collaborative Programme on Reducing Emissions from Deforestation and forest Degradation in developing countries
USAID	United States Agency for International Development

Executive Summary

Does Gender Matter for REDD+?

The loss of natural forests through deforestation and degradation is estimated to contribute approximately 17 percent of total global carbon emissions. Forests not only serve as an essential carbon reserve, **they also provide livelihoods, subsistence and income for more than 1.6 billion of the global poor.**

REDD+ (which stands for Reducing Emissions from Deforestation and Forest Degradation, with the “+” referring to the role of conservation, sustainable management of forests and enhancement of forest carbon stocks) is a new financial mechanism negotiated under the auspices of the United Nations Framework Convention on Climate Change (UNFCCC). It is designed to compensate developing countries for measurable, reportable and verifiable reductions in emissions from specific activities in the forest sector.

Women and men’s specific roles, rights and responsibilities, as well as their particular use patterns and knowledge of forests, shape their experiences differently. As such, gender-differentiated needs, uses and knowledge of the forest are critical inputs to policy and programmatic interventions that will enable the long-term success of REDD+ on the ground. To ensure that national REDD+ systems and programmes are inclusive and resilient, specific attention must be paid to the specific roles, requirements and contributions of women and men at every stage of policy and programme development, from design through implementation and evaluation.

This paper aims to demonstrate and illustrate how integrating gender equality principles into REDD+ will result in improved sustainability of climate and development outcomes. **The rationale for including gender considerations in REDD+ policy, planning and implementation is predicated on the human rights-based approach to development.** Gender equality is a human right as set forth in the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and other international instruments. The business case for mainstreaming gender—in terms of strengthening REDD+ outcomes—is based on examining how mainstreaming gender into REDD+ may :

- increase efficiency (defined here as reducing transaction costs);
- increase efficacy (defined here as reducing greenhouse gas emissions); and
- increase sustainability (defined here as ensuring permanence and thereby reducing the risk of reversals for project investors, be they public or private).

Mainstreaming Gender in Readiness Components

The business case for mainstreaming gender in REDD+ examines four main readiness components. : stakeholder engagement; property rights, land and resource tenure; ensuring multiple benefits of forests and REDD+; and transparent, equitable and accountable management of REDD+ funds. It also explores how gender can be linked to inclusive growths and green development.

Stakeholder engagement

A gender-responsive REDD+ stakeholder engagement strategy recognizes the role of women as primary users of forest resources in REDD+ policy and programme design, implementation and evaluation.

Data from the health, nutrition and education sectors show that engaging both women and men **in consultations** advances an understanding of women's practical needs and therefore the relevance of the consultations' outcomes. Moreover, ensuring that women have appropriate and adequate representation **in decision-making** has been shown to better address their strategic needs, resulting in greater uptake of the desired shifts in behaviour.

In practice, shifts in the use of forest resources as a result of REDD+ policies may take significant time. This means that opportunity costs of the use or non-use of different forest resources, as well as community needs and knowledge bases, will shift over time. Therefore, identifying viable alternative land use, livelihoods and forest management will require processes that support innovation and are both inclusive and iterative. Participatory REDD+ interventions that effectively engage both women and men in decision-making could also result in a greater likelihood of sustained change in the way forest resources are used, thereby contributing to the sustainability of the REDD+ mechanism. If women are to be involved in decision-making, their full and effective participation may depend on additional training.

Property rights and land and resource tenure

If communities are not able to play a role in making rules about management of the land and resources from which they derive their livelihoods, they may be less inclined to defer present direct benefits for longer term economic, financial or social benefits delivered by REDD+. Governments that embrace clear tenure systems are best positioned to make strong business cases for REDD+ by aligning incentives for investors and local communities. Ensuring tenurial security for women and promoting women's property rights could increase the degree of confidence about alignment of those incentives.

Enhancing ecosystem benefits of REDD+

Local communities' knowledge of trees and non-timber forest products is complex, rooted in tradition and often gendered. With respect to biodiversity, for example, women's subsistence activities and knowledge of the forest can add value to community forestry activities, such as species monitoring, soil management and forest restoration functions, and thereby contribute positively to the sustainable management of forests or enhancement of forest carbon stocks. This is particularly relevant in the context of non-timber forest products and food security.

Transparent, equitable and accountable management of REDD+ funds

To maximize confidence in national REDD+ systems, REDD+ funds should be managed transparently and equitably. Gendered dimensions of REDD+ systems include differentiated access to and control over resources, knowledge, decision-making structures and distribution of benefits. It is critical to ensure that these differences are taken into account when devising benefit-sharing mechanisms.

Increasing evidence is mounting that corruption has differential impacts on women and men with respect to their access to essential public services, justice and security and to their capacity to engage in public decision-making. Mitigating corruption risks in REDD+ should take into account the gender-differentiated likelihood of corruption as well as incidences and impacts.

Making early links to inclusive growth, social benefits and green development

National REDD+ systems can become an engine for developing a low-carbon economy and promoting green growth and equitable development. Ensuring that women have equal employment opportunities, ranging from implementation of new forestry practices to administration and management opportunities in REDD+, is essential for its sustainability.

Conclusions and Recommendations

Designing gender-responsive REDD+ policies, programmes and measures requires recognizing women as primary users of forests with valuable knowledge and experience; clearly communicating the potential benefits to women; and developing enforceable measures that ensure those benefits are both protected and delivered. Gender analysis of REDD+ processes, mechanisms and policies at the national and international levels is necessary. Gender safeguards, indicators, standards and inclusive and participatory designs are important tools to protect, incentivize and facilitate accountability for gender-responsive frameworks.

Policy makers and programme staff lack the evidence base from which to understand the gendered dimensions of resource use, needs, access and knowledge. Establishing this evidence base through the required collection and analysis of sex-disaggregated data could help ensure the accuracy of problem definition (e.g. drivers of deforestation, or contributors to sustainable management of forests) as well as potentially uncover new opportunities for sustainable forest management. These changes could result in more precisely designed interventions, which would in turn increase the efficiency and effectiveness of REDD+ implementation.

Achieving these goals will require a spirit of open inquiry and willingness to experiment and pilot different approaches to REDD+; a commitment to share best practices and lessons learned; and an opportunity to scale up successful strategies, approaches and tactics.

Overall, giving consideration to gender equality in each readiness component of REDD+ makes good business sense, both creating and benefiting from a more stable investment environment for forest carbon assets.



1. Background and Organizational Context of REDD+

REDD+¹ (which stands for reducing emissions from deforestation and forest degradation, and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries) is a new financial mechanism negotiated under the auspices of the United Nations Framework Convention on Climate Change (UNFCCC). It is designed to compensate developing countries for measurable, reportable and verifiable reductions in emissions from specific activities in the forest sector. The framework for the REDD+ mechanism was agreed upon at the 16th Conference of the Parties to the UNFCCC in what is referred to as the “Cancun Agreements.”²

What distinguishes REDD+ from other development initiatives is that it creates financial incentives for results-based actions that should be fully measured, reported and verified. The potential exists to achieve positive climate-mitigation outcomes as well as development, social and institutional impacts. In addition, REDD+ presents both opportunities and challenges for participating countries as it will, in most cases, require behavioral changes.



Forests provide subsistence and income for more than 1.6 billion people, including approximately 60 million Indigenous peoples. Those who rely on forests for their livelihoods are among the poorest people on the planet, and they are disproportionately female. Women constitute approximately 70 percent of the 2.8 billion people living on less than \$2 per day³. Poor rural women are particularly dependent on forest resources for their subsistence.⁴ Gender specific roles, rights and responsibilities, as well as women and men’s particular use and knowledge of forests, shape their experiences differently. These gender-differentiated needs, uses and knowledge of the

forest can be critical inputs to policy and programmatic interventions that help enable the long-term success of REDD+ on the ground.

Natural resource management is shaped by social and political forces. Men and women have different relationships with institutions—international organizations, national and local governments and traditional

1 The “avoided deforestation” mechanism first proposed in the UNFCCC was codified at the 2007 Conference of Parties in Bali as ‘REDD’—Reductions in Emissions from Deforestation and Degradation. Subsequently, parties acknowledged that going beyond the goal of simply avoiding deforestation would allow for greater mitigation benefits, and thus a ‘REDD+’ mechanism, promoting carbon sequestration through sustainable management of forests and the enhancement of forest carbon stocks, was suggested. REDD+ has become the current term within UNFCCC negotiations.

2 Outcome of the work of the Ad Hoc Working Group on Long-Term Cooperative Action (AWG-LCA) under the UNFCCC, available at <http://unfccc.int/resource/docs/2010/cop16/eng/07a01.pdf>

3 Gender in Agriculture Source Book, 2009

4 World Bank 2002, 2008; GGCA 2010

authorities—and differential access to resources. To understand the local social dynamics of inclusion and representation, it is essential to be aware of the position of men and women vis-à-vis formal and informal institutions at the local, national, and international levels. Institutions, be they formal state and global rules and regulations or informal social norms and relations of power and authority, serve as channels for access to resources⁵.

Gender is a critical variable in shaping access to and control over resources. Gender interacts with class, caste, race, culture and ethnicity to shape processes of ecological change, the struggle of men and women to sustain ecologically viable livelihoods, and the prospects of any community for sustainable development.⁶ Failure to integrate gender considerations can give rise to long-term political and ecological dynamics that have profound implications for women's involvement in environmental management⁷, jeopardize the success of efforts to reduce emissions from deforestation and forest degradation, and hinder efforts to conserve and sustainably manage forest stocks.

This paper aims to demonstrate that integrating gender-equality principles into REDD+ will result in improved sustainability of climate and development outcomes. It does so by first examining the normative basis for gender mainstreaming in REDD+. The gendered dimensions of key readiness components are then analyzed to formulate recommendations for policy makers and practitioners.

To make the case, this paper examines three related arguments, i.e. how mainstreaming gender into REDD+ may:

- increase efficiency (defined here as reducing transaction costs for REDD+ programmes);
- increase efficacy (defined here as reducing greenhouse gas emissions that stem from forest- and land-use); and
- increase sustainability (defined here as ensuring permanence of mitigation benefits, thereby reducing the risk of reversals for project investors, be they public or private).

Social aspects are also considered throughout.

The analysis explores these questions as they relate to five elements that are essential to readiness: (1) stakeholder engagement, participation and decision-making; (2) property rights and land and resource tenure; (3) enhancing ecosystems benefits of forests; (4) transparent, equitable and accountable management of REDD+ funds; and (5) making early links to inclusive growth and green development. For each element, the analyses sets out the context, the rationale for gender considerations and suggested ways forward. Monitoring and evaluation of gender mainstreaming is also examined.

5 Berry, 1989

6 Rocheleau et al., 1996

7 Schroeder, 1999

2. Gender and REDD+: Definitions, Context and Rationale For Mainstreaming

This section provides definitions of key terms and lays out how gender is addressed in relevant international agreements

2.1 Phases of REDD+

Recent international agreements on REDD+ are documented in the Outcome of the Ad Hoc Working Group on Long-Term Cooperative Action under the United Nations Framework Convention on Climate Change of December 2010, commonly referred to as the Cancun Agreements. These agreements explicitly link gender to vulnerability and identify gender equality and the effective participation of women as being “important for effective action on all aspects of climate change.”⁸ As an overall organizing framework, the Cancun Agreements also define a three-phased approach to REDD+⁹:

1. Development of national strategies or action plans, policies and measures, and capacity-building,
2. Implementation of national policies and measures and national strategies or action plans that could involve further capacity-building, technology development and transfer and results-based demonstration activities, and
3. Results-based actions that should be fully measured, reported and verified.

The first two phases are often referred to as “REDD+ readiness.” The vast majority of participating countries are currently in phase 1 or early phase 2 of REDD+, supported in their efforts by multilateral platforms such as the UN-REDD Programme and the Readiness Fund of the World Bank-hosted Forest Carbon Partnership Facility (FCPF), or through bilateral agreements with individual donor countries.

Several phrases are frequently used to discuss the links between gender and development programming. Box 1 clarifies key terms that will be used to make the business case for mainstreaming gender in REDD+.

8 Decision 1/CP.16, available at <http://unfccc.int/documentation/decisions/items/3597.php?dec=j&such=j&cp=/CP#beg>, noted that “...the effects of climate change will be felt most acutely by those segments of the population that are already vulnerable owing to geography, gender, age, indigenous or minority status and disability” and that “gender equality and the effective participation of women and indigenous peoples are important for effective action on all aspects of climate change.”

9 These phases are not strictly sequential.

BOX 1 Gender, Gender Equality, Gender Mainstreaming and Women's Empowerment

The terms "gender" and "gender equality" imply concern for both men and women and the relationships between them. Nevertheless, specific attention to women's needs and contributions is typically required "in order to address the array of gender gaps, unequal policies and discrimination that have historically disadvantaged women and distorted development in all societies."¹⁰ This does not, however, preclude activities that address men's specific needs where doing so will contribute to gender equality.

Gender denotes the socially constructed roles and responsibilities ascribed to men and women and the relationship between them. Gender influences the creation, use and distribution of power. Thus, common attributes of gender-differentiated roles, rights and responsibilities include an asymmetrical distribution of and access to power between men and women. In addition, gender interacts with other societal differentiations that shape power asymmetries, such as ethnicity, age and education. Gender has interpersonal, cultural, institutional, policy, political and socioeconomic dimensions.¹¹

Gender equality exists when men and women are attributed equal social value, equal rights and equal responsibilities and have equal access to the means (resources, opportunities) to exercise them.

Women's empowerment refers to tools, strategies and approaches that seek to correct asymmetries of power, access and privilege that result from gender inequalities. Promoting gender equality may require efforts to ensure women's empowerment.

Gender mainstreaming is "a globally accepted strategy for promoting gender equality. Mainstreaming is not an end in itself but a strategy, an approach, a means to achieve the goal of gender equality"¹² Gender mainstreaming was defined by the United Nations Economic and Social Council in 1997 as "a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of the policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated." As such, gender-responsive policies and programmes recognize and address gender as an important variable that must be explicitly designed and budgeted for, implemented, monitored and evaluated.

10 Empowered and Equal, UNDP Gender Equality Strategy 2008-2011

11 Aguilar, L. et al 2009; Empowered and Equal: United Nations Development Programme (UNDP) Gender Equality Strategy, 2008-2011 others

12 UN Women, <http://www.un.org/womenwatch/osagi/gendermainstreaming.htm>, retrieved December 2011

2.2 The Rationale for Mainstreaming Gender: Two Basic Elements

Arguments for mainstreaming gender are most frequently predicated on one of two elements. The first is a rights-based approach, also referred to as the normative approach, under which gender equality concerns ought to be mainstreamed because gender equality rights are human rights. Moreover, the corpus of international human rights law and agreements—reinforced by operational standards and safeguards—require doing so.

Yet, despite long-standing conventions, treaties and other instruments of international human rights law elaborated below, gender inequality generally prevails, including in forest management.¹³ Despite the fact that women are primary users of the forests, frequently they are also the most marginalized of community members with respect to decision-making at every level.¹⁴

For this reason, the second and core element in this paper focuses on the business case, namely the argument that mainstreaming gender into REDD+ can help improve the efficiency, efficacy and long-term sustainability of REDD+.

At a minimum, REDD+ programmes and policies must adhere to a “do no harm” principle. As a baseline assumption, perpetuation or exacerbation of existing inequalities constitutes harm. Yet, because of the mounting body of evidence that gender mainstreaming improves not only equity outcomes, but also mitigation performance and environmental quality, REDD+ strategies and plans can aspire to go well beyond this “do no harm” standard. That women are forest managers, stewards and agents of change should be acknowledged and leveraged in seeking to identify and promote the multiple social and environmental benefits linked to forestry policy, including those which REDD+ can help deliver.



13 Agarawal 2001, Reed and Varghese 2007, Mwangi et al. 2011 cited in Brown

14 Brown concludes that low level of low level of women’s participation in policy forums and processes related to REDD+ and Climate Change in Cameroon, CAR and DRC is not surprising given “ other studies which have highlighted women’s low level of involvement in ecision making related to climate change or forest resources”

3. Rights-Based Approach: The Foundation for Mainstreaming Gender in REDD+

This section sets forth how relevant international human rights law, practices and safeguards provide the necessary starting point for making the case for mainstreaming gender into REDD+.

3.1 The Human Rights-Based Approach to Development

The human rights-based approach to development¹⁵ serves as the foundation on which the business case for mainstreaming gender is built. Such an approach seeks to ensure that all programmes and activities are designed to support vulnerable and marginalized community members. It is based on advocacy for their rights and on the principles of equality, inclusion and engagement. A number of core international human rights treaties and instruments—among which the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) is central—provide a robust basis for applying the human rights-based approach to REDD+.¹⁶

BOX 2: HUMAN RIGHTS BASED APPROACH TO DEVELOPMENT: A NORMATIVE RATIONALE FOR MAINSTREAMING GENDER INTO REDD+

“All agencies and organizations under the UN system, while each having its own unique mandate and focus are governed and guided by the UN Charter and thus share a commitment to common values including human rights and gender equality [emphasis added] as enshrined in the Charter and international conventions. These universal values and principles have been codified in the Universal Declaration on Human Rights and the nine core international human rights treaties as well as other international instruments over the last sixty years... Under a human rights-based approach, the plans, policies and processes of development are anchored in a system of rights and corresponding obligations established by international law. This helps to promote the sustainability of development work, empowering people themselves—especially the most marginalized—to participate in policy formulation and hold accountable those who have a duty to act.”

Source: UN portal on Human Rights-Based Approach programming

15 The common understanding of the human rights approach is predicated on three pillars: (1) that the objective of [climate and] development policies and programme development is to fulfill human rights; (2) that the approach identifies rights holders and addresses their capacity needs to effectively make their claims, and duty bearers and their capacities to meet their obligations; and (3) that principles and standards derived from international human rights treaties should guide all development cooperation and programming in all sectors and in all phases of the programming process.

16 A number of declarations, conventions, agreements or other international instruments inform the human rights basis for a gender perspective in REDD+. These include the Universal Declaration on Human Rights, International Covenant on Civil and Political Rights and International Covenant on Economic, Social and Cultural Rights, which, in aggregate, set forth a clear anti-discrimination framework. Gender, gender equality and frameworks to operationalize them are defined in the Millennium Development Goals (MDG), the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), and the Beijing Platform for Action. Gender is recognized within the language of Millennium Development Goal 3 as both a stand-alone goal and a condition for the achievement of other goals.

There are several similarities between rights-based approaches and the procedural and programmatic elements necessary for mainstreaming gender. Both approaches are predicated on equality, and both seek to identify, address and analyze inequalities using participatory and inclusive processes that are designed around the governance principles of inclusion (especially through multi-stakeholder processes), transparency and accountability.

3.2 International Legal and Policy Instruments for Mainstreaming Gender Into REDD+

Core human rights treaties that form the basis for the human rights-based approach¹⁷ offer specific policy guidance for mainstreaming gender in REDD+.

CEDAW provides the framework for gender equality as a basic human right and for evaluating rights-based actions for gender equality based on outcomes.¹⁸ CEDAW recognizes women's *de jure* rights to hold property (Article 16) and makes reference to rural women in particular (Article 14). These issues are of particular relevance to mainstreaming gender and REDD+.

The United Nations Declaration on the Rights of Indigenous People (UNDRIP) "recognizes the rights of indigenous peoples on a wide range of issues and provides a universal framework for the international community and States."¹⁹ This includes the principle of Free, Prior and Informed Consent (FPIC). UNDRIP Articles 21 and 22 hold provisions for specific attention to the particular rights and needs of indigenous women and note that the state shall ensure indigenous women enjoy protection against violence and discrimination.

With eight references to gender and/or women throughout the Cancun Agreements, **the UNFCCC** has successfully raised the profile of gender in climate change debates. Among other things, these references address gender in relation to REDD+ policy design and programme implementation and explicitly link gender to vulnerability, equality and effective participation (see Box 3).^{20,21}

17 See 16 and <http://www.hbra.org>.

18 For synopses of the legal and other international instruments, see Aguilar L. et al 2009, CBD Gender Action Plan, Eidhammer, A.. 2011

19 UNDG Guidelines, *supra* note 7, at 10

20 Decision 1/CP.16: <http://unfccc.int/documentation/decisions/items/3597.php?dec=j&such=j&cp=/CP#beg>
Paragraph 72 situates gender as one of several cross-cutting and interdependent variables to consider in the design and implementation plans for REDD+, including the implementation of safeguards: "Also requests developing country Parties, when developing and implementing their national strategies or action plans, to address, inter alia, drivers of deforestation and forest degradation, land tenure issues, forest governance issues, gender consideration and the safeguards identified in paragraph 2 of annex 1 to this decision, ensuring the full and effective participation of relevant stakeholders, inter alia, indigenous peoples and local communities" 1 CP/16. With paragraph 71(d), the Cancun Agreement set forth a framework for REDD+ safeguards.

21 See note above(Vulnerability-"Noting ...that the effects of climate change will be felt most acutely by those segments of the population that are already vulnerable owing to geography, gender, age, indigenous or minority status and disability."; Gender equality and effective participation "...and that gender equality and the effective participation of women and indigenous peoples are important for effective action on all aspects of climate change"

BOX 3: GENDER REFERENCES IN THE CANCUN AGREEMENTS

“Noting resolution 10/4 of the United Nations Human Rights Council on ‘human rights and climate change’, which recognizes that the adverse effects of climate change have a range of direct and indirect implications for the effective enjoyment of human rights and that the effects of climate change will be felt most acutely by those segments of the population that are already vulnerable owing to geography, gender, age, indigenous or minority status and disability.”

“Recognizes the need to engage a broad range of stakeholders at global, regional, national and local levels, be they government, including subnational and local government, private business or civil society, including youth and persons with disability, and that gender equality and the effective participation of women and indigenous peoples are important for effective action on all aspects of climate change;” (7/CP.16).

“Affirms that enhanced action on adaptation should be undertaken in accordance with the Convention; follow a country-driven, gender –sensitive, participatory and fully transparent approach, taking into consideration vulnerable groups, community and ecosystems; and be based on and guided by the best available science and, as appropriate, traditional and indigenous knowledge; with a view to integrating adaptation into relevant social, economic and environmental policies and actions, where appropriate;” (12/CP. 16)

“Also requests developing country Parties, when developing and implementing their national strategies or action plans, to address, inter alia, drivers of deforestation and forest degradation, land tenure issues, forest governance issues, gender consideration and the safeguards identified in paragraph 2 of annex 1 to this decision, ensuring the full and effective participation of relevant stakeholders, inter alia, indigenous peoples and local communities” (1 CP/16).

The Cancun Agreements, by explicitly tying gender to vulnerability, set the stage to address those inequalities that contribute to vulnerability. The operationalization of the human rights-based approach to development specifically targets such inequalities and directs actions to address the drivers. Because of the differentiated rights, roles and responsibilities of men and women on the forest estate, the principles of equality and participation—which are also guiding principles in the human rights approach—are necessary prerequisites to the design and implementation of effective and efficient REDD+ policies, strategies and programmes.

Participatory, transparent and accountable approaches to good governance are also elaborated in the human rights approach to development. Linking these attributes with gender equality concerns underscores the relevance of interdependencies between both gender and good governance measures in the context of REDD+ readiness. It is interesting to note that references to land tenure, forest governance

and the full and effective participation of women contained in the Cancun Agreements appear virtually the same as in the elaboration of the human rights-based approach. These are key interdependent variables in the mainstreaming of gender and REDD+. This paper similarly recognizes these issues as pivot points from which to operationalize gender mainstreaming.

3.3 Gender Mainstreaming Trends in Relevant Standards Safeguard Initiatives

Steps towards integration of gender issues in REDD+ appear in a number of safeguards and standards initiatives.

Both the Carbon Investment Funds (CIF) and the Forest Investment Program (FIP) are developing gender mainstreaming guidance, and the Global Environment Facility (GEF) drafted a safeguards framework in 2011 that includes gender mainstreaming as a stand-alone policy complementing and cross-cutting the seven safeguards elaborated therein. The United States Agency for International Development (USAID) also recently instituted the Automated Directives System²²—essentially a gender regulation that is tied to every component of their funding value chain, from procurement through programme evaluation. Likewise, the Inter-American Development Bank (IADB)²³ revised its gender policy, in 2010 with a proactive investment component and a protective safeguards component.

The Draft Governing Instrument for the Green Climate Fund (GCF), submitted by the Transitional Committee to COP 17 in December 2011 for its consideration and approval, includes five references to gender, including in the guiding principles, operational modalities and stakeholder input and participation. It also urges gender balance in the Board and Secretariat. The overall intention is for gender equality to be recognized within the future GCF as a cross-cutting principle addressed in all facets of the future Fund, including its possible REDD+ financing window.

The voluntary REDD+ Social and Environmental Standards (REDD+ SES), supported by CCBA and CARE, aim to build a framework for identifying and reporting social and environmental benefits through voluntary standards for national REDD+ programmes. A country-level standards committee develops country-specific indicators, which in turn go through a review process with feedback from an international standards committee. The dialogue established between the international standards committee and countries on tailoring standards is consistent with the participatory, inclusive and country-driven elements of the human rights approach. REDD+ SES standards include nine references to gender/women. The definition of “marginalized” and “vulnerable peoples or groups” mentions that gender relations and inequities may be relevant. Principle 3, Criteria 3.2, indicators propose the inclusion of gender-differentiated impacts in the participatory assessment and monitoring of the positive and negative impacts of REDD+; Principle 6, Criteria 6.2, identifies women as a marginalized and/or vulnerable group that should be represented. Principle 8 refers to CEDAW as one of the international conventions that REDD+ programmes should comply with, and Criteria 8.1.3, women’s and other marginalized groups’ rights are recognized and respected by REDD+ programmes.

Finally, the UN-REDD Programme is developing Social and Environmental Principles and Criteria that will provide a framework for ensuring that its activities promote social and environmental benefits and reduce

22 www.usaid.gov/our_work/cross-cutting_programs/wid/gender/ads_gender.html

23 <http://www.iadb.org/en/news/news-releases/2010-11-04/new-operational-policy-for-gender-equality-idb,8471.html>

risks from REDD+.²⁴ The draft UN-REDD Social and Environmental Principles and Criteria are currently being developed through a consultation process.²⁵ As they stand, under a principle of “respect and protect stakeholder rights, including human rights, statutory and customary rights, and collective rights,” two criteria (i.e. conditions that need to be met by UN-REDD Programme-funded activities to contribute to the achievement of the said Principle), call respectively for (1) the promotion and enhancement of “gender equality, gender equity and women’s empowerment” and (2) protecting and enhancing, while minimizing adverse impacts on, economic, social and political well-being of relevant stakeholders with special attention to the most vulnerable and marginalized groups, specifically mentioning women and youth. Adherence to CEDAW is also mentioned under Principle 4.



24 The draft of these Principles and Criteria is under revision and review, with UN-REDD undertaking a broad series of stakeholder consultations.

25 See http://www.un-redd.org/Multiple_Benefits_SEPC/tabid/54130/Default.aspx

4. Mainstreaming Gender into REDD+: Key Readiness Components

The promise of REDD+ to deliver on multiple and interdependent climate and development objectives over time must be balanced against the serious risk that REDD+ could lead to decreased access to forest resources for a significant portion of the world's most vulnerable populations. This is not a small concern; safeguarding against such consequences is critical. To ensure integrity, REDD+ schemes must guarantee sustainable alternative livelihoods, as necessary, to local communities.

Gender analyses of REDD+ processes, mechanisms and policies can provide the necessary contextual analysis to flag potential adverse consequences and inform decisions on how to prevent them. Recognizing that opportunity costs of the use or non-use of different forest resources, as well as community needs and knowledge bases, will shift over time, related alternative livelihood initiatives must be flexible enough to evolve with these changing variables.

The case for mainstreaming gender in REDD+ examines four main readiness components. These include: (1) stakeholder engagement, through presence, participation and representation/decision-making; (2) property rights, land and resource tenure; (3) ensuring multiple benefits of forests and REDD+; and (4) transparent, equitable and accountable management of REDD+ funds.²⁶ Social inclusion, jobs and green development, although not a “readiness component” per se, are also addressed. This section elaborates what these areas comprise, and why mainstreaming gender may be critical for efficiency, effectiveness and sustainability.

BOX 4: GENDER EQUALITY AND BRIDGE BUILDING?

When building a bridge in Sri Lanka, “gender equality” had been put on the agenda of pre-operation briefings. The operation officer didn't think that was necessary. “Our task is to build a bridge, we don't need to worry about gender issues,” he said.’ However, after the instructor underlined that the bridge would also be used by women and children – and not only by men driving cars – it was agreed that a pedestrian zone would be constructed on the bridge.’

Source: Margot Wallström, keynote speech at the 2009 Monrovia Colloquium on Gender and Climate Change

26 For the sake of concision, establishing MRV systems for carbon, a key element on the path to readiness, is not explicitly discussed in this paper.

4.1 Stakeholder Engagement: Effective and Equitable Gendered Participation and Representation in Decision Making

Given the overall low level of women's participation in REDD+ processes, mechanisms and REDD+-like projects to date, this paper pays specific attention to increasing women's engagement and representation in decision-making roles.

Meaningful stakeholder engagement implies full and effective participation of all stakeholders in all three phases of REDD+. To ensure the effective participation of both women and men, gender concerns must be considered through all REDD+ stages.

Among the various approaches that have been taken to ensure adequate levels of women's and men's participation in development activities, the typology that appears most useful for REDD+ is one based on presence, participation, and engagement in all phases of decision-making.²⁷ Women's effective participation should be measured through equity and efficiency of the resulting programmes and policy. Equity in community forest groups is measured through women's presence and voice in decision-making, in framing of forest closure rules and in access to benefit-sharing and funding allocations. However, though women's presence in decision making is important, it is insufficient alone to ensure full and effective participation. Efficiency of process involves a consideration of women's knowledge in rule-making by including both women and men in processes "to formulate rules that are not only fairer but also perceived by them to be so."²⁸

While using participatory approaches, it is important to consider gender-disaggregated data at all levels and sectors for equal and equitable participation of men and women and among women. Understanding how power relations operate in social interactions is also important in analyzing participation. The following sections elaborate the need for gender-differentiated data (4.1.1), gendered dimensions of presence and participation (4.1.2), and representation and decision-making (4.1.3).

4.1.1 Understand Men and Women's Differentiated Use, Roles, Responsibilities for and Knowledge of Forests

Context

Poor rural women's use of the forest for subsistence purposes, non-timber forest products and alternative livelihoods are central concerns for REDD+, and their contributions to sustainable forest management and enhancement of carbon stocks are potential opportunities.²⁹ Due to insufficient sex-disaggregated data and evidence bases, policy-makers, programme staff and others often lack the information they need to draw empirically sound conclusions and to direct resources and design interventions effectively. The use of the term "community" as homogeneous, static, harmonious and "un-gendered" units within which

27 See, for example, Agrawal 2005

28 Agarwal, 2001

29 See, for example Brown: "men play a predominant role in opening the forest for cultivation while women generally prepare the soil, plant, tend and harvest the crops planted in subsequent years" and "In Cameroon, NTFP exploitation is closely related to the task and activities of different members of a household, with women tending to collect more food products in the fields, fallows and secondary forests. Men, in general, are more aware of primary forest species which they collect while on hunting trips (van Dijk 1999, Russell and Tchamou 2001). The products that women collect generally contribute to satisfying the food needs, medicinal needs and practical needs of daily life, such as firewood (Tobith and Cuny 2006)."

people share common interests and needs conceals power relations and masks biases in interests and needs based on, for example age, class, caste, ethnicity, religion and gender.³⁰ Therefore, practitioners should question gender differences, i.e. what it means to be a man or a woman in a given context³¹.

Making the case

Establishing an evidence base on the gendered dimensions of resource access, knowledge and use can help to more accurately identify the drivers of deforestation and new opportunities for sustainable forest management. In turn, this can result in better designed interventions and lead to more efficient implementation.

BOX 5: IMPROVED DEVELOPMENT AND ENVIRONMENTAL OUTCOMES: EXAMPLES OF WOMEN PARTICIPATION IN COMMUNITY FORESTRY IN INDIA AND NEPAL

A 2011 study in India conducted by Nimai Das succeeded in proving their hypothesis: that gender planning in participatory forestry programmes increases women's income through empowering them in the management of the system, reduces their time to engage in collection of forest produce, and augments involvement in other forestry tasks such as processing of forest produce. The study also revealed that women in the female managed FPC villages became major contributors to their family income [therefore improving household income level/economic conditions]. *Source: Rural Das, 2011*

In 2006, a study on the gendered effects of participation in decentralized environmental conservation examined data collected from over 675 village level forest protection committees in Madhya Pradesh, India. The study had dual objectives- to better understand the extent to which women are equal participants in or beneficiaries of JFM, and how their participation affects resource related outcomes or institutional effectiveness. The research is especially relevant for contexts where women depend on and are extensively involved in the harvesting of non-timber forest. The study shined a particular light on how women in these villages participate and become instrumental in positive development outcomes. Their statistically significant findings were positive in all three outcomes: women's participation was associated with a 24 percent increase in the probability of controlling illicit grazing; a 28 percent increase in controlling illicit felling, and increased regeneration of allotted forest by approximately 28 percent. Moreover, in the case of illicit grazing, results indicate that when women belong to a forest protection committee, participate in meetings of that committee and patrol the forest then, the probability of controlling illicit grazing is 25percent higher than in communities where women do not participate in these activities.

Source: Agrawal et al 2006

30 Guijt and Shah, 1999

31 Andrea Cornwall, 1998

How?

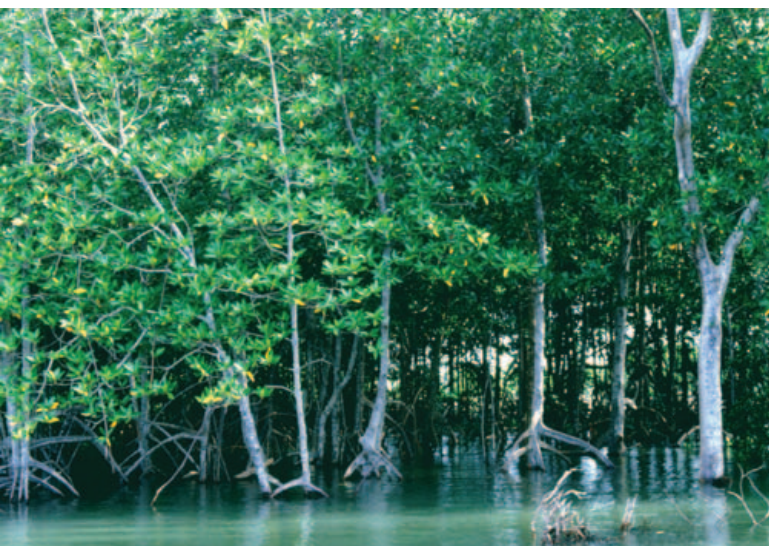
Tools such as gender assessments, gender-sensitive budgeting, and gender audits should be used systematically. Due to long REDD+ project cycles, as well as the combination of shifting variables that inform the drivers of deforestation, opportunity costs and forest stewardship, tracking such data is critical to adapting programmes and policies over time to ensure goals for emission reductions and other development objectives, such as poverty alleviation, are met. In this way, the sustainability, or permanence, of emissions reductions can be improved through the ongoing collection, analysis and use of sex-disaggregated data.

4.1.2 Presence and Meaningful Participation

Context

Statistics from both agriculture and forestry indicate that women's labor hours, frequently tied to subsistence and family care, are greater than men's. This translates into less free time to attend and participate in meetings and consultations³² and can lead to incomplete information on which to design policies and programmes.

Even if present in meetings, women's ability for free expression in public meetings can be constrained by social structures; hence the oft cited "gender-blind" approaches that assume communities are homogenous.³³



Making the case

Evidence such as that from community forestry groups in Nepal and the Joint Forestry Management in India³⁴ suggests that women's engagement in community or participatory forestry initiatives can improve environment-and-development outcomes (see box 5). A recent IFPRI/CIFOR study found that gender balanced groups participate more in forestry decision making and are more likely to have exclusive use of forests. The significance of these findings lies in part in shifting the focus to the power dynamics between women and men, rather than studying them in isolation.³⁵

Such evidence is useful when considering REDD+, particularly given that some of the key distinguishing factors of REDD+ include behavior changes linked to viable alternative livelihoods. These relate to the intersection of subsistence-related activities over long project cycles, as well as new income-generation opportunities for both women and men. Including women as active participants in REDD+ could reduce risks of permanence and promote such benefits as poverty alleviation through income generation and improved project design and integrity. It could also ensure the careful preservation and integration of community and traditional practices into new REDD+ conservations schemes.

32 Das, 2011

33 Bina Agrawal, and others, have defined gender-based participatory exclusions within local community forestry practices

34 Agrawal A. et al 2006

35 Sun Y. and Mwangi E., 2011

Efficiency, efficacy and sustainability are all positively impacted through the effective inclusion and participation of women.

How ?

Gender-responsive participatory processes include the use of women-only interviews and gender-specific focus groups and group consultations. These approaches enable women to fully participate and make their voices heard with minimal distortion of message. Other methods to support women's engagement that are not meeting-based are also worth contemplating.

Gender-sensitive vulnerability and needs assessments mentioned above can also be used to collect and analyze sex-disaggregated data on time use and income, including household/care work and formal and informal labor that highlight obstacles and opportunities for participation.

4.1.3 Representation and Decision-Making

Context

Decision-making is distinct from stakeholder engagement. Whereas ensuring women are engaged in consultations advances an understanding of women's practical needs (i.e. health, nutrition, education and subsistence), ensuring that women have appropriate and adequate representation in decision-making settings addresses their strategic needs. Strategic needs are also potentially more transformative since they can bring about greater gender equality by challenging the existing structural barriers to women's participation, such as access to decision-making bodies and division of labor.³⁶ Further, it is important to recognize that gender-sensitive institutional reform is required not only to get women through the door in politics, but also for policy-making and implementation to reflect gender equality³⁷.

Making the case

Consider the study of a community forestry user group. Bina Agrawal's findings, based on primary data from Nepal and India, shows that having a high proportion of women in user-group executive committees and other key decision-making bodies significantly improves forest condition. Groups with all-women executive committees in the Nepal sample showed better forest regeneration and canopy growth than other groups, despite receiving much smaller and more degraded forests to manage. The beneficial impact of women's presence on these conservation outcomes is attributed to women's contributions to improved forest protection and rule compliance. The author also identified increased opportunities for women to use their knowledge of plant species and methods of product extraction as likely contributory factors.³⁸

The Kafley Community Forest Lalitpur District in Nepal comprises a block of 96 hectares that has more recent and available data on the management outcomes, which are more directly applicable to REDD+ considerations. The block is managed by a community forestry user group made up of 60 households. Six out of eleven elected executive committee members are women. The management decisions they have

36 Boyd, in Oxfam Gender Justice

37 Goetz, 2003

38 Agrawal, A. et al 2006

taken have led to significant improvements, including an increase in total carbon stock of more than 1 ton per hectare (around 2 percent annual growth in carbon stock); sequestration of around 440 tons of carbon dioxide per year (additional to the no-management scenario); and community income increased to by \$280 per year, a significant increase (the total is \$880 per year per household).³⁹

These examples illustrate how enhancing women's engagement as decision-makers can lead to improved outcomes relevant to REDD+, such as increased regeneration and canopy growth, increased carbon stock and increased carbon sequestration, and in turn increased income.

As stated above, processes that are inclusive, iterative and support innovation are more likely to generate REDD+ interventions that yield lasting climate change and sustainable development impacts. Engaging women in particular in decision-making is a prudent strategy because it will contribute to demand side development of REDD+ interventions. This could result in greater likelihood of compliance with new and innovative approaches over time, thereby contributing to sustainability.

Calls for increasing women's role as decision-makers moves us beyond the realm of stakeholder engagement, and advances both effective programmes and adaptive policy interventions. Women's role as problem-solvers or implementers is often relegated to the production end of the value chain, rather than further upstream where decisions are taken.⁴⁰ Private and government-sector interest in gender mainstreaming might also inform the thinking, practices and trajectory of mainstreaming gender in REDD+. There are a multitude of studies that analyze the impact of gender integration at various organizational levels and the corresponding impact on performance.⁴¹ Norway, for example, is viewed by many as a world leader in gender mainstreaming because of its use of quotas, mandates and requirements for gender balance in decision-making bodies.⁴² Such measures could also improve REDD+ outcomes.

How?

Requiring gender balance in decision-making bodies will necessitate new types of capacity building activities. There are three types of capacity building needed for mainstreaming gender in REDD+: capacity building for REDD+, sensitization and capacity building for gender equality principles, and finally, capacity building for women in particular on effective political participation. The latter type involves addressing women's frequent lack of understanding about their rights, and the barriers to exercising those rights, in order to hold governments, corporations and other actors accountable.

As stand-alone matters, both gender equality and REDD+ are sufficiently complex. Otzelberger concludes that climate change experts may experience a level of process exhaustion when they hear the term gender mainstreaming.⁴³ Gender experts may also be at an equal loss in understanding the complex nature of climate change. Improving the capacity to understand each issue and their links underpins both the efficiency and efficacy of men and women's engagement in crafting and implementing sustainable REDD+ interventions. Capacity-building support needs to encompass local, national, and international levels, with programmes appropriately tailored to address the challenges arising at each of these different levels.

39 Murdiyarto, D. and Skutsch, M. 2006

40 Gurung, J. et al 2011

41 See, for example McKinsey and <http://www.catalyst.org/press-release/73/companies-with-more-women-board-directors-experience-higher-financial-performance-according-to-latest-catalyst-bottom-line-report>

42 http://www.gender.no/Policies_tools/Public_agencies

43 Otzenberger 2011

BOX 6: INCREASING WOMEN'S LEADERSHIP IN DECISION MAKING SPACES TO FACILITATE WOMEN SECURING ASSETS

The Huiarou Coalition runs an initiative explicitly focused on partnering with local organizations to build capacity and increase women's leadership in decision-making spaces as a strategy to accomplish Millennium Development Goal #3 (MDG3). By increasing women's leadership and participation in decision-making spaces, they hope to help women improve their ability to secure assets.

For example, EspacoFeminista is a Brazil based community organization that uses participatory methods to educate and build the capacity of grassroots women leaders in two main areas: access to and control over land and housing and increasing women's participation in spaces of social policies.

EspacoFeminista has increased grassroots women's awareness of gender inequality and how it negatively impacts their lives, increasing their ability to participate in decision-making, establishing mechanisms for women to influence public policies, and supporting women who run for elected positions.

Through this work, grassroots women have influenced government policy of slum upgrading and land regularization in Brazil in favor of the poor and women. As a direct result, land in one previously informal settlement has been formalized and the residents are no longer in danger of eviction.

Source: Huiarou Commission 2011

Challenges

The typology of presence, participation and decision-making can serve as a useful benchmark in designing the strategic, policy and programmatic interventions that will operationalize mainstreaming gender into REDD+.

It is important to note, however, that this is not a box-ticking exercise: getting women into meetings, ensuring that they actively participate in those meetings and finally enabling women as decision-makers requires addressing the asymmetries of power and other cultural norms that influence gender equality. Ultimately, increasing the role of women in consultations can help increase implementation efficiency, increasing women's full and effective participation will increase efficacy, and increasing women's roles as decision-makers will increase sustainability.

Ensuring engagement of women is not only important at the local community level, but also in international discussions. For example, women's leadership in making the case for UNDRIP in various global governance settings was critical to its eventual adoption by member states. Going forward, women at the United Nations Permanent Forum on Indigenous Issues and in the indigenous caucus of the UNFCCC will continue to shape the fate of REDD+. Similarly, it is important to note that the Women's Caucus was formed at the UNFCCC in part to ensure that gender is addressed in the global safeguards debate, with REDD+ being one of the critical problem domains where such safeguards are vital.

4.2 Property Rights and Land and Resource Tenure

Context

The consideration of tenure rights and responsibilities in control, access, use and management of resources is key to understanding local social contexts, perceptions, and concerns.⁴⁴ Land tenure and ownership have been at the core of the “No Rights, No REDD” argument. The gendered dimensions of property rights and tenurial security are complex. These complexities include distinctions between men and women’s access to and knowledge of the forest estate, and distinctions between tenurial ownership not only to land, but also to specific resources such as trees and species. Access to, control over, and ownership of land and resources is mediated by legal constructs including international, customary and statutory laws, de facto practices such as traditional access, and project-based rules. These systems vary regionally, and are tied more broadly to equity constructs in the social, economic and political realms.

National governments own the majority of the world’s standing forests, but there is now evidence to show that devolving management of forests to communities and recognizing customary tenure rights can improve forest management and livelihood outcomes.⁴⁵ A recent study from the U.S. National Academy of Sciences further concluded that if governments wish to optimize carbon storage benefits in decentralized forest governance, then the size of the parcel that communities manage should be larger, rather than smaller. This same study demonstrates that improved carbon storage and livelihood benefits correlate with greater local rights to make rules about how to govern the forests; and transfer of land ownership of forest commons likely advances carbon storage benefits because local communities have the incentive to defer present livelihood benefits and invest in longer-term solutions, such as the shift from annual crops to the planting of tree crops.

Concerns that REDD+ might close traditional or customary tenure rights to local communities generally, and to poor women in particular, are not theoretical. Poor rural women in particular face disadvantages to access and ownership⁴⁶. Dale and Park further state that:

“Examination of the gendered impacts of the historical development of large-scale commercial agriculture suggests that large-scale land deals may not only worsen poor conditions of female land access and ownership but also limit rural women’s opportunities for income generation with cascading negative impacts on overall sustainable rural development, food and nutrition security and poverty reduction, and recent case study research by the ILC supports this conclusion.”⁴⁷

Making the case

Individuals or groups without rights to tenurial security or ownership, and by extension the rights to make rules about the management of those lands, may be less inclined to defer present livelihood benefits or share traditional knowledge.

The importance of considering gender dimensions of property rights and tenurial security stems from the fact that each provides the means for production and assets for livelihoods. This can happen directly through expanded opportunities for subsistence activities, and indirectly through improved access to

44 Bandiaky, 2008

45 Chhatre, A and Agrawal, A 2009

46 Behrman, J., et al 2011

47 Daley, E. and Mi young Park, C. 2011

credit, markets and training. Without the right to means of production, or the platform land tenure could provide to the other systems, women's economic opportunities are deeply constrained.

How?

Aligning incentives for investors and local communities is key for making the case for REDD+. As primary users of forests, ensuring tenurial security for women in particular would provide higher degree of confidence in the alignment of those incentives. However, despite some significant changes in individual cases,⁴⁸ evidence that improved tenure by women leads to better management remains anecdotal. A research programme to strengthen the empirical case for women's tenurial land ownership rights could be designed to share lessons learned.

Note that these issues are further complicated when considering the links between tenure and carbon rights. The gendered dimensions of carbon as a resource and asset are yet to be fully understood and would benefit from further research. At a minimum, the complexities underscore the need to ensure that structural and other forms of gender inequalities do not constrain women from meaningful participation in REDD+ decision-making related to these bundle of rights. REDD- Net Coordinator Regan Suzuki noted that "The need for [most vulnerable and marginalized groups] to understand, shape and exercise their rights over forests is critical if carbon markets are to deliver the livelihood gains and changes in behavior where they are most needed."⁴⁹ This of course applies to women.

4.3 Enhancing the Ecosystems-based Benefits of REDD+



Context

The success of REDD+ on the ground will be linked to the degree to which REDD+ interventions are successfully situated within broad sustainability contexts. Preventing the loss or degradation of forests results in multiple benefits, in addition to protecting or enhancing carbon stocks. These include "ecosystem-based benefits," such as conservation of forest biodiversity, water regulation, soil conservation, timber, forest foods and other non-timber forest products. Various factors affect the extent to which these benefits are delivered: the type, location and condition of the forest involved, which REDD+ activity is undertaken, how it is implemented, and the

dependence of the local population on forest resources.

Making the case

With respect to biodiversity, links between women's subsistence activities and their gendered knowledge of the forest estate could add value to community forestry activities, such as forest monitoring, soil

48 The Kenyan Constitution now recognizes women's tenure rights, and Ethiopia now includes the names and photos of husband and wife in land certification.

49 REDD+-Net bulletin; Asia Pacific Issue 03 January 2011

management, and forest restoration functions. Local communities' knowledge of trees and non-timber forest products is not only traditional and complex, but also often heavily differentiated by gender.⁵⁰

These activities and knowledge could contribute positively to the sustainable management of forests or enhancement of forest carbon stocks, two key constituent elements of REDD+. This is particularly relevant in the context of non-timber forest products and food security. Gender asymmetry in ownership and access to productive resources such as land causes women to rely disproportionately on non-timber forest products (NTFPs) for income and nutrition.⁵¹ The relationship between women's roles in household subsistence use and knowledge of forests and NTFP's holds across each of the REDD+ regions—Africa, Asia, and Latin America."⁵²

How?

Here again REDD+ strategies, policies and measures need to draw on gender- differentiated information to minimize possible negative effects and open up the possibility of creating demand-side value. Utilizing the full spectrum of this knowledge set can facilitate the development of robust and sustainable REDD+ interventions.

4.4 Transparent, Equitable, and Accountable Management of REDD+ Funds

4.4.1 Payment for Ecosystem Services (PES) and Benefit Distribution Systems (BDS)

Context

In some cases REDD+ will function as a form of PES. Gendered dimensions of PES include differentiated access to and control over resources, knowledge, decision-making structures and distribution of benefits. PES also a relatively new mechanism, has not uniformly succeeded in getting payments to poorer community members due to elite capture; this is detrimental to women's effective participation and representation and access to benefits. "Studies to date suggest that unless Community Forest Management deliberately targets poorer community members, they likely could receive insignificant benefits from forest management efforts, and could even be negatively affected as a result of REDD+ and participatory forest management forest activities," warns Agrawal.⁵³

Making the case

A recent DFID study suggests that direct cash transfers to women increases their bargaining power within the home, improves intra-household allocation of resources for human development and lessens the risk of households' resorting to negative coping mechanisms, such as transactional sex. A gender audit of Bolsa Família, a social welfare program of the Brazil government that provides both direct and conditional cash transfers to poor families, found powerful evidence that women's domestic status increased because of the income they received. This was in part because such income was regular and dependable, whereas the wages of other household members was uncertain. The impact of Bolsa Família on women's labor

50 "The primary players in the collection, processing and marketing of NTFPs are women. Women gather the bulk of forest produce, and this includes food and fuel related forest products. Women also gather NTFPs that are primarily for market consumption." Agrawal, A. et al 2006. See also footnote 29.

51 FAO 1995.

52 See also footnote 29

53 Ibid

market participation is also very strong: the participation rate of beneficiary women was 16 percent greater than for women in similar non-participating households.⁵⁴ Equitable payment structuring—including a focus on women— could lead to increased sustainability of REDD+.

How?

Lessons from Brazil and other successful women-centered conditional cash transfer programmes should be applied to initial efforts to structure REDD+ payments.

In his recently published analysis of Benefit Distribution Systems, Costander suggested including equitable access to benefit-sharing for men and women and multi-stakeholder governance. Vertical (e.g. country to community) and horizontal (local government to all community members) equity should also translate into stipulations from the national to the local governments vis a vis gender equity.⁵⁵

4.4.2 Corruption Risks

Context

Increasing evidence is mounting that corruption has differential impacts on women and men “in particular with respect to their access to essential public services, justice and security and in their capacity to engage in public decision-making.”⁵⁶ Corruption risks in the readiness phase include risks of powerful elites seeking to have their interests enshrined in the national programme strategy and policies. In the implementation phase of REDD+, petty corruption is also likely to occur as it relates to the distribution of benefits, including through the sale of carbon rights or overlooking illegal activities. Some proposed ways to mitigate corruption risks include integrity assessments of institutions along the payment chains, capacity building in land administration, clarity around land and resource tenure, and robust multi-stakeholder consultations and participation in the design and oversight of all REDD+ related programming.

One of the central concerns of gender activists is the risk that money targeted for women is absconded with by powerful actors or elites ; this may happen because women tend to be less aware of their rights, and therefore less likely than men to demand that public authorities account for missing funds.⁵⁷

Making the case

Women’s vulnerabilities, perceptions and experience of corruption may vary from those of men. Ensuring that the data on which anti-corruption policies are built reflects different perspectives will lead to better design and prioritization, effectively supporting more targeted and efficient measures.

How?

Here again gender-disaggregated data on how corruption has been perceived and experienced by different groups will be key. In addition, accountability mechanisms, including redress mechanisms at the

54 DFID

55 Costander 2011

56 UNDP February 2011 Report on Gender and Corruption).

57 World Bank, 2009.

national level, must be designed and accessible to allow women to bring complaints, as individuals or as groups, should REDD+ measures negatively impact them or their communities.

4.5 Inclusive growth, social benefits and green development

Context

Inclusive green development seeks to sustain and advance economic, environmental and social well-being at the same time. REDD+ payments have the potential to be a catalyst for countries to undertake this transformation towards green development.

Making the case

A key part of inclusive green development is increasing incomes of the poor; with women comprising 70 percent of those earning less than \$2 per day, an elevation in the income of women would be vital to this transformation. Ignoring women's needs and poverty would guarantee failure of any strategy for comprehensive change. In addition, research has shown that empowering women and increasing their purchasing power is essential to reaching development goals, especially those related to health and education.

Evidence from women's participation in community forestry and other sectors, as well as more recent research on gender mainstreaming in the private and public sectors suggest that strategies that target equal opportunity employment benefit both development and climate outcomes (See Boxes 3, 4 and 5).

Moreover, opportunities to work with women to understand and integrate their understanding of sustainable forest management correlate to a clear potential area of growth. Positive experiences with women in microfinance could be drawn upon to shape opportunities for women as REDD+ entrepreneurs and to build on their understanding of sustainable forestry management in combination with opportunities to manage a new asset class.

How?

Job creation programs to enact REDD+ policies that are geared towards women and income generation that help to strengthen women's roles at the community level will be key. Women need to be incorporated and supported at all levels, including in technical work relating to REDD+, such as MRV and data collection, as well as in academia and government.

As seen above, women bear many burdens for caring for their families and community; this includes acquisition of energy sources such as firewood and water for drinking. The role that forests play in these ecosystem services is well-documented, and the need to properly value these services is key. REDD+ investments can be leveraged to induce other investments that deliver on these ecosystem services to help maintain them for the benefit of communities, but specifically women.

REDD+ can draw on many resources for success stories of mainstreaming gender, from the broad microcredit enterprise literature, to more recent interest in women as entrepreneurs and to the increasing interest in value-chain analyses. A more specific lens can also be applied when looking at examples of women as innovators in the forest and climate arenas. Interesting examples of gender mainstreaming include the Maya Nut Program, which promotes "community based conservation that focuses on women as the caretakers

BOX 7: CASE STUDY: HIFADHI YA MISITU YA ASILI (HIMA) PILOTING GENDER-SENSITIVE REDD IN TANZANIA

CARE Tanzania's HIMA project aims to bring a pro-poor gender-equitable approach to community forest management in Zanzibar through a REDD pilot project. The project aims to provide forest-dependent communities with secure property rights, equitable rewards for providing ecosystem services and other livelihood benefits, as well as to inform the priorities of Zanzibar's national REDD strategy. Target beneficiaries comprise 16,000 rural households and the geographical scope comprises 27,650 ha of forests.

CARE HIMA seeks to harness the synergies between established best development practices on gender and the needs of REDD+. For example, women's village savings and loans groups can be involved in the management of local REDD revenues; and addressing the attitudes of the younger generation on conservation can also be used as an opportunity to question gender stereotypes.

Indicative activities the project undertakes include:

- improve participation of women in village conservation committees
- incorporate women's needs and opinions in land use plans
- promote sources of income for women
- address the issue of household energy needs
- monitor differential impacts on men and women

Specific challenges facing the project include:

- Forest management – women may be denied access to forest resources, including land for subsistence agriculture
- Land tenure - in a situation where customary rights commonly over-ride legal rights, women's entitlement to benefits of REDD is at risk
- Forest governance - the challenges of meaningful participation by women and ensuring transparency and accountability of those involved in the managing REDD.

of the family and the environment”⁵⁸ and Energia, which focuses on empowering rural and urban women through a specific focus on energy.⁵⁹ Although each of these examples is unique, they all offer innovative approaches that address the links between economic, environmental, climate, community and gender variables. In each of these cases, elegant solutions have emerged that demonstrate the many benefits of gender mainstreaming, including increased efficacy and sustainability.

58 Schalatek, 2009 and <http://sustainabilityscience.org/content.html?contentid=2692>

59 <http://www.energia.org/>



The three-phase approach to REDD+ will likely provide new and different kinds of jobs in local forest communities, depending on the phase. Because REDD+ is a relatively new mechanism, and since most countries are still in an early phase of REDD+ readiness, there is still ample time to ensure that job training and employment opportunities related to REDD+ are structured so as to provide equal access to women and men. This could include both forestry-related dimensions (e.g. technology enabled and new forestry practices and methods to increase and sustain carbon sequestration) and administrative and management functions (e.g. managers of carbon as an asset class, community-level carbon aggregators, community facilitators

or treasurers of Community Benefit Distribution Systems, MRV functions, etc.).

4.6 Monitoring and Evaluation

Most readiness plans to date have neglected to create the gender differentiated data sets and project-specific baselines against which gender-differentiated impacts could be measured and evaluated over the long term.⁶⁰ While implementers may face difficulties retrofitting the plans, doing so will help identify gender-specific impacts and help ensure that unintended negative consequences are identified and addressed. It may also help identify positive experiences and lessons learned that may not otherwise be captured.

Institutional commitments to developing gender mainstreaming principles and policies are not always matched by a similar commitment to their implementation.⁶¹ Implementation challenges include the fact that monitoring and evaluation are rarely linked to project objectives or results; lack of effective accountability mechanisms, staff interest or understanding; and the extent to which gender is specified in the design documents, logic models and strategies.⁶²

For monitoring and evaluation to be effective, it is important to have a pre-project gender analysis and a project baseline with gender-differentiated data. Monitoring and evaluation plans can provide the incentive structure, accountability mechanisms and roadmaps necessary for effective implementation. A serious commitment to monitoring and evaluation plans helps ensure the development of much-needed empirical knowledge about how gender mainstreaming can improve climate and development outcomes under REDD+. Accountability mechanisms can ensure compliance with gender mainstreaming plans, including requirements for the collection of sex-disaggregated data, participatory monitoring and evaluation (that includes both women and men), and the development and use of gender-sensitive indicators.⁶³

60 This is based on national UN-REDD Programme documents and no analysis of the implementation of these programmes has been done here. One example of gender mainstreaming in REDD+ planning is in the DRC which has established 30 thematic groups working on the diverse aspects of REDD+ for a participative elaboration of the national REDD+ strategy. One of these groups is specifically looking at the gender implications of REDD+.

61 Gurung J. 2011, Schalatek L. 2009, others

62 World Bank 2009

63 Aguilar, L. 2009

Effective monitoring and evaluation of gender mainstreaming will provide greater accuracy of data inputs. This could in turn improve the efficacy and efficiency of REDD+ interventions: all REDD+ methodologies require discounting for uncertainty; with more accurate data, there are lower deductions and more carbon, and thus more value for communities. With REDD+ requiring flexible and robust management approaches (e.g. to effectively factor for shifting opportunity costs), this continuous feedback loop would serve to ensure both efficacy and sustainability over time.



5. Conclusions and Recommendations

Natural resources are fundamental to poor rural women's livelihoods, and their importance is contextual (social, economic, and political) and based on women's "material realities."⁶⁴

Forest resource management cannot be understood without a concern for gender and the consideration of local people's own perspectives. Women's relationship with the environment and resources is historical,⁶⁵ and this context is important to understand.

Understanding and building on men and women's unique relationships to the social systems and environments in which they live and work is the first step in elaborating the argument that mainstreaming gender into REDD+ readiness activities and implementation is necessary. The second step is to use that information to design gender-sensitive institutional arrangements that are equitable, transparent and accountable.

Leveraging the full complement of women and men's unique knowledge of the forest can ensure more innovative approaches to developing the type of sustainable, demand side interventions that REDD+ implementation will necessitate. This requires paying specific attention to men and women's different needs and knowledge of the forests. Designing REDD+ in this manner will require a clear elaboration of the benefits to and unique contributions of men and women, as well as enforceable measures that ensure those benefits are both protected and delivered.

As shown above, the meaningful integration of gender concerns throughout policy design, implementation, monitoring and evaluation phases can positively affect the efficiency, efficacy and sustainability of readiness preparation and REDD+ implementation. This is true for donors and recipient governments alike. It is also incumbent on civil society organizations and private businesses active in the REDD+ space to adopt strategies for ensuring the inclusion of both women and men and heightening awareness of the gendered differences of forest-resource use.

Ultimately, REDD+ implementation is local and will require behavioral change. As per the NORAD's Real Time Evaluation of Norway's International Climate and Forest Initiative in Indonesia, "Many project proponents interviewed (private sector, government, and NGO actors alike) pointed out that regardless of legal tenure, local actors have de facto control over many forests, and unless they are part of the intervention and see livelihood benefits, sustainable long-term emissions reductions will not be realized."⁶⁶ Mainstreaming gender into REDD+ can narrow the gap between the promise and peril of REDD+ and in so doing, it can improve REDD+ outcomes.

Initial observations indicate that these gender mainstreaming approaches improve both development and climate and/or environmental outcomes. The "do no harm" standard should serve as a starting point in our learning and practice. But the inquiry need not stop at the prevention or "do no harm" juncture. Rather, through processes of cross-learning with other successful rural development strategies, REDD+ programmes can enhance the flow of benefits to poor women and female-headed households and help to promote gender equality. Gender mainstreaming can be used to promote pilot projects in the interest

64 Agarwal, 1991.

65 Seager, 1993 and 2003

66 NORAD Real Time Evaluation of NICFI in Indonesia

of generating positive outcomes. As a new mechanism with unique features, REDD+ is ripe for innovative approaches and strategies.

These will require a spirit of open inquiry, a willingness to experiment with and pilot different approaches to REDD+, a commitment to share best practices and lessons learned, and the opportunity to scale up those strategies, approaches and tactics that are successful.

Overall, giving consideration to gender equality in each readiness component of REDD+ makes good business sense, both creating and benefiting from a more stable investment environment for forest carbon assets.

5.1 General Recommendations

REDD+ processes and systems must be designed to address existing inequalities to ensure inclusion, participation, transparency and accountability. As shown above, tools include gender sensitization training at the local level; the collection and use of sex-disaggregated data; gender analyses of policies and programmes; and participatory, gender-sensitive budgeting, monitoring and auditing. Capacity building is an overarching necessity.

On this basis, it is recommended that policy-makers:

Build the evidence base

- require the ongoing collection, analysis and dissemination of sex-disaggregated data and information related to the promotion of gender equality⁶⁷
- create accessible platforms for access to data and information exchange
- use pilots to experiment with different elements of the value chain and to replicate their success, e.g. facilitate development of a group of women aggregators to address market access, or direct investments to women owned or managed enterprises
- use impact evaluations and participatory research to inform the trajectory and evolution of REDD+ and gender mainstreaming
- invest in knowledge management and capturing and disseminating lessons learned—both positive and negative

Build Capacity

- establish cross-institutional networks for learning e.g. FIP, FCPF, UN-REDD Programme, as well as GEF and IADB

67 Collection, analysis and use of sex-disaggregated data should be a continual process. This can be implemented through revising current instruments, for example many of the current well designed carbon measurement methodologies require upfront and ongoing social assessments. These are performed as part of the validation process and as ongoing monitoring, and could serve as a valuable source of data if designed to gather information to support gender equality in REDD+. Tools such as gender assessments, gender sensitive budgeting, and gender audits can also be used. Due to the combination of shifting variables that inform both the drivers of deforestation, opportunity costs and forest stewardship and long REDD+ project cycles, tracking such data is critical to the ability to adapt and evolve programmes and policies as necessary over time to ensure the sustainability of both the permanence of emissions reductions and other development objectives (e.g. poverty alleviation). Efforts to reduce emissions, can thus be strengthened through the ongoing collection, analysis and use of sex-disaggregated data.

- convene facilitated regional dialogues and learning exchanges between REDD+ project proponents, programme staff and other government officials (with implementation responsibilities), policy makers, women's groups and local community members to develop regionally relevant guidance
- work with local, national, regional and international women's groups to use regionally relevant guidance for mainstreaming gender in REDD+ and for training-of-trainer programmes at all levels. This information can also be used by these groups to inform strategies and action plans to mainstream gender and REDD+ at national and subnational levels
- build the capacities of government representatives, project implementers and local communities to effectively mainstream gender into REDD+ operations—and to understand why it is important to do so

Require gender integration throughout the readiness process and value chain, and provide the support necessary to implement it

- use monitoring and evaluation plans to operationalize gender mainstreaming requirements, standards and accountability mechanisms
- develop Gender Action Plans, and gender-sensitive indicators to inform roadmaps for implementers and to function as accountability tools at the institutional level

In addition, multilateral and bilateral readiness support platforms are recommended to:

- integrate gender mainstreaming guidance, tools and strategies into the guidelines and tools provided⁶⁸
- ensure that capacity building efforts at the global and regional levels are gender-sensitive
- establish seats for gender equality experts and representatives of women's groups on all decision-making bodies, including local village committees, national REDD+ bodies and the FIP, FCPF Participant Committee and UN REDD Policy Board. Provide capacity-building opportunities to ensure that these representatives are able to use these platforms effectively

5.2 REDD+ Phases recommendations to national policy-makers

Below is an attempt to link recommendations more closely to REDD+ readiness phases. As most experience comes from phase 1 readiness, these recommendations contain more details for immediate phase 1 action.

Phase 1 REDD+ Readiness:

- undertake analysis of existing national statutory, formal and informal customary laws and traditional practices that protect, promote or inhibit gender equality/equity, with a focus on political participation, land tenure, employment/wage equity⁶⁹
- undertake collection, analysis, and use of sex-disaggregated data to assess the drivers of deforestation and degradation and contributors to sustainable forest management, conservation and enhancement of forest carbon stocks. This information can in turn inform policy and programme design by clarifying issues of differential ac-

68 For the UN-REDD Programme, this will be developed in an accompanying guidance note that will explore how UN-REDD Programme can mainstream gender in instruments such as Operational Guidance on Engagement of Indigenous People and forest dependent communities, the National Programme Guidance, the National Programme Document reporting Template, Participatory Governance Assessments for REDD+ and overall monitoring frameworks.

69 Similar assessments can be undertaken at regional and international levels.

cess, use of and responsibilities between men and women on the forest estate, and their strategic needs

- identify and use country-specific gender standards and indicators, as well as bottom-up approaches
- ensure gender-responsive architecture, including consultation requirements, procedural guidance and decision-making quotas. For example, this could translate into requiring gender-balanced presence and participation in consultations, considering women-led and women-only consultations, and requiring a minimum of 30 percent women representatives on decision-making committees from the sub-national to the national levels
- engage women's organizations for inputs and to inform gender analysis of national strategies and policy frameworks; collaborate with women's organizations on gender-sensitization training and REDD+ capacity building

Phase 2 REDD+ Readiness:

Ensure:

- gender-sensitive participatory budgeting
- gender analysis of project and programme designs
- gender analysis of national strategy implementation
- requirements, mandates or other provisions for gender balanced participation in decision-making bodies
- gender-inclusive consultation, implementation, monitoring and evaluation

Phase 3 REDD+: Pay for performance

Ensure:

- both women and men have equitable access to and benefit from REDD+ benefits, including PES and employment opportunities
- mandatory gender audits of funds spent; conditional release of subsequent tranches linked to gender-performance indicators or standards
- gender-sensitive MRV, particularly around women's roles as forest users and managers, and equitable access to and distribution of benefits⁷⁰
- clear direction, incentives, resources and mandates that are matched with accountability mechanisms must be made available to ensure that gender mainstreaming is operationalized. These must be appropriately crafted for each level of implementation

70 Adapted from Liane Schalatek, Heinrich Boll Foundation

References

- Aguilar, L. Training Manual on Gender and Climate Change. San Jose: Masterlitho S.A., 2009.
- Aguilar, L., Araujo, A., and Quesada-Aguilar, A. "Reforestation, Afforestation, Deforestation, Climate Change and Gender." www.genderandenvironment.org (accessed September 21, 2011).
- Aguilar, L., and Sasvari, A. "Gender Equality Within the REDD and REDD-Plus Framework." *IUCN*, 1-10.
- Agrawal, A., Yadama, G., Andrade, R., and Bhattacharya, A. "Decentralization and Environmental Conservation: Gender Effects from Participation in Joint Forest Management." *CAPRI Working Paper No. 53*. (2006).
- Agarwal, B. "Gender and Forest Conservation: The Impact of Women's Participation in Community Forest Governance." *Ecological Economics*. 68. no. 11 (2009): 2785-2799. www.linkinghub.elsevier.com (accessed September 21, 2011).
- Agarwal, B. "Participatory Exclusions, Community Forestry, and Gender: An Analysis for South Asia and a Conceptual Framework." *World Development*. 29. no. 10 (2001): 1623-1648.
- Bandiaky, S. "Engendering Exclusion in Senegal's Democratic Decentralization: Subordinating Women through Participatory Natural Resource Management." *Representation, Equity & Environment Working Paper Series*. (2007).
- Bäthge, S. *Climate Change and Gender: Economic Empowerment of Women Through Climate Mitigation and Adaptation? Working Paper*. Eschborn: Deutsche Gesellschaft für, 2010.
- Behrman, J., Meinzen-Dick, R., and Quisumbing, A. "The Gender Implications of Large-Scale Land Deals." *IFPRI Policy Brief 17*. (2011).
- Berry, S. 1989. Social Institutions and Access to Resources. *Africa* 59(1): 41-55
- Chhatre, A., and Agrawal, A. "Trade-offs and Synergies Between Carbon Storage and Livelihood Benefits from Forest Commons." *Proceedings of the National Academy of Sciences of the United States of America*. 106. no. 42 (2009): 17667-17670.
- Colchester, M. Forest Peoples Programme, "FPP E-Newsletter Special Edition on Gender." Last modified June, 2011. Accessed September 21, 2011. www.forestpeoples.org/enewsletters/fpp-e-newsletter-special-edition-gender-june-2011.
- Costenbader, J. "REDD+ Benefit Sharing: A Comparative Assessment of Three National Policy Approaches." *Forest Carbon Partnership and UN-REDD Programme*, June 1, 2011, 1-64.
- Daley, E. and Mi young Park, C. Governing Land for Women and Men. Gender and Voluntary Guidelines on Responsible Governance of Tenure of Land and other Natural Resources. FAO, 2011
- Das, N. "Can Gender-Sensitive Forestry Programmes Increase Women's Income? Lessons from a Forest Fringe Community in an Indian Province." *FAQS.org*, April 1, 2011. <http://periodicals.faqs.org/201104/2369264741.html> (accessed November 1, 2011).

Dervis, K. *Empowered and Equal: Gender Equality Strategy 2008-2011*. New York: United Nations Development Programme, 2008.

Durbin, J. *REDD Social and Environmental Standards: Exchange and Learning Workshop*. 2011.

Eidhammer, A. *Real-Time Evaluation of Norway's International Climate and Forest Initiative Contributions to National REDD Processes 2007-2010 Country Report: Democratic Republic of Congo*. Oslo: Norad, 2011.

EMPOWERED AND EQUAL: UNDP Gender Equality Strategy, 2008-2011 accessed at www.undp.org/women/.../Gender-Equality-Strategy-2008-2011.doc

Flegel, T., Alber, G., Rohr, U., Mungai, C., Davis, F., and Hemmati, M. *Gender into Climate Policy: Toolkit for Climate Experts and Decision-makers*. Berlin: Gender CC - Women for Climate Justice, 2009.

Gender in Agriculture Sourcebook / The World Bank, Food and Agriculture Organization, and International Fund for Agricultural Development, 2009.

Goetz, A.M., Hassim, S. (eds.) (2003). No shortcuts to power: African women in politics and policy making. Cape Town: Zed Books. 246 p. ISBN 1842771477. *Journal of contemporary African studies*. 22 (1):129-131.

Gurung, J., Giri, K., Setyowati, A., and Lebow, E. "Getting REDD+ Right For Women An analysis of the barriers and opportunities for women's participation in the REDD sector in Asia." *United States Agency International Development*, September 2011, 1-113.

Gurung, J., and Quesada-Aguilar, A. *Engendering REDD Workshop*. San Jose: Masterlitho S. A., 2009.

Gurung, J., and Quesada-Aguilar, A. *Gender Differentiated Impacts of REDD to be addressed in REDD Social Standards*, 2009.

Huairou Commission, The Huairou Commission Calls for Sustained Investments in Women's Organizations to Accelerate Progress and Realization of The Millennium Development Goals (MDG's) by 2015. New York, 2010.

Lang, C. The Munden Project, "REDD AND FOREST CARBON: Market-Based Critique and Recommendations." Last modified March 7, 2011. Accessed September 21, 2011. www.redd-monitor.org.

Markelova, H., and Meinzen-Dick, R. "The Importance of Property Rights in Climate Change Mitigation." *2020 Vision For Food, Agriculture, and the Environment*. 16. no. 10 (2009): 1-2.

Murdiyarsa, D. and Skutsch, M. Community forest management as a carbon mitigation option: Case studies/edited by Daniel. Bogor, Indonesia: Center for International Forestry Research (CIFOR), 2006

Otzelberger, A. "Gender-Responsive Strategies on Climate Change: Recent Progress and Ways Forward for Donors." *Institute of Development Studies*, June 2011, 1-58.

Boyd, Emily in *Climate Change and Gender Justice*, OXFAM WIGAD 2009.

Peach-Brown, H.C. "Gender Climate Change and REDD+ in the Congo Basin Forests of Central Africa."

Purushothaman, S., Silliman, S., Basu, S., and Pillay, S. *Grassroots Women and Decentralised Governance Change through Partnership*. Brooklyn: Huairou Commission: Women, Homes & Community, 2010.

Rocheleau, D. Women, Trees and Tenure: Implications for Agroforestry in Zorlu, P., and Luttrell, C. "More Than Woods and Women: The Gender Debate in Rural Development Forestry." *Forest Policy and Environment Programme: Grey Literature*, March 2006, 1-6.

Schalatek, L. Heinrich Boll Stiftung North America, "More than an Add-on: the Centrality of Gender Equality for Development and Climate Solutions: A Look at Gender at IDA 16 ." Last modified October 21, 2010. www.boell.org/web/147-674.html (accessed September 21, 2011).

Schroeder R. 1999 *Shady Practices: agroforestry and gender politics in the Gambia* (Berkeley, CA, University of California Press).

Skutsch, M., and Skutsch, M. *Community Forest Management as a Carbon Mitigation Option: Case Studies / edited by Daniel. Bogor, Indonesia: Center for International Forestry Research (CIFOR), 2006.*

Summary Report: Strategy Session to Develop a Roadmap for Integrating Gender in REDD. UN-REDD Programme, 2011.

Sun, Y., Mwangi, E. and Meinzen-Dick, R. "Is Gender an Important Factor Influencing User Groups' Rights and Forestry Governance? Empirical Analysis from East Africa and Latin America." *International Forestry Review* Vol. 13 (2), 2011.

Suzuki, R. "Carbon Rights and REDD ." *REDD-Net Bulletin Asia-Pacific*.no. 03 (2011): 1-8.

Tauli-Corpuz, V. *Indigenous Peoples, Forests & REDD Plus: State of Forests, Policy Environment & Ways Forward*. Philippines: Tebtebba Foundation, 2010.

Thorpe, A., and Ogle, L. *Staying on Track: Tackling Corruption Risks in Climate Change*. New York: United Nations Development Programme,

Women Matter: Gender Diversity, a Corporate Performance Driver. Paris: McKinsey & Company, 2007.

Zorlu, P., and Luttrell, C. "More Than Woods and Women: The Gender Debate in Rural Development Forestry." *Forest Policy and Environment Programme: Grey Literature*, March 2006, 1-6.

Appendix : Safeguards in REDD+

The Cancun Agreements

Accepted in December 2010 the Cancun Agreements encourage countries to promote and support safeguards in paragraph 70, as well as to develop a system for reporting on implementation of those safeguards (in paragraph 71d). Although the safeguards mention local communities and the rights of Indigenous peoples, gender is not explicitly addressed in the safeguards elaborated in Annex 1, paragraph 2 of CP 16/1.

World Bank: FCPF and CIF/FIP, and other Multilateral Development Banks

Neither FIP documents nor FCPF safeguards- largely those applicable safeguards stemming from the World Bank Operational Procedures 4.01-4.0x and other related guidance require gender analysis in a clear and well-structured manner. In 2011 the World Bank incorporated the SESA and ESMF into World Bank Operational Policy - increasing the profile, and enforceability of this process.

The RPP template states the SESA "must lay the foundation for": a) stakeholder engagement; b) transparent consultations based on the principle of free prior and informed consultation, seeking to build broad community support among concerned groups; and c) adequate social and environmental management frameworks. The R-PP template goes on to further state that special attention should be given to (inter alia) livelihoods, rights of indigenous peoples, cultural heritage, biodiversity, gender, protection of vulnerable groups, capacity building, and governance. It does not elaborate guidance or other descriptions as to how to do so.

Along with the 2012 World Development Report elaborating the theme of Gender, the World Bank is increasing the profile of gender in its operations through a stated commitment to carry out gender analysis in 100 percent of their projects and to develop indicators with which to evaluate gender integration (Working Draft, CIF Gender Mainstreaming April 2011). The CIF is in the process of undertaking gender mainstreaming. The GEF released draft safeguards⁷¹- seven of which hew quite closely to the FCPF safeguards, with the addition of a policy for mainstreaming gender.

UN-REDD Programme

It is often said that the framing of do no harm that is attendant to safeguards fails to factor for the positive contributions of good design and implementation practices. To this end, the UN-REDD Programme i) draft Social and Environmental Principles and Criteria, ii) joint UN-REDD Programme and FCPF Guidelines on Stakeholder Engagement in REDD+ Readiness and iii) draft Guidelines for Seeking FPIC elaborate positive procedural guidance. The draft Social and Environmental Principles and Criteria, currently being developed through a consultation process, seek to provide the UN-REDD Programme with a framework to ensure that its activities [both] promote social and environmental benefits and reduce risks from REDD+. Under a Principle of "Respect and protect stakeholder rights, including human rights, statutory and customary rights, and collective rights", two criteria, i.e. conditions that need to be met by UN-

71 April 2011.

REDD Programme-funded activities to contribute to the achievement of the said Principle, calls for the promotion and enhancement of “gender equality, gender equity and women’s empowerment”, as well as protecting and enhancing, while minimizing adverse impacts on, economic, social and political well-being of relevant stakeholders with special attention to the most vulnerable and marginalized groups. The UN-REDD Programme FCPF joint Guidelines on Stakeholder Engagement in REDD+ Readiness require for consultations to be gender sensitive, and for “inclusion of a gender perspective and the participation of indigenous women” when FPIC is sought. The draft Guidelines for Seeking FPIC which is currently being finalized, further elaborates how FPIC should be sought in the context of the UN-REDD Programme. In addition to upholding the human rights tenets of the UN Charter, the UN-REDD Programme is exploring ways to provide access to grievance resolution to address complaints regarding the enforcement of the Programme’s Principles and Criteria and Operational Guidance.

Inter-American Development Bank

In November 2010 the Inter-American Development Bank (IADB) approved gender equality operational policy which came into force in May 2011. The policy is comprised of proactive (gender mainstreaming and gender investments) and preventive (gender safeguards) elements, and is targeted across all sectors and stages of development.

US AID

Through USAID ADS regulations, gender analysis and gender responsive programming are required throughout the funding supply chain- from high level planning requirements (to use gender analysis to inform strategic plans and assistance objectives), to the design of activities and projects, through to procurement and contracting practices (to ensure gender is reflected throughout the elements of the Statements of Work (SOW), as well as the technical criteria by which it will be evaluated) and monitoring and evaluation. (US AID ADS 201.3.9.3, 201.3.11.6, 302.3.5.15, 303.3.6.3, 203.3.4.3)

CCBA/CARE REDD+ SES

The **Climate, Community and Biodiversity Alliance** CCBA standards (www.climate-standards.org) aim to build a framework for identifying, and reporting social and environmental benefits through voluntary standards. A country level standards committee develops country specific indicators, which in turn go through a review process with feedback from an international standards Committee. The dialogue established between the international standards committee and countries on tailoring standards, in addition to extensive consultation requirements around the development of those standards is consistent with the participatory, inclusive and country driven elements of the human rights approach. CCBA standards include nine references to gender/women. The definition of ‘marginalized’ and ‘vulnerable peoples or groups’ mentions that gender relations and inequities may be relevant. Principle 3, Criteria 3.2, indicators propose the inclusion of gender differentiated impacts in the participatory assessment and monitoring of the positive and negative impacts of REDD+; Principle 6, Criteria 6.2, identifies women as marginalized and/or vulnerable groups that should be represented. Principle 8 refers to CEDAW as one of the international conventions that REDD+ programmes should comply with and Criteria 8.1.3, women’s and other marginalized groups’ rights are recognized and respected by REDD+ programmes. Pilot countries include Ecuador, Brazil, Nepal, and Indonesia (Kalimantan). There are also country level efforts to develop REDD+ standards, such as in the Democratic Republic of Congo.

UN-REDD PROGRAMME

The United Nations Collaborative Programme
on Reducing Emissions from Deforestation and
Forest Degradation in Developing Countries



UN-REDD Programme Secretariat

International Environment House,
11-13 Chemin des Anémones
CH-1219 Châtelaine, Geneva, Switzerland

www.un-redd.org
un-redd@un-redd.org
unredd.wordpress.com