

GENDER TOOLKIT

FOREST TENURE PATHWAYS TO GENDER EQUALITY

STEPS FOR ACHIEVING ACCELERATED CHANGE

TRAINING HANDBOOK
IS THERE RESPONSIBLE GENDERED
GOVERNANCE OF FOREST TENURE?
GETTING A CLEAR PICTURE

NAYNA J JHAVERI

EDITORS
ILIANA MONTERROSO AND ANNE M LARSON



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ABBREVIATIONS

CIFOR	Center for International Forestry Research
CSO	civil society organization
FAO	Food and Agriculture Organization of the United Nations
FGD	focus group discussion
FLR	forest landscape restoration
NGO	non-governmental organization
PES	payments for ecosystem services
REDD+	reducing emissions from deforestation and degradation plus
SDG	sustainable development goals
VGGT	FAO Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security



OVERVIEW

How to use this Training Handbook

This handbook supports trainers and facilitators in developing their own workshop materials. It provides a set of lecture notes, suggested discussion questions and debate activities, as well as some additional reading resources. On the website, "[Roadmaps to gender and social inclusion](#)", users of this handbook will also be able to download an associated PowerPoint presentation and infographics.

Handbook objectives

This training handbook accompanies the publication, *Forest tenure pathways to gender equality: A practitioner's guide*, which lays out a three-step change pathway, *Analyze, Strategize and Realize* (Figure 1). In particular, this document addresses step one *Analyze*. This training sets out an approach to carrying out a situational gender analysis which will help course participants understand the status of forest tenure and its governance in their specific contexts. A situational gender analysis provides the knowledge foundation upon which participants can collaboratively develop a strategy for achieving gender equality in forest governance. The content of the handbook and its handouts are illustrative and can be tailored to your training requirements. For example, if the handbook is used for government staff or members of a non-governmental organization, the content and exercises can be adjusted to suit the knowledge background and interests of participants.

The aim of this training handbook on, *Is there responsible gendered governance of forest tenure? Getting a clear picture*, is to:

- a. Understand the types of forest tenure rights and their governance that affect women and men;
- b. Learn how to carry out fieldwork, analysis and report-writing for a situational gender analysis on forest tenure;
- c. Share the core messages to create momentum for change.

Time

The total time for this training course is about six hours.

Participants

The number of suggested participants for this training is between 15 and 25.

Who can join

The training handbook is focused on supporting those practitioners who are actively working towards gender-responsive forest tenure reform. It is open to both women and men from a range of backgrounds such as governments, non-governmental organizations (NGOs), civil society organizations (CSOs), donor agencies, project staff, women's organizations and other organizations such as forest federations, forest committees or forest groups.



Facilitators

Two facilitators are needed to instruct the course. It is important to find experienced and gender-sensitive facilitators who are well-versed in the development of gender equality work, are familiar with main concepts in the gender debate, understand the overall conceptual issues in the gender and forestry sector, and have good teaching and discussion skills. They should be able to initiate ice-breakers, give engaging lectures and lead out in small-group activities.

Equipment

Two flipcharts, marker pens, sticky notes, colored paper (of different sizes), adhesive tape to display flipchart sheets, a white board, name tags, notebooks, a computer, a projector and pens for all participants.

Preparation

The amount and type of preparation needed will depend on the trainer's approach to the program. Taking the time to prepare PowerPoint presentations, flip charts and other supportive materials ahead of time can aid the training process.

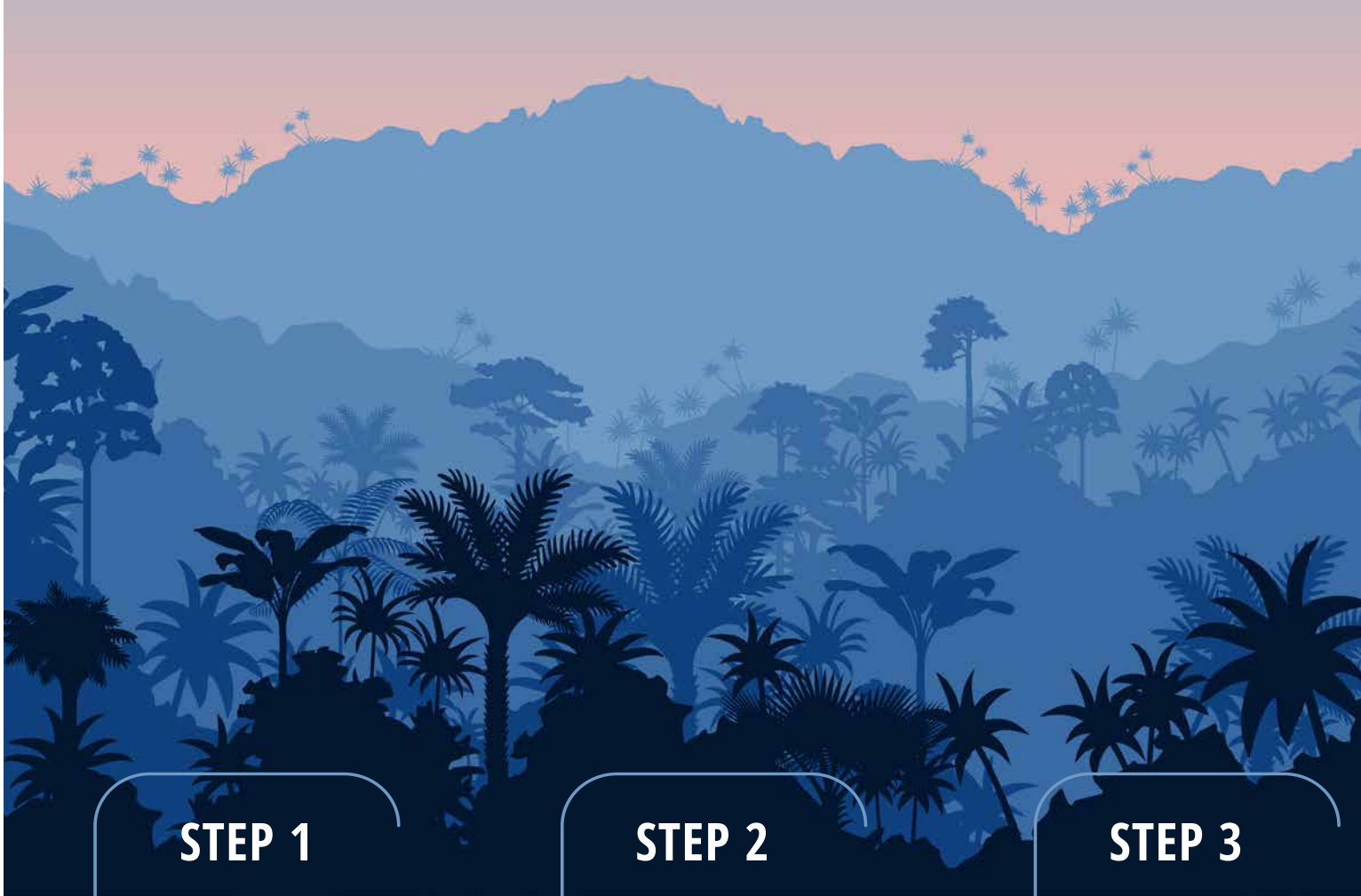
¹See also Figure 6 in Jhaveri (2020).



BACKGROUND READING

Chapter 1.3 of *Forest tenure pathways to gender equality: A practitioner's guide* (Jhaveri 2020).

STEPS & SCHEDULE

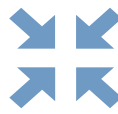


STEP 1



HOW TO IDENTIFY
Responsible
Gendered
Governance of
Forest Tenure

STEP 2

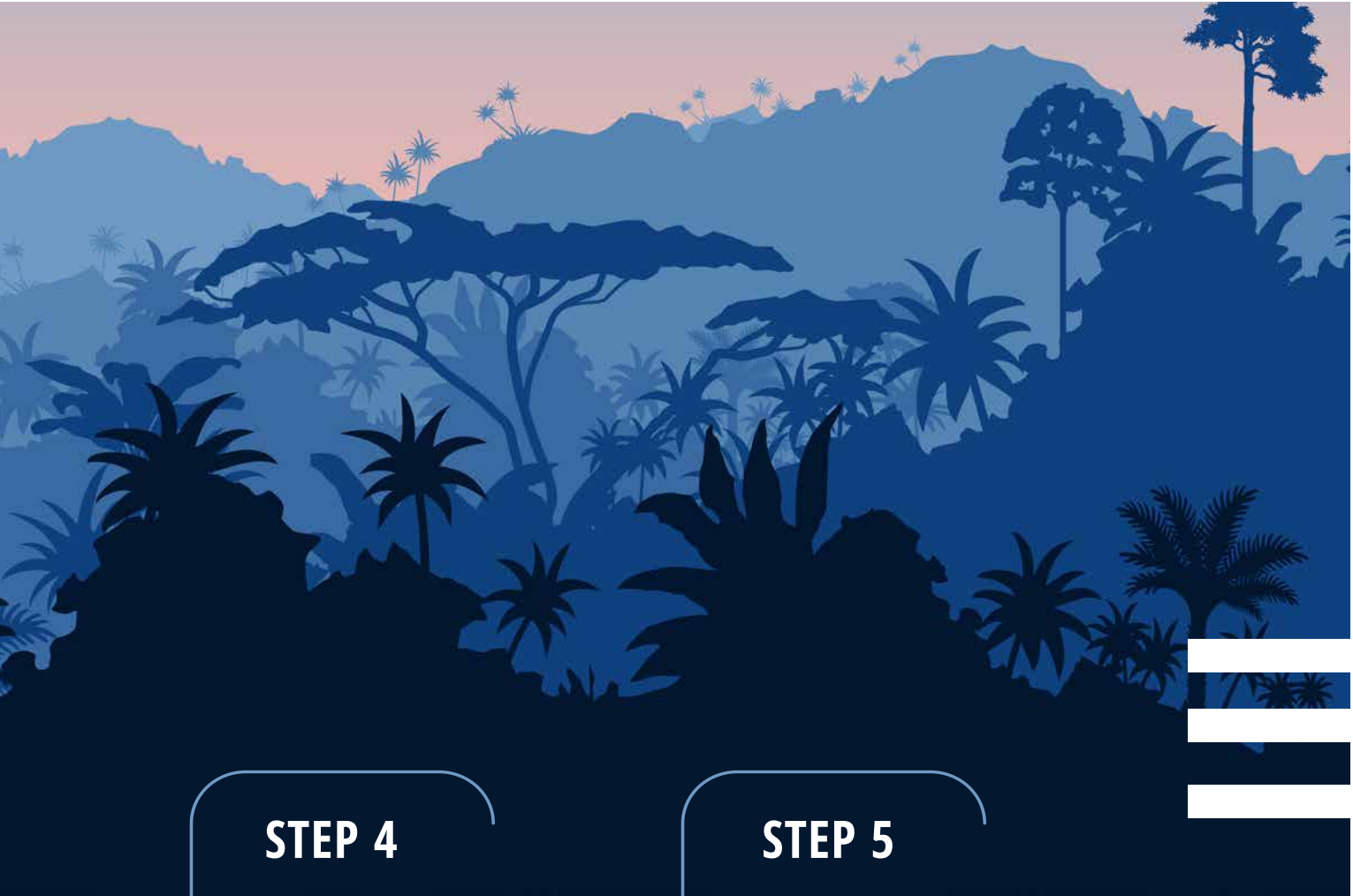


ZOOMING IN
Tenure Concepts
at Work

STEP 3



**PLANNING
IN ADVANCE**
Gathering Data



STEP 4



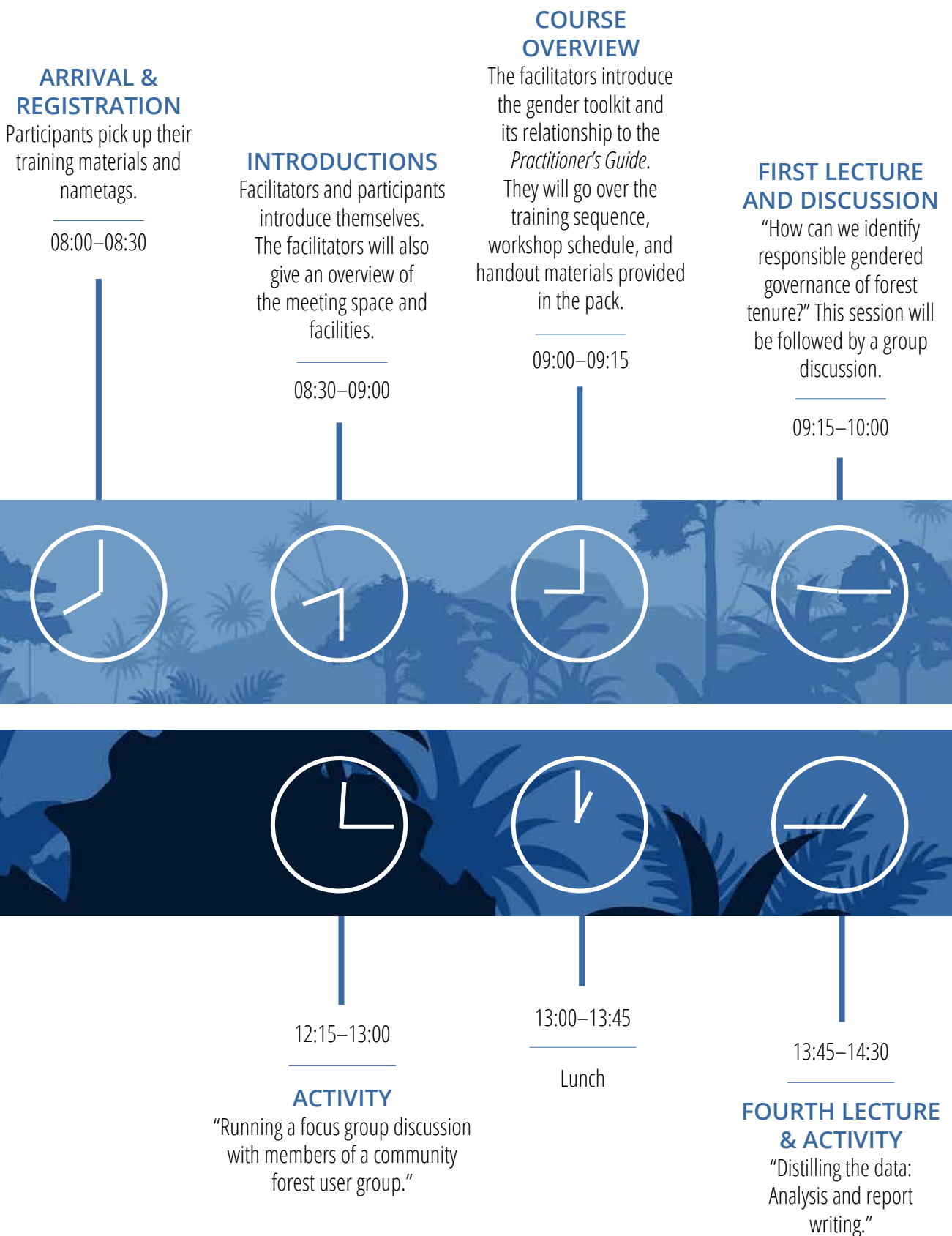
DISTILLING THE DATA
Analysis and
Report Writing

STEP 5



CREATING IMPACT
Sharing the
Core Messages

SUGGESTED SCHEDULE



**SECOND LECTURE
AND DISCUSSION**

“Zooming in: Tenure
concepts at work.”

10:00–10:45



**MULTIPLE CHOICE
QUESTIONNAIRE**

“What is tenure?”

10:45–11:15



Suggested break

11:15–11:45



THIRD LECTURE

“Planning in advance:
Gathering data.”

11:45–12:15



14:30–15:15

DISCUSSION

“Creating impact:
Sharing core messages.”



15:15–15:25

EVALUATION
Workshop evaluation



15:25–15:30

CLOSING
Closing remarks.

TRAINING HANDBOOK STEPS



STEP 1

How can we identify responsible gendered governance of forest tenure?

LECTURE & FACILITATED DISCUSSION

45 minutes

NOTE TO FACILITATORS

In this first step, you will learn more about forest tenure governance and how to map out responsibly governed landscapes. You will get an overview of some key things to consider before carrying out your own situational gender analysis. Use the materials provided to prepare a presentation and facilitated discussion for the course.

This training handbook is focused on the first step of the three-step pathway to forest tenure change, *Analyze* (Figure 1).¹ It offers a five-step method to carry out a situational gender analysis of forest tenure rights (Figure 2). Completing a situational gender analysis helps to see what has been achieved, what challenges remain and what new possibilities can be taken forward. Such an analysis will become the core knowledge foundation for accelerating transformation towards innovative, gender-responsive forest tenure interventions.

¹See also Figure 6 in Jhaveri (2020).

How well does the current forest tenure situation in your country or region contribute to an overall sense to gender equality? Usually, there are many large gender gaps. So, there may be numerous reasons for closing such gender gaps in forest tenure and governance. The catalysts for such change may be large or small. For example, stakeholders may realize the need for greater gender equality because of a widespread conflict over women's tree tenure rights or a new, national forest landscape restoration (FLR) initiative. Key groups may be concerned over regulatory changes and their impacts on women, or women's organizations may decide to strengthen gender equality in forested areas as a way to support national Sustainable Development Goals (SDGs). Catalysts such as these could take the form of a flashpoint event, a long-standing social mobilization or an ongoing livelihoods issue. Such events are a springboard to investigate how inclusively gendered rights are actually distributed and exercised among legitimate users in forested areas, moving from the macroscale to the microscale (Colfer 2013).

The next few pages will further define forest tenure and develop an understanding of why tenure rights are important to achieve gender equality.

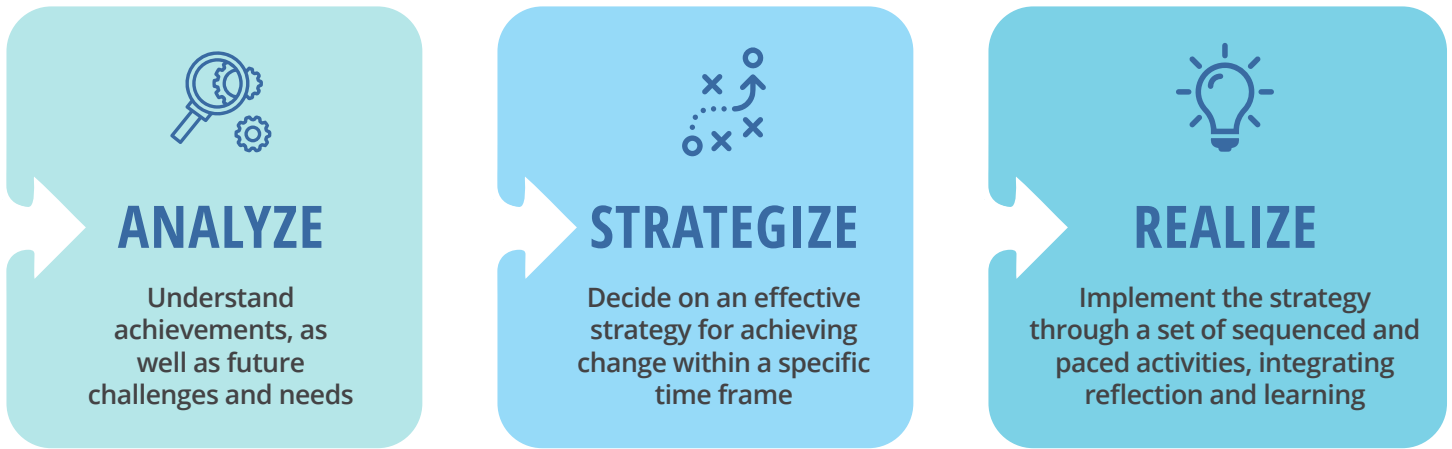


Figure 1. Accelerating gender-responsive forest tenure reform involves three key steps.

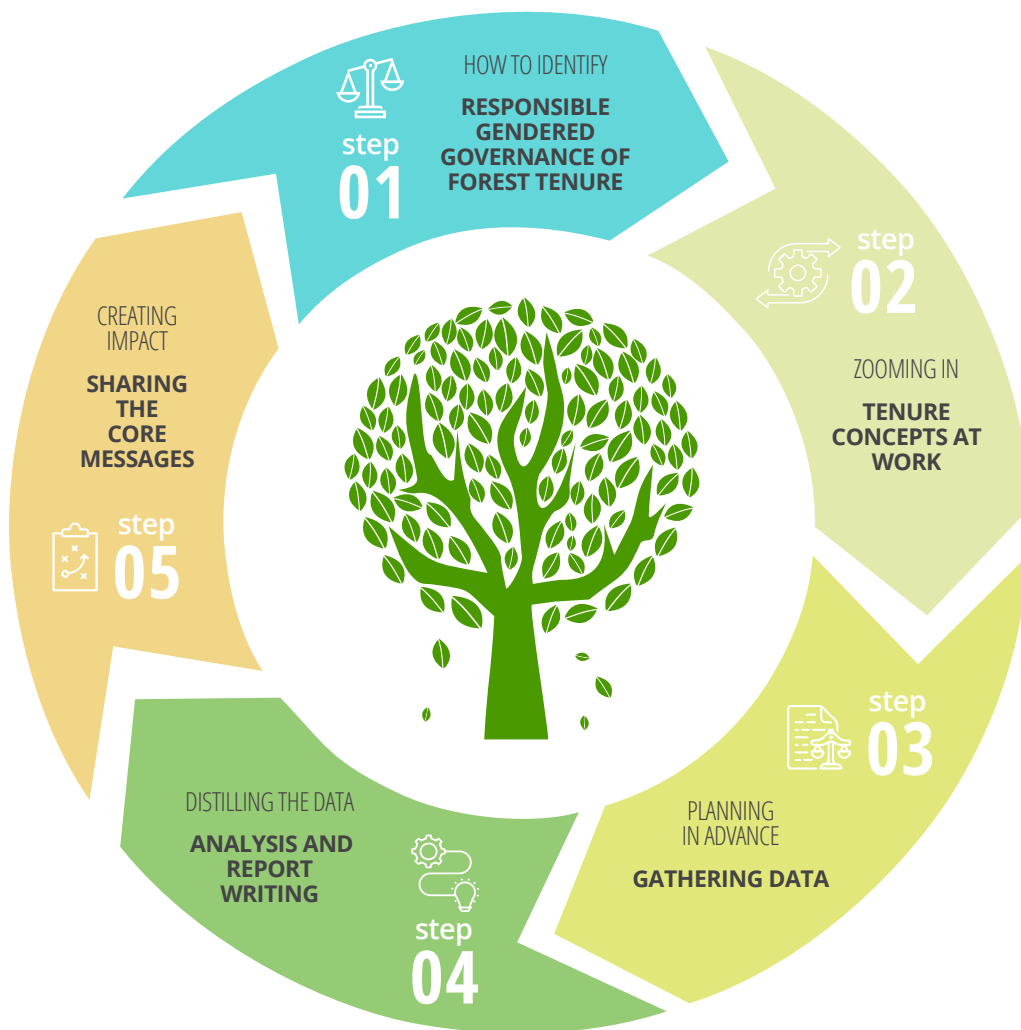


Figure 2. A five-step method to carry out a situational gender analysis of forest tenure rights.



GROUP DISCUSSION

What are some recent issues that have emerged (in your country) that relate to gender and forest tenure?

These issues may be reflected in national-level debates or local-level concerns. Quickly list out these issues that have been covered in the news or been raised by non-governmental organizations (NGOs) and forest sector leaders. What key catalysts brought attention to these issues?

A. Introduction

What is forest tenure and its governance?

Forest tenure is a broad concept that refers to who has rights to forestlands, and therefore who uses, manages and makes decisions about forest resources. Forest tenure plays a central role in how forests are used and managed by both women and men (Larson and Springer 2016), setting the rules for who:

- » Can access and use forest resources (including specific types of trees) as well as who is excluded from forest use;
- » Can make decisions about how a forest is used or how changes in forest use should take place;
- » Decides how benefits are distributed among women and men of different social and economic status;
- » Can transfer, lease, mortgage or sell particular forest resources such as timber, non-timber forest products or carbon.

Basically, forest tenure broadly covers how forest governance systems are set up, function and what benefits these systems produce for which groups.² Of course, analysing the current state of forest tenure involves looking at a range of tenure scenarios. Analysts should consider contexts where no formal forest rights are accorded to communities who are legitimately living on state land, for example. They should look at scenarios with ongoing claims on specific forest plots as well as those where there is already some form of community-based governance at work.

Any examination of the varied forms of forest tenure governance systems in existence will have to be alert to the fact that any forest tenure system is a multi-level and multi-sited one. This is known as a polycentric system (Meinzen-Dick et al. 2020).

Because of the many social, economic, political and ecological issues at play, understanding the status of forest tenure is not a straightforward process. One cannot simply look at the individual actors and laws to understand how a tenure system works. Rather, the governance system is greater than the sum of its parts. Adding some women to a forest governance body will not magically produce the hoped-for gender equality. Instead, would-be reformers should see tenure as a dynamic rule system that is embedded in larger contextual forces; any changes to the system will ripple widely through the social and ecological landscape. To really get a good sense of how tenure works on the ground requires following the thread on how such agreements affect food security, livelihoods and ecosystem management, to name a few.

Before moving forward with understanding the details of forest tenure rights and governance, it is necessary to identify principles that should ideally underpin a gender-equal and responsible system for governing forest tenure rights. The Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries, and Forests in the Context of National Food Security (VGGTs) (FAO 2012) provide us with a comprehensive set of principles to help adjudicate what is needed for gender-responsive forest tenure reform (Figure 3). Other publications are available on implementing the VGGTs in the forest sector that can also help identify good practices (FAO 2019).

²See also Figure 2, Annex 1 and Annex 2 in Jhaveri (2020).

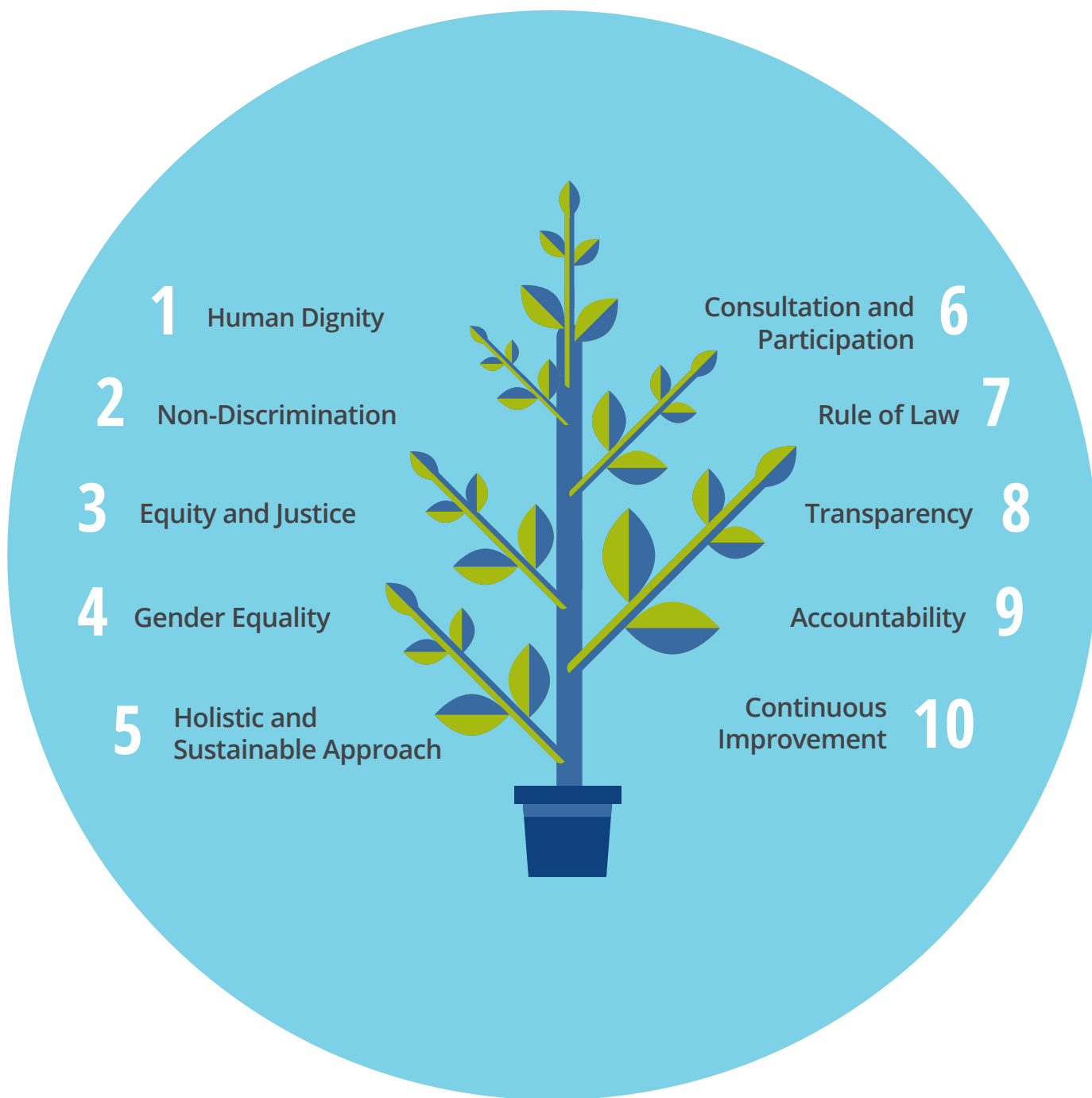


Figure 3.10 principles of VGGT implementation.
 Source: FAO (2013)

In order to work towards responsible gendered governance of forest tenure, it is vital to learn from other experiences of forest tenure reform. Studies of forest tenure reform can help establish ten main lessons that can guide future work on gender-responsive forest tenure reform (Figure 4). These lessons can help with designing a data collection system for the situational gender analysis so that the needed information is at hand.

1

FOCUS

Adaptive and multi-stakeholder approach

APPROACH

Effective tenure reform requires an adaptive, deliberative, reflective and multi-stakeholder approach that brings female and male perspectives to the collaborative dialogue.

2

FOCUS

Tenure as part of a wider reform agenda

APPROACH

Forest tenure reform should be implemented as part of a holistic and integrated reform agenda that includes gender equality.

5

FOCUS

Regulatory framework

APPROACH

The tenure regulatory framework to support policy changes should be enacting as well as enforcing.

6

FOCUS

Tenure security

APPROACH

The tenure regulatory framework should include mechanisms for making forest tenure as secure as possible for women and men.

8

FOCUS

Minimum standards for forest management

APPROACH

A minimum standards approach should be applied when developing management plans for smallholder or community use.

9

FOCUS

Good governance

APPROACH

Forest governance systems should be transparent, accountable and participatory to include multi-stakeholder decision-making processes that are gender-equal.

3

FOCUS

Social equity

APPROACH

All aspects of tenure reform should strive to empower marginalized groups, particularly women of different social status and the poor.

4

FOCUS

Customary rights and systems

APPROACH

Relevant gendered dimensions of customary systems that support gender equality should be identified, recognized and incorporated into regulatory frameworks.

7

FOCUS

Compliance procedures

APPROACH

Compliance procedures should be as simple as possible to minimize transaction costs and maximize the regulatory framework's enabling effects for women and men.

10

FOCUS

Capacity building

APPROACH

Supportive measures should be in place to ensure that all stakeholders, both women and men, know their rights and responsibilities and have the capacity to exercise them effectively.

Figure 4. 10 lessons for guiding gender-responsive forest tenure reform.

Source: Adapted from FAO (2011).



GROUP DISCUSSION

In your country, briefly discuss how well the 10 lessons (Figure 4) are implemented in forest tenure policy and legal frameworks. How would you rank implementation for each where 1 is very poor, 2 is poor, 3 is good, 4 is very good and 5 is excellent. This activity can be done through a quick show of hands within the group.

B. How to start a situational gender analysis of forest tenure

How do you begin carrying out a situational gender analysis of forest tenure? All too often, forest tenure reports from the national forest agency or FAO databases provide a patchy picture of gender dynamics in forest landscapes. Therefore, some additional research is required to lay a strong foundation for analysis. A general online search can bring up some interesting and unexpected articles on the subject, for example. Forest NGOs may also have some unpublished reports in their library. However, these findings may be outdated, meaning you will have to start from scratch. This is good news, as it opens up a chance to draw upon a gendered conceptual framework that examines prevailing characteristics of forest tenure dynamics in your particular context. A fresh conceptual framework will guide the data collection as well as help distill the core messages from what will typically be a rich and complex set of findings.

Getting a clear picture on whether there is responsible gendered governance of forest tenure is rarely a simple endeavor. Analysis can start with a prototype forest landscape that is representative of the main forest type or situation that needs attention in your particular context. Working at this scale creates a lens through which both the larger scale dimensions (say national government regulatory frameworks) and smaller scale dimensions (the local-level forest governance conditions) can be visualized and understood.

Piecing together all these dimensions to understand the forest tenure rights that exist for women and men in any forest landscape can be puzzling. This is because landscapes are typically made up of many different tenure types which together can be called a “forest-tree-landscape continuum” (Parrotta et al. 2016). Various parts of the landscape can be used for different purposes including agriculture, forests, pastures and water bodies. There are also different kinds of forests such as watershed conservation forests, timber production forests, non-timber forest product forests, orchards, agroforestry plots, forest restoration areas, commodity plantations and so on. Each of these zones can be called a tenure niche or situation — the conditions change the rules that are made to govern them. Micro-niches also exist such as farmers growing food crops in a *taungya*³ system among teak saplings or medicinal plant cultivation within community forest areas.

Even within one forested area, tenure is rarely as straightforward in practice as maps and laws would indicate. Forest classifications can only be a starting point; sometimes, what is labeled government forest actually has a multiplicity of users who access the forest on an informal basis. Therefore, getting an on-the-ground sense of the different types of forest tenure situations or niches found in a landscape is a useful starting point for gendered analysis.

³ An idea originally developed in Myanmar, *taungya* involves planting agro-food crops side-by-side with commercially planted tree species such as teak (Menziés 1988). *Taungya* can be practiced by government staff, plantation companies or villagers.

Before beginning the analysis, it is also important to examine your own gender stereotypes. The niches that women and men occupy within forest tenure arrangements may be surprising, and these patterns may shift by the season or may have complex overlapping arrangements. Starting off by making a drawing of the different relationships that exist within the landscape really helps to grasp the situation. In a small forested area, it may be easier to quickly understand how responsibilities are divided between women and men. However, as Integrated Landscape Management (see “Tenure Insight”) projects and other more complex arrangements are developed, gendered tenure patterns become more difficult to decipher in a short space of time. Triangulation through formal or informal surveys helps get closer to the likely reality.

Furthermore, it is hard to succinctly express tenure complexities through a written report. A situational gender analysis report should clearly collate the core insights and messages; this is more of an art than a science. The final product should give a quick, synoptic picture of tenure niches at work while also pointing out the layers of interconnected decision-making structures and rights in which women and men of different social and geographical status have authorized or negotiated abilities to access, use and manage specific types of forest resources. Again, the best way to do this is to visually map out the multi-level and multi-sited key players, decision-making institutions, and land uses and tenure types. Figure 5 is one example of what such a visualization might look like for your area.

All this preparation brings us to the issue of how to be ready for and carry out a situational gender analysis. Unless there is a substantial budget supporting the fieldwork and analysis steps, it is best to think in terms of a rapid participatory appraisal approach that matches budgetary, human resource and time schedule constraints. Such a participatory method should fine-tune data collection methods for a given area (be it national or local in scope) to appropriately capture the realities of forest tenure rights and governance in a cost-effective way.

Developing the method requires an appropriate gendered conceptual framework to support the data collection and analysis process. The next section will discuss key tenure concepts that will help you build a conceptual framework for your context.



TENURE INSIGHT

“Social-ecological landscapes comprise multiple ecological niches and land uses, as well as diverse, and often overlapping, jurisdictions for land and resource management which can pose particular challenges for land governance and property rights. The complex constellation of rights and various degrees of security to those rights that exist can be confusing. This confusion makes planning difficult. Expanded investment in Integrated Landscape Management, therefore, requires more nuanced understanding of the contextual factors, evolving practices, and policy mechanisms by which tenure security can be assured and by which sets of rights can be negotiated and renegotiated among stakeholders. There is little guidance available to help leaders of landscape initiatives evaluate property rights issues, facilitate productive dialogue and negotiations on rights among stakeholders, design innovative strategies or manoeuvre political challenges” (Buck et al. 2019, 3).

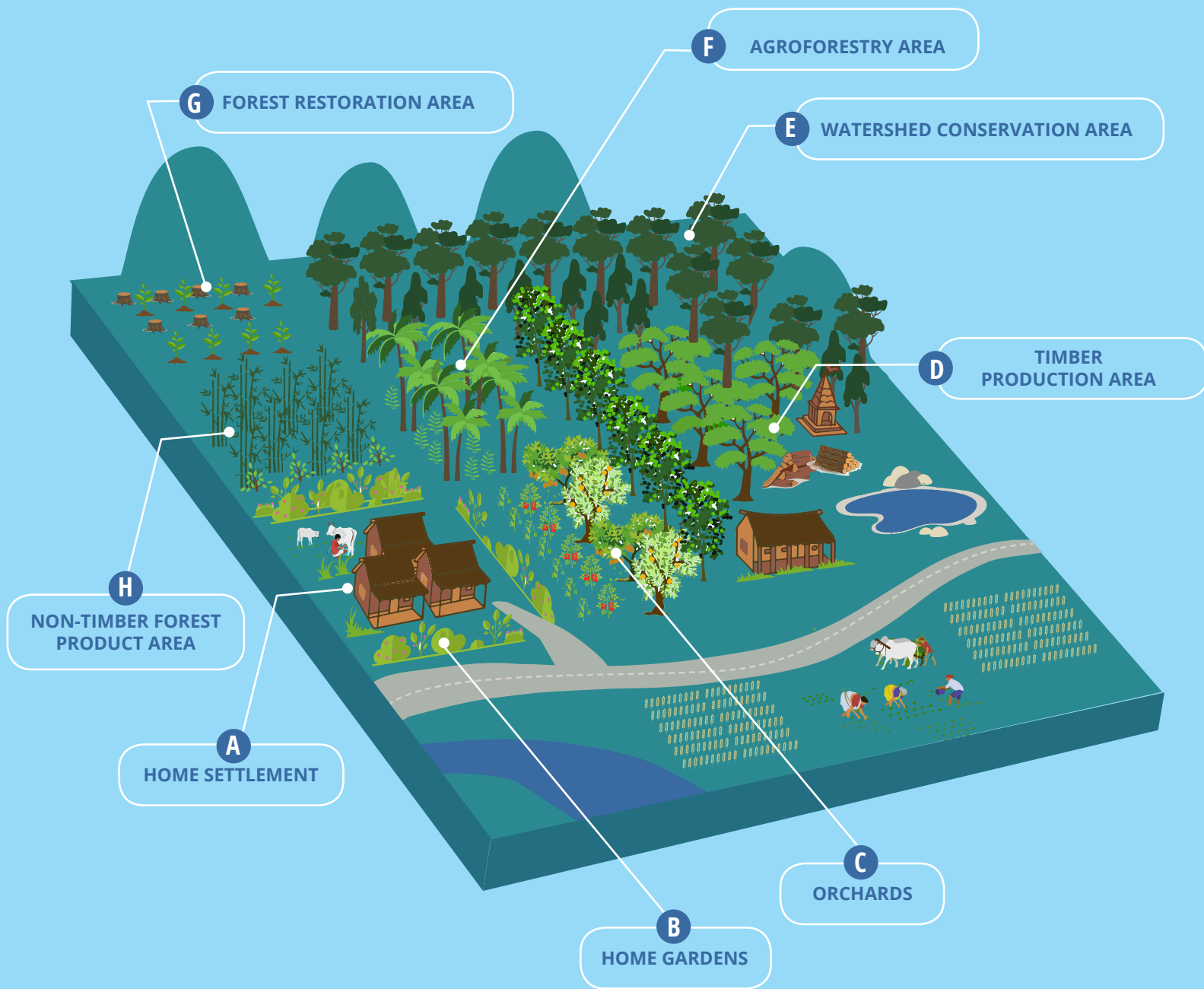


Figure 5. Tenure niches and dynamics within a forest landscape.



GROUP DISCUSSION

In your country, name one or two common types of forested, multi-use landscapes (Figure 5), and answer the following questions together:

1. What types of tenure niches might exist in these landscape mosaics?
2. Which factors most significantly affect how these tenure niches are managed? Is land use the main factor influencing tenure arrangements, or are there other considerations?
3. Are there specific laws and policies — related to forestry, agriculture, the environment or land-use — that affect tenure arrangements? How do economic or political factors affect tenure rights and responsibilities?

Using your answers, quickly draw out a tenured landscape like the one in Figure 5 and annotate it.



STEP 2

Zooming in: Tenure concepts at work

LECTURE & FACILITATED DISCUSSION

45 minutes

NOTE TO FACILITATORS

Step 2 will help you understand key tenure concepts and will offer you six questions to analyze forest tenure in your own contexts. Use the materials provided to prepare a lecture and facilitated discussion for the group.

A. Understanding key tenure concepts



Deciphering tenure puzzles requires systematic thinking. First, you should have a good understanding of commonly used conceptual frameworks and terminology. This will help develop a clear data collection and analysis approach. Next, you should build a broad understanding of how forest tenure works in a country or locality by focusing on six key questions. Following these steps helps to set up step 3, which is focused on gathering detailed data. Data gathering requires understanding the factors that affect the way in which women and men have tenure rights to specific types of forest areas, what types of decision-making structures determine these rights, and whether the forces that drive tenure changes are positive or negative?

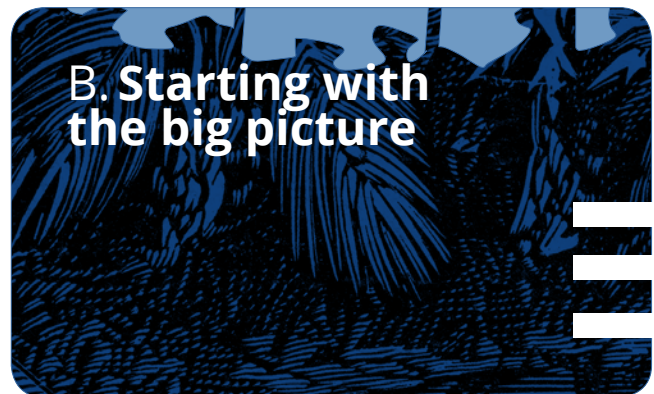
How are tenure rights defined? Tenure or property rights provide benefit (or income) streams for women and men; they lay claim to benefits that are protected by the state or another higher body such as a collective institution (Bromley 1991). Such rights are often thought of as objects to be held, but in fact, they more closely represent social relationships between property holders, the state,

other community members, neighbors and so on. In addition, agreements typically represent a bundle of forest tenure rights and responsibilities (Figure 2 in Jhaveri 2020) and should be studied as a unit. Rights of access, withdrawal, use, management and so on are all key rights in the bundle.

Understanding these rights is a necessity. It is important to understand the policies, laws, institutions and social relationships that determine how these rights have been agreed to and asserted in practice (Larson 2012); existing webs of interests affect the everyday tenure practices of women and men within forest landscapes (Meinzen-Dick and Mwangi 2009). Power dynamics and patterns of authority have a deep abiding effect on forest tenure patterns and practices.

Additionally, each of these tenure terms can have complex and detailed meanings. For example, although access is commonly accepted as one of the core components in the bundle of tenure rights, some scholars have argued that access has never been properly defined in a conceptual sense (Ribot and Peluso 2003). Access, they propose, is not like the other tenure rights such as use or management. Rather, access is about the ability to benefit from things. This concept directs the focus towards social relationships and power webs that structure how access operates. Opening the conceptual debate on the term “access” has generated a productive debate (Sikor and Lund 2009; García and Dijk 2020; Myers and Hansen 2020). It has brought attention to the contested claims-making process to land and other natural resources as a foundational step for establishing access so that other property rights can be asserted (García and Dijk 2020). However, establishing access involves entering the “grey zone” between access and property ownership (Sikor and Lund 2009).

Management rights should also be explored in detail; they are made of many components including state restrictions and responsibilities, as well as some local regulations (Larson et al. 2010; Aggarwal et al. 2021). In some contexts, it is the state that retains most of the management rights, and in others it is the local governance body. The extent of forest tenure reform can be judged by the extent to which management rights have been devolved or decentralized (Larson et al. 2010). Everything depends on who is able to hold and assert management rights.



Solving a tenure puzzle requires a step-by-step process of inquiry for a clear picture to appear; it is like zooming in. As data is collected from various sources during the inquiry, multiple informal types of triangulation will need to be carried out to analyze large scale government regulations to small scale local institutions. You should be mindful of which “facts” appear to be commonly accepted by various stakeholders and which “facts” are disputed. Of course, during such a process, you should also remain vigilant because the perspectives of, say, a rich or elite women may not be shared by poorer or marginalized women. What type of information is provided by who must be kept in focus; this is called positionality.

Step 3: Planning in advance: Data gathering will provide guidance on how to design and implement the field-based data gathering process. Before that can begin, however, it is helpful to take a collaborative look at some broad contextual conditions in the area you are analyzing. You may need to pull a small team of experts together to do this, focusing on six questions (Figure 6) that help to piece together the larger dynamics at work. While there may be no clear-cut answers, there should be some consensus on predominant patterns for the area under analysis.

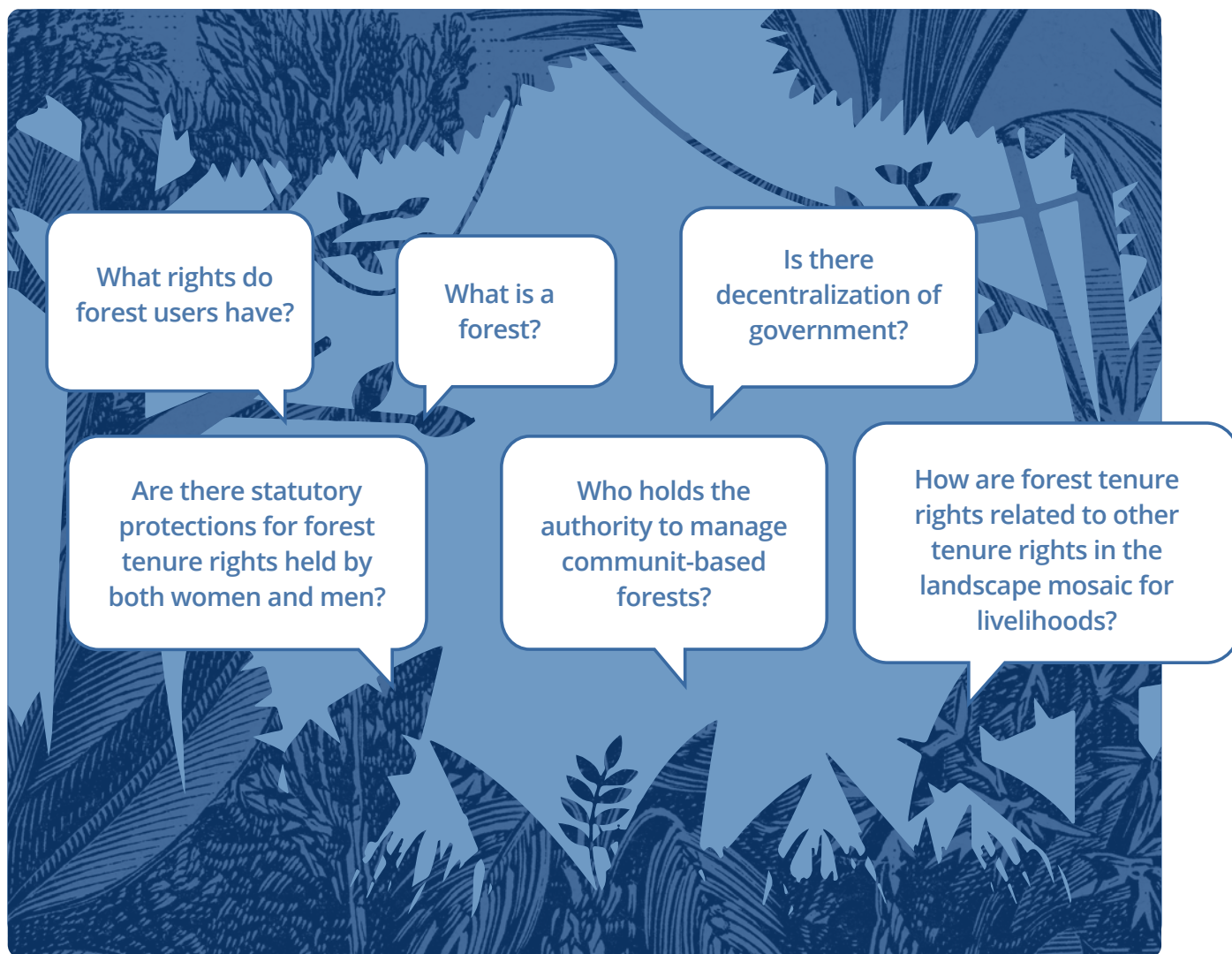


Figure 6. Six questions to understand the broad contextual conditions for forest tenure.

Six questions for understanding context

1. What rights do forest users have? To answer this question, consider:

- b. Are there parts of the country where forest dwellers have no recognized rights (type A)? What percentage of the population does this cover? Sketch out these areas.
- c. In which areas do locals practice some form of community-based forestry? Are there forest dwellers who are legitimate rights holders (e.g., customary tenure) in community-based forestry systems but who have not been recognized by the government (type B)? Are there community-based forestry systems that are sanctioned by policies and programs (type C)? Or formally by laws (type D)? What percentage of the population falls into these latter three categories?
- d. Where community-based forestry exists, can both women and men from households become members of the community forestry group? Are there women and men members of the executive committee of the forest governance body? Do members of the forestry group come from part of one village, solely one village, or several villages? What level of devolution exists in community-based forestry (Figure 21 in Jhaveri 2020)?
- e. What levels of landlessness exists in the area of interest? Has there been considerable out-migration or in-migration of women or men into the area? Or have entire households migrated resulting in absentee landlords?

2. What is a forest? To answer this question, it is useful to get a map with the government's classification of forested areas within the country and analyze how different forest areas are officially defined and classified. Keep in mind that what is formally recognized as forested land by the government does not necessarily mean that trees or forests actually grow there. There may even be thick forests outside lands that are officially classified as forest reserves. Understanding what kinds of forests grow where within a country or a locality provides a good baseline sense of where the natural resources actually are and whether they are high or low value. This is typically important because the type of tenure arrangement at work for a particular area is often (but not always) related to its actual land or tree use(s). Women may hold primary rights over home gardens — with multiple tree species that mimic a natural forest structure — whereas men may hold management authority over forested areas in which trees are grown for timber. As will be discussed later, even the rights over products from particular tree species (known as tree tenure) can be complex with women being able to harvest certain products and men able to harvest others. Men may also hold ultimate rights to the land on which those trees grow, even as women have rights to tree products. In supporting gender equality in forest tenure regimes, it is important to provide gender-equal access to a “holistic bundle of resources” that includes both low and high-value forest products (The World Bank 2019).

Is there decentralization of government? In order to get a good sense of the role, authority and responsibilities of the government, a careful examination of the level of forest decentralization is needed. Decentralization involves a governance context where the power is transferred from the central government to lower levels in a political-administrative and territorial hierarchy (Larson 2005; Larson and Soto 2008). This can take two forms. The first is called administrative decentralization, also known as deconcentration, where lower levels are upwardly accountable to the central government. The second form of decentralization is called political or democratic decentralization, where authority is transferred to lower levels that are representative and downwardly accountable to the local administrative area's constituency. In principle, there are many benefits to decentralization such as easier service delivery, better understanding of gendered needs and more cost-effective opportunities for gender-responsive training and capacity-building. That said, decentralization can become the vehicle through which further recentralization of state authority takes place because the central government obstructs the process of democratic decentralization (Ribot, Agrawal and Larson 2006). In addition, decentralization can be partial; regulatory functions may be transferred to lower levels without supportive budgets or decision-making power. Such conditions make it hard for the lower levels to become fully functional and fulfil their duties. Therefore, knowing precisely how forest decentralization affects forest tenure is crucial. For example, tracking decentralization is increasingly relevant for carbon projects run by subnational governments (Libert-Amico and Larson 2020).

3. Who holds the authority to manage community-based forests? In any given forest tenure situation, there can be differing types of authority relations between the government, community leaders, community members, NGOs and the private sector. Even in a community-based arrangement, it is not always the case that the community holds the primary authority in asserting their forest rights (Larson et al. 2010). Indeed, the leaders of the local forest governance body may not be representative of the local community but rather be persons the government finds easier to work with (Larson et al. 2010). In some countries, the local forest governance body does hold considerable autonomous rights, but even then, their forest operational plans may ultimately need approval by a government forest officer. There is usually some form of power contestation once a community-based forest governance body is formed. Understanding the types of conflict that exist within any community-based forestry system (Galudra et al. 2010) can be a lens through which to understand authority relations.

4. Are there statutory protections for forest tenure rights held by both women and men? Reflect on whether the predominant types of tenure rights over forests are sanctioned by statutory frameworks. Legal protections can exist for a range of rights such as customary rights or tenure rules for newly devolved forest governance regimes. What "customary" means needs close scrutiny because the which rules are considered customary often changes in the face of new demands. Many tenure arrangements are, in fact, of a hybrid nature that blend long-standing practices with newly required ones. So the crux of the issue is to provide an accurate description of what kind of tenure activities are actually part of daily life. Newly introduced practices will, after a few years, become part of the cultural fabric and social norms. Equally, what might be a statutorily-mandated tenure right may not be what is actually

being practiced by forest-dependent communities. One could call what people are really doing in terms of tenure rights on a regular basis, “tenure repertoires” — the behavior of community members that are habitually used and accepted as a social norm. Tenure repertoires can be backed by law, or not.

5. How are forest tenure rights related to other types of tenure rights in the landscape mosaic for livelihoods?

Land use plays an important role in the type of tenure rights that are allocated or asserted over any area (Wily 2016). To understand how significant different types of forest tenure rights are, analysis should pinpoint the forest uses and dependencies that contribute to household livelihoods and welfare. A richer family may have sufficient private agricultural plots on which to grow individual trees to meet fuelwood, fodder and timber requirements whereas a landless family will need to rely on the forest commons. Often, it is the poor and landless who will take up low-paid employment in forest areas to collect herbs or non-timber forest products.

6. How are forest tenure rights related to other types of tenure rights in the landscape mosaic for livelihoods?

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GROUP DISCUSSION

In your national context, are the answers to these six questions clear? Brainstorm some potential answers on a whiteboard or flip-chart to set up the context for step 3 on gathering data.

C. Tenure types & rights: Figuring out the details

Different types of forest tenure regimes exist across a country or area. How do we begin to identify the aspects of these different regimes that allow them to last over the long-term? The process of zooming in continues further to scope out the architecture of particular forest tenure regimes. Tenure regimes can be broadly classified into four property types: open access, private property, public property, and common or community-based property (Figure 7). A good starting point is to categorize different forest areas across a country into one of these four types.

PROPERTY TYPE



OPEN ACCESS

Also called the open commons, this is a natural resource that is openly accessible to all with no governance system, and therefore no rules regarding the level of use or management. Without rules, such resources can be easily degraded. For example, poorly managed state forests inadvertently become open access commons in which women and men are able to collect fuel and firewood, harvest timber and forage for food and medicinal herbs without any specified restrictions.



PRIVATE PROPERTY

Also called ownership, this property type grants considerable authority to the female or male owner(s) to use, manage, exclude and lease or sell the forestland as they wish. Women and men can be co-owners of such private property. Governance rights reside with the individuals involved.



PUBLIC PROPERTY

Forests under the state's jurisdiction fall into this category and include the Permanent Forest Estate managed by the forest agency. The category includes national forests, national parks and protected areas that can then be allocated by the government under a range of regime types such as concessions, community forestry, joint forest management, and collaborative forestry. Each of these regimes have different governance systems and rules regarding specific women and men's property rights.



COMMON OR COMMUNITY-BASED PROPERTY

This involves joint tenure rights held by women and men in a community, be they customary or newly created. Common property can be governed by a representative user group, for example. Rights may be based on an enabling legal framework or operating in a de jure way, and non-members can be excluded. Sometimes in community-based property systems, there may be mixed tenure arrangements with pockets of individually held tenure rights (such as for home gardens or orchards) within a larger area of community-managed forests.

Figure 7. Four types of forest property. *Source: Adapted from Bromley (1991).*

If we zoom in even further to look at community-based forest tenure regimes, it is the forest governance system at the local level that plays an important role in facilitating collective action and determining the specific forest tenure rules (CAPRI 2010). There are multiple types of nested rules to identify (Figure 8): a) rules as to how a local governance body can be set up; b) rules for how the governance body will work; c) rules on how the collective decides on the policy orientation for forest management; d) the design of day-to-day operational rules that include allocation of tenure rights, management practices and decisions as to how the collective action system is to be implemented and enforced.



When examining the tenure rights allocations for women and men in community-based forest tenure regimes, it is useful to set them out in a matrix format that shows which particular rights-holders can assert which specific types of tenure or property rights (Barry and Meinzen-Dick 2016) (Figure 9). In developing the matrix, the idea of legal pluralism is also useful to remember because it is all too common to see multiple legal orders from state, customary, religious, project and local laws co-existing and interacting in practice (Meinzen-Dick and Pradhan 2002).

Figure 8. Collective action rule levels for local forest governance.

BUNDLES OF RIGHTS	RIGHTS HOLDERS			
	STATE	COLLECTIVE MANAGEMENT USER GROUPS	INDIVIDUAL WOMEN	INDIVIDUAL MEN
Access	Approves the mapped boundary of community-based forest areas.	Identifies which individuals in the communities around the forest have rights to enter the community-based forest area.	Enters into community forest areas for fuelwood, fodder, food collection and medicinal plant harvesting.	Enters into community forest areas for grazing, managing timber trees, and fuelwood collection.
Withdrawal or Use	Approves the harvest of certain tree species.	Specifies which individuals in the communities around the forest can become members of the user group responsible for managing the community-based forest area. Sets the detailed rules on what can be extracted, when, where, and to what level by women and men.	Based on household decision-making dynamics, individual women may be able to access and use specific forest areas for subsistence needs, household food needs and income generation activities.	Based on household decision-making dynamics, individual men may be able to access and use specific forest areas for firewood collection, non-timber forest products or timber harvesting.
Management	Approves a gender-responsive forest management plan.	Prepares an overall gender-responsive forest management plan. Develops specific rules on all aspects of management with allocation of responsibilities to women and men.	Is responsible for nurseries, sustainable firewood and fodder collection.	Is responsible for pruning timber trees, and fire prevention activities.
Exclusion	Patrols and monitors to ensure enforcement of forest laws. Licenses timber concessions.	Manages patrolling teams made up of women and men (separate or joint) who ensure that outsiders do not illegally enter and use the forest.	Can become members of an all-woman or mixed group patrolling team.	Can become members of an all-man or mixed group patrolling team.
Alienation	Retains rights to the underlying land for extraction of non-renewable resources.		May transfer rights to others in the community through leasing, borrowing or other arrangements.	May transfer rights to others in the community.
Duration	In perpetuity.	In perpetuity unless any law has been transgressed.	For the duration of the five-year forest operational plan.	For the duration of the five-year operational plan.
Extinguishability	Eminent domain laws may override the forest law.			
Future Interest			Inheritance within the family to daughters and sons.	Inheritance within the family to daughters and sons.

Figure 9. A sample community-based forest tenure matrix across rights-holders. *Source: Adapted from Barry and Meinzen-Dick (2016).*

At times, it is important to identify the extent to which certain communities hold more or stronger rights than others (Figure 10).⁴ This figure sets out how these rights allocation patterns exist broadly across three major continents.

⁴ See also Figure 21 in Jhaveri (2020).

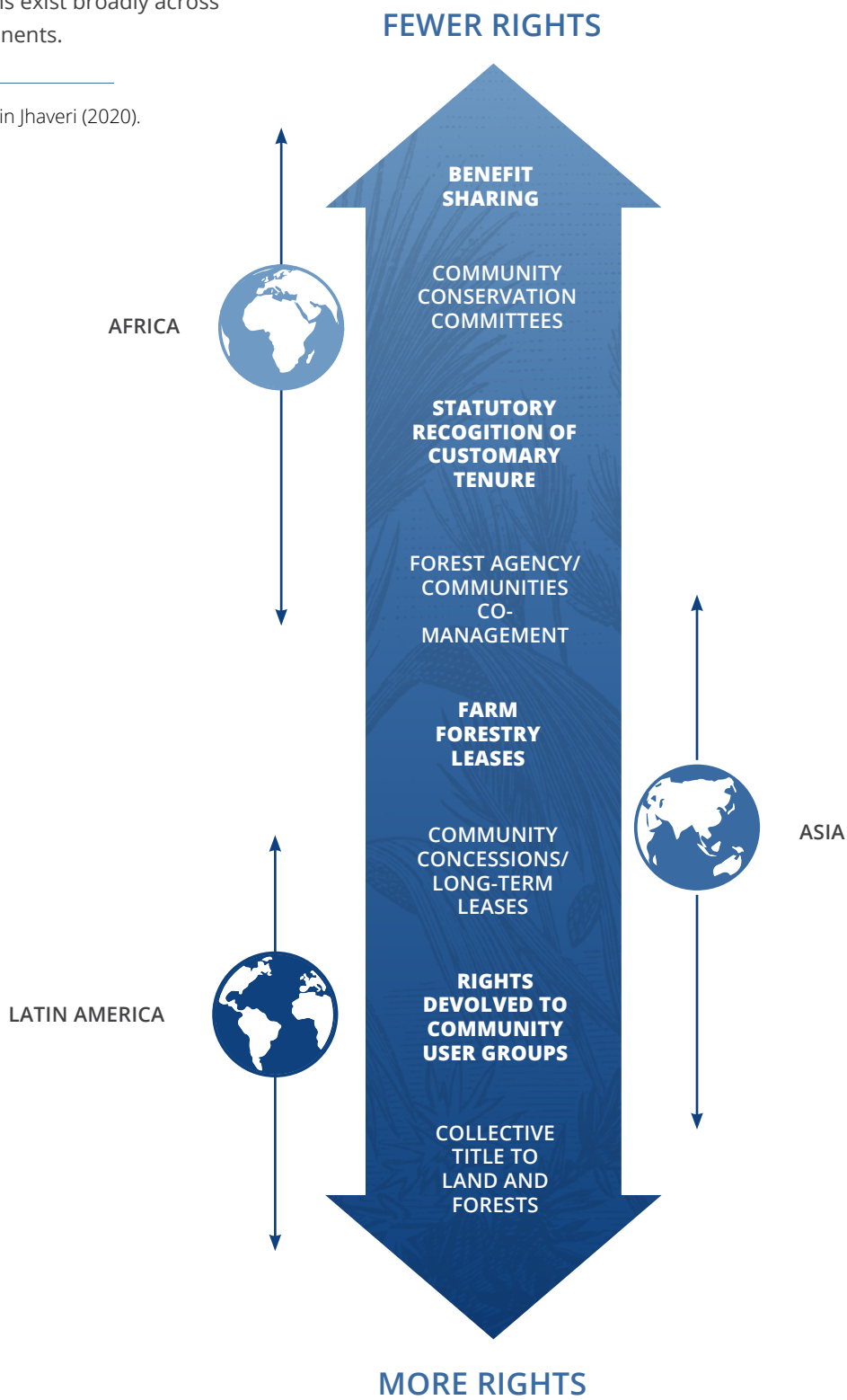


Figure 10. Tenure rights devolution across the three major continents.

Source: Lawry et al. (2012).

When we look at individual rights in this matrix (Figure 9) for women and men, it is easy to ignore the rights over individual tree types known as tree tenure, which are separate from rights to the land on which a tree grows. When it comes to gender equality, tree tenure is an important issue because women and men may have rights to different tree species, or even to different resources within one tree species, that are valuable for distinct reasons (Fortmann 1985; Bruce 1989; Rocheleau and Edmunds 1997). A fine-grained analysis of such rights can illuminate important gender issues (Chinwuba Obi 1988). Women's rights to planted trees may not be the same as the rights to wild trees, and customary rights may dictate that particular tree species in specific locations can only be accessed by women from original clan families, whereas incoming women settlers will not automatically hold such rights, as in the case of shea trees in some West African countries.⁵ In negotiating restrictive access rules, women who do not have formal rights to high-value trees will informally plant and care for their own tree species for fodder and fuelwood. In essence, specific tree tenure niches are formed by multiple gendered layers which need to be carefully analysed.

Lastly, an important dimension of any forest tenure analysis is the level of tenure security experienced by rights-holders in any given forest tenure regime. Tenure security is not exactly about whether the tenure rights are provided with statutory protections or formal recognition. Rather, it is about a range of factors which affect an aggregate perception held by women and men of different social status and geographical location (Figure 23 in Jhaveri 2020). Tenure security depends on a range of historical, socioeconomic and political conditions. It is important to identify the factors which are relevant to any given situation in order to track gendered changes in tenure security over time.



GROUP DISCUSSION

In your area, can you develop a matrix (see Figure 9) for one community-based forest tenure regime providing details of the types of tenure rights held by each identified rights-holder. This can be done rapidly, noting the main types of rights and rights-holders and filling in the details for each box.

MULTIPLE CHOICE QUESTIONNAIRE

What is tenure?

30 min

Provide all participants with a copy of Handout 1. Each participant should individually complete this multiple-choice questionnaire. Spend 5–10 minutes completing it, and then the facilitator can discuss answers.

⁵ See also *Her His Forest Tenure Insight no. 11* in Jhaveri (2020).



STEP 3

Planning in advance: Data gathering

LECTURE & ACTIVITY

30 minutes

NOTE TO FACILITATORS

In this step, you will learn more about how to design a research strategy and data collection method. Use the materials below, along with Handouts 2–5, to prepare a lecture and activity for the group.

Step 3 introduces the type of preparation and data collection activities required for a situational gender analysis of forest tenure. This involves four sequential sets of activities:

1. The methodology should be developed;
2. The approach should be documented;
3. The fieldwork should be methodically carried out;
4. The results should be analyzed.

Lastly, ethical choices also need to be kept in mind regarding how people will be interviewed, how the data will be kept confidential and how participants' identities will be kept anonymous in reports. Some form of voluntary consent should be obtained prior to interviewing.

This type of situational gender analysis can be considered a small-scale action research project. Action research is typically hands-on research that is associated with practical issues. The design and execution of such research needs to be carefully planned to avoid external criticism and obtain the needed valuable insights for an empirically grounded publication. To do this, a research strategy following the steps above should be developed to address priority goals. As the first steps of the strategy are completed, you may need to reflexively adjust the remaining steps to achieve best results. This openness and adaptability is vital to a successful data collection process.

PREPARATION

A number of points need to be addressed in preparation for data collection:

- A. Scope of the data collection activity.** What is the purpose of the situational gender analysis? What are the overarching questions? Which geographical area will the analysis cover? Who is leading the data collection, analysis and writing work?
- B. Available budget and time frame.** This will determine the scope, the number of possible team members, length of data collection and analysis, time for report writing and resources for dissemination. Often, rapid participatory appraisal methods will be best given typical budget and time constraints.
- C. Members of the data collection team.** What kind of expertise is needed on the team? Who will lead the data collection effort? Will there be a lead team from a single organization or a few collaborating organizations? Will there be any interns or volunteers (from universities or NGOs) who can bring a particular kind of expertise to the situational gender analysis?
- D. Literature review.** After answering the six questions set out in the earlier section to understand the context, the next activity is to dig a bit further into the type of policies and laws affecting the gendered forest tenure situation, the main types of gendered forest tenure across the country, which economic and political factors affect forest tenure arrangements for women and men, the resultant condition of the forest, how gendered governance is structured in terms of decentralization and authority relations, and the major forest projects (government, donor or NGO-initiated). Use Figure 7 in Jhaveri (2020) to help identify the key sets of questions that need to be addressed in the literature review. Not only will this information be essential for understanding the gendered tenure situation, but it will also help in the design of field-based interview protocols.
- E. Stakeholder analysis.** In order to understand the state of forest tenure, it is necessary to carry out a stakeholder analysis. This analysis helps to identify the key actors and experts in the forest tenure scene, their relationships to one another and their relative power. A stakeholder analysis helps to clarify the picture quickly. In this type of analysis, the terms stakeholder and actor are often used interchangeably. The information on how to carry out a stakeholder analysis is provided in Handout 2.
- F. Data collection methodology.** Based on budget availability and human resource capabilities, develop a plan for collecting field-based data involving a mix of different approaches such as: expert interviews (individual or focus group), key informant semi-structured interviews (with a few key questions to guide discussion) and focus group discussions for forest governance body members, selected members of the community, women's groups and so on. Some decisions will need to be made as to what is more important — understanding the national regulatory and government regulatory and administrative dimensions solely, or including the varied local-level dynamics.
- G. Sampling design,** sources of information, and questionnaires. In a situational gender analysis such as this, it may not be necessary to carry out a random sampling approach. Rather, a purposive sampling approach helps to interview people who have experiences that are relevant to the analysis, and who are also more interested in participating and sharing their knowledge. In practice, such an approach can be combined with a snowballing or convenience sampling approach where the first set of interviews leads to recommendations for the next set of interviews that help to get a full and all-rounded picture of the situation. Handouts 3 and 4 can be used to guide the development of your own specific questionnaires. This rapid participatory appraisal approach produces a cumulative and exploratory picture as opposed to a strictly representative understanding of the gendered

tenure situation. Let the data collection team spread out based on a coordinated plan. It may be good to develop some case studies that look in-depth at a particular event, process or positive development. In this way, the detailed shifts and complexities of real-life situations can come to light.

In addition to the points above, it is important to recognize that the sample size for action research is smaller than in a full-blown academic research project and primarily focuses on qualitative rather than quantitative research. How will information on different scales of the gender box be collated — macro, meso and micro (Colfer 2013)? The larger scale dynamics at the macro level will influence how the dynamics at the meso and micro level play out. Figure 8 in Jhaveri (2020) also sets out some valuable principles to keep in mind in designing the plan for action research.

When you are ready to begin the analysis, first make a visit to the target area for two or three days, and meet with leaders and government staff. If the area is close to the capital, visit relevant government offices, universities or NGOs. If it is in rural forested areas, spend time in the area(s) of interest and engage in participant observation. Carry out a transect walk or two — getting a feel for the landscape use patterns — or do some preliminary community mapping. These activities will provide a sense of the land-use patterns and the type of social diversity that exists. Observation can help to get a good feel for the landscape, development context, land uses, gendered tenure patterns and daily life routines. Throughout this process, keeping good notes is critical. Understanding what makes a “community” in these areas is a good lens through which to look at which factors build collective trust and which lead to fractures. Rather than thinking in terms of “haves” and “have nots,” a look at the communities can help decipher what types of complementary relationships exist between different actors. Informal discussions carried out spontaneously at the edge of agricultural fields, at the local tea shop or in the vegetable market can sometimes provide the sharpest insights.⁶

After the initial visit, your team will need to make a decision about the most appropriate mix of data collection methods. For example, will the data collection process begin with a set of semi-structured interviews with key informants who are very knowledgeable about the history and current status of gendered forest tenure, or will it begin with a focus group discussion with government officials from the forest agency (local or national)? These interviews will provide the primary body of knowledge for further analysis. The information will shape the structure and main content of the broad knowledge platform that can then be filled in with smaller focus group discussions, select key informant interviews with members of the community or talks with women’s groups and locally active NGOs, for example. If there are more resources available, the team could also conduct a household survey.⁷

Careful thought should be given when forming focus groups. Is it best to invite poor women from one ethnic group or from one village, for example? You might also bring together affluent women from adjoining villages in another group. Getting a sense of who will be comfortable together and be able to openly share their thoughts is essential for a facilitator to host an open focus group discussion. Throughout this process, intersectionality should be considered to understand the spectrum of social assets and statuses, as well as customary and newly introduced practices that govern local life.

In developing a set of questions for the interviews and focus groups, it is important to include both factual as well as attitudinal or opinion questions. This will help draw out what issues are being adequately resolved and which are causes for concern. Which questions will help obtain a gendered understanding of insecure and more secure tenure rights? How will information on the current status of overlapping or ambiguous rights be obtained? The aim is to achieve a complete picture by utilizing various triangulation approaches. You should reach a point of research saturation where additional data does not add anything significant to the overall picture.

⁶ See Handout 5 for a set of guiding questions.

⁷ See Bakkegaard et al. (2016) for some ideas.



GROUP DISCUSSION

How to run a focus group discussion

45 minutes

Very often, new projects to improve carbon sequestration, such as Reducing Emissions from Deforestation and Degradation Plus (REDD+) (Bradley and Fortuna 2021) or forest restoration initiatives, can result in changes to forest tenure patterns. In any situational gender analysis, being alert to how such changes are likely to differentially affect women and men of varied backgrounds is critical. How should a focus group discussion be carried out with members of a community forest user group to understand the probable changes (Handout 4)? With this in mind, consider the scenario below:

A new forest restoration project anticipates creating new regeneration zones in the forest that will be closed to access for three years. This has resulted in greater pressure on women community members to meet their fuel needs from the remaining forests and has lowered annual timber-harvesting quotas. Instead of permitting heavier cutting, the user group has decided to increase income generation so that liquid petroleum gas (LPG) can be purchased to meet the community's fuel needs. They plan to increase income by selling pickled hog plums and providing extra labor to increase the production capacity of an essential oil distillation enterprise, which is managed by women.

Now, a focus group discussion aims to a) understand existing gendered forest tenure and governance arrangements; b) understand how forest restoration would change gendered forest tenure patterns; and c) understand what the effects will be in terms of benefits distributions among women and men.

Divide participants into small groups of seven persons. Each small group will have seven members, one of whom will be a notetaker, and one facilitator who will lead a practice focus group. The five active members will assume the following characters: a) an elderly male head of the community forest user group who sells fruit locally from his small mango orchard; b) a female executive committee member of community forestry user group who is also running the local essential oil enterprise that sells to middle-man collectors; c) a landless woman who uses the forests to meet her daily food, fuelwood and fodder needs; d) a female school teacher who is from the nearby main market town; and e) a young male who is employed at a small local saw-mill.

The facilitator should develop a set of semi-structured questions to ask the five focus group members; the goal in the fictional scenario is to understand how forest tenure changes due to this new forest restoration project will affect the women and men members. At the end of the discussion activity, the facilitator will report back to all the participants about the lessons she or he learned about how to run the focus group discussion effectively.



STEP 4

Distilling the data: Analysis and report writing

LECTURE & ACTIVITY

45 minutes

NOTE TO FACILITATORS

In this step, you will learn more about how to collate data into meaningful and impactful reports. Use the materials below, along with Handout 6, to prepare a lecture and activity.

As the data gathering process accelerates, the amount of evidence that needs to be analysed expands. How does one sort through all this rich data to distill the key and relevant findings? To begin, it helps to develop a shared report outline. Developing an outline is not only about ensuring that the primary and secondary findings are clearly conveyed, it is also about how to set out the best pathways to achieve gender-responsive forest tenure reform. How does the data your team has collected help researchers understand key gender gaps and disparities, how they have been created and sustained and how they affect women and men's livelihoods, opportunities and hopes? Can these gender gaps be traced to issues of participation in governance, differences in women and men's leadership capabilities and authority, education differences, gender-differentiated access to services, and other

factors (Figure 5 in Jhaveri 2020)? Are these gender-gap obstacles of a political, socio-economic, technical or other nature?⁸ Who are the primary agents of change trying to transform lives and forest tenure conditions? Remember that most of the data for such a report will be qualitative.

Such an overall analytical approach will serve to develop effective strategies and intervention approaches. A sample report outline is provided in Handout 6, and the contents of the report can be adjusted to suit your purpose. It is easy to go astray when a lot of data has been collected, so keeping a focus on the purpose of the report as well as the key readership helps to make sure the work is moving along the right track.

⁸ For example, see Larson et al. (2010).

Once a draft of the main report has been finalized, it may be valuable to hold a multi-stakeholder consultation to share key findings. Such a participatory validation process helps to build a consensual understanding of what has been achieved, what the needs are and what the opportunities for positive change are (The World Bank 2021). This way, the team can publish an accurate report that captures the key themes and challenges.

The report is clearly important, but perhaps even more important is a summary or brief that is written in accessible and persuasive language and includes attractive infographics. Key decision makers will go straight to this kind of document to grasp the significance of the work. It may also be necessary to translate the brief or the full document into local languages. The last step will involve preparing a plan for sharing the report's core messages with a wide audience.



GROUP ACTIVITY

Creating a report outline

What is the most appropriate report outline for your own context? Reflect on Handout 6 and consider how it can be changed to make it more relevant for your needs. What key findings should be included in a 10-page summary document to share with key decisionmakers? What kind of style or tone should the summary report adopt? What are three (potential) infographics that could be included in the summary report?



STEP 5

Creating impact: Sharing the core messages

LECTURE & DISCUSSION

45 minutes

NOTE TO FACILITATORS

This final step offers some tips for creating a media plan and dissemination strategy for the analysis report. Use the materials below to prepare a lecture and discussion for the group.

Besides providing the knowledge basis for developing a strategy for gender-responsive forest tenure reform, the situational gender analysis can help with distilling some core messages that need to be shared among influential decision makers, knowledge brokers, and practitioners to build the momentum for accelerated forest tenure transformation. Clear and targeted communication that hits the mark helps not only with awareness raising but also mobilizes influential people to take up the issue and propel it forward. Messages will travel well if they are shared by messengers who hold strong credibility and positive relationships in their communities and networks.

Core messages from the report should not include abstract facts or conclusions from the analysis. Rather, pivotal, people-centered storylines developed from the findings will be more interesting and instill a sense of empathy and concern for those who would benefit from greater gender equality in community-based forestry. These stories need to set achievable aspirations and identify innovative solutions and approaches that will

accelerate positive change. It may be that the core messages from these stories challenge prevailing gender stereotypes about forested landscapes.

Such core messages will also need to be tailored to the different kinds of influencers and tenure reform goals. The tone, length, and style of the messages have to be tuned to the specific audience in mind. That said, there should not be too much variation in these messages; sticking to some clear points is more useful to ensure audiences see a cohesive picture of the change that is needed. The messages should be narrowed down to a few sentences that are persuasive, memorable and easily repeated. How do these messages work towards tenure reform objectives? What calls to action do these messages communicate? These messages can be tried out with select audiences which helps to identify what the responses are likely to be and what kinds of questions will be raised. Do your test audiences note things that are missing in the messages? What kind of conversations do they open?

Once these messages have been developed and tested, searching for the best way to reach women and men of different target audiences will require some anticipatory planning (Figure 11). The planning can take the form of an assessment to decide which mediums (print, radio, digital etc.) will best convey the messages (Figure 12). Pay attention to how people communicate in their networks, be it in a village or in a capital city. It goes without saying that the research team will need to identify specific media that are used by women and men of different social statuses and backgrounds. Pinpointing media type and their cost factors will make the work flow smoothly and achieve better results. Inevitably, this will not be a question of a one-time message sharing activity. Rather, a program for reinforcing these messages across the selected media on a regular basis over a specific targeted period of time will make sure the messages hit home.

Mindful attention to how to build and share core messages from the situational gender analysis of forest tenure will create opportunities from which to launch specific strategic interventions to improve forest tenure conditions for gender equality.

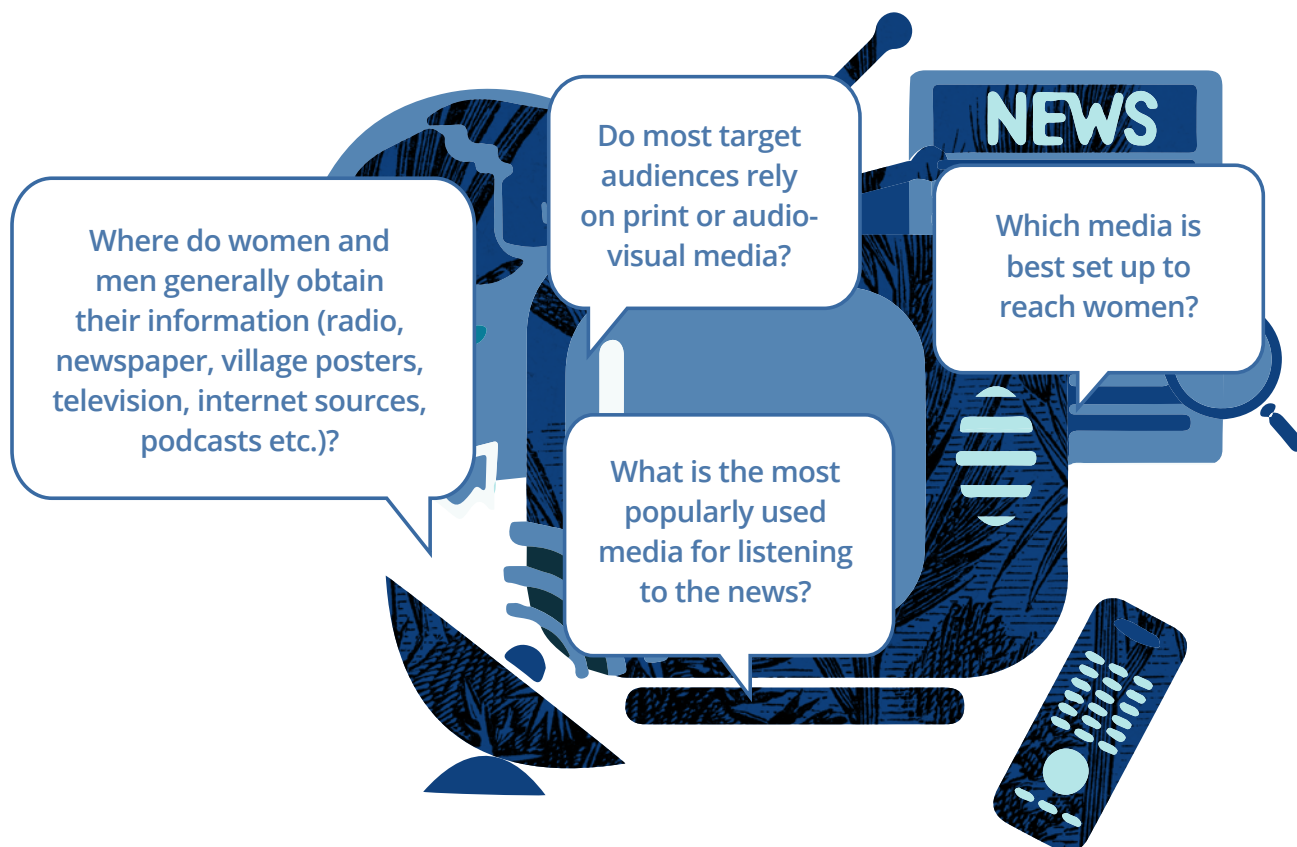


Figure 11. Media used most frequently by women and men.






MEDIA TYPE	MEDIA VEHICLES
 <p>Digital or Social Media</p>	<p>Video, text, audio, images communicated through websites, mobile networks, vlogs, blogs, social networking sites, games and e-learning software.</p>
 <p>Community-based Media</p>	<p>Involves working with communities and includes local theatre, songs, community radio or television, community events, community dialogues, sports events, outreach activities and advocacy events.</p>
 <p>Mass Media</p>	<p>Communication that is designed to reach large numbers of people and includes television, radio, newspapers, magazine and the Internet.</p>
 <p>Influencers, Knowledge Brokers & Practitioners</p>	<p>Individuals who — through their profession, networks and credibility — are able to share the core messages among their communities to influence their perspectives on the current status of gender and forest tenure.</p>

Figure 12. Media dissemination methods.



GROUP DISCUSSION

Creating impact and sharing the core messages.

The facilitator will work with the participants to develop two core messages and a media selection plan based on your country or local context. The goal of the messages will be to encourage policy decisionmakers to reform forest sector policies in favor of gender-responsive forest tenure reform.

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ANNEX 1: COURSE HANDOUTS

HANDOUT 1

Multiple choice questionnaire: What is tenure?

Please answer the questions individually. Select one answer for each question. After completion, the facilitator will go through the correct answers for each question.

1. What does the word “tenure” mean?

- a. land
- b. natural resource
- c. occupied territory
- d. property
- e. forests

2. Which one of these is NOT a property type?

- a. public property
- b. private property
- c. open access
- d. commons or community-based property
- e. subsistence property

3. What is a tenure niche?

- a. an area with special conservation status
- b. a land use type with particular tenure arrangement
- c. a forest area in the shade used to grow medicinal herbs
- d. an area used only for customary rights
- e. an area in which only government rights can be asserted

4. Which of the following is NOT a principle for responsible gendered governance of forest tenure?

- a. adaptive management
- b. human dignity
- c. rule of law
- d. gender equality
- e. continuous improvement

5. Which one of these is NOT among the bundle of forest tenure rights?

- a. access
- b. withdrawal or use
- c. bargaining
- d. management
- e. alienation

6. Which one of the following are NOT among the responsibilities in a community-based forest tenure regime?

- a. forest nursery support by the government
- b. enterprise development training by agencies
- c. taxation of community-forest user groups
- d. networking with forest federations
- e. permits for timber extraction from the government

7. In an open access property arrangement, it is typical to find that:

- a. natural resources are well-managed
- b. many people can benefit from uncontrolled access
- c. people are able to meet their food security needs
- d. the government provides good patrolling and monitoring of such areas
- e. heavy fines are typically imposed to those that break rules

8. Tree tenure refers to:

- a. Rights held to specific types of trees
- b. Rights to plant trees across a landscape
- c. Rights to have full control over all tree species
- d. Rights to sell timber from trees
- e. Rights to inherit trees from your mother

9. A forested area that is public property is one that is managed:

- a. By the government staff to harvest timber trees
- b. By the government to manage in the public interest
- c. By the government to allow nearby villagers to use freely
- d. By the government to grow valuable medicinal herbs on
- e. By the government to sell to the public in auctions

10. A “holistic bundle of resources” refers to forests that:

- a. Include both upstream and downstream forest areas
- b. Include orchards, agroforestry areas and timber areas
- c. Include both high-value and low-value forests
- d. Include areas where women and men access forest products
- e. Include areas with watershed protection areas, conservation areas and village use forests

[Answers: 1: d; 2: e; 3: b; 4: a; 5: c; 6: d; 7: b; 8: a; 9: b; 10: c.]

HANDOUT 2

Stakeholder analysis of gendered forest tenure

Convening a two-hour meeting to carry out the stakeholder analysis with some key knowledgeable experts will quickly help to clarify what factors and relationships are critical in both existing forest tenure arrangements as well as future reform possibilities. Stakeholder analyses help to understand who the key actors are in forest tenure agreements and what influence they have on forest tenure regimes. In this sense, conducting a stakeholder analysis also helps to identify potential interviewees for later. The first step is to identify the main actors involved with forest tenure. Then, in the second step, develop a quick figure of the level of power and interest of each key stakeholder. Lastly, use steps one and two to sketch out the relationships between the key stakeholders.

A. STEP 1

Who are the different actors involved in forest tenure?

Identify the main actors in the forest tenure regime at the international, national, subnational, district and local levels as they relates to your geographical area. Use the questions below to help generate a list of all key relevant actors and their roles in forest tenure.

- » Who has important knowledge and expertise on forest tenure?
- » Who has the authority to make decisions about reforming forest sector policies and laws (from national to local level)?
- » Who implements existing forest sector policies and laws?
- » Are there NGOs or civil society organizations (CSOs) focused on the forest sector, women's rights, natural resources management or environmental conservation who are active in tenure work?
- » Are there any donor projects working on the forest sector with an interest in forest tenure?
- » Are there social, cultural or religious organizations working in the villages on rural development with an interest in tenure issues?

Next, classify these actors into two types: direct stakeholders and interest groups.

DIRECT STAKEHOLDERS

These are the primary users of the land and forests. They can be members of the local forest governance body that manages a designated forest area or those with permission to use this forest area. Direct stakeholders may also include members of the local government offices who are also rights-holders in the tenure matrix.

INTEREST GROUPS

These are groups who do not directly rely on the forest area but who have a keen interest in how the land is managed and how the benefits are shared. Such groups can include women's organizations, forest federations, conservation groups, research organizations, investors and so on.

B. STEP 2

Develop a figure of the level of power and interest of each key stakeholder.

Using Figure 13, place each of the stakeholders into one of the four boxes based on their level of power when it comes to forest tenure issues and their level of interest in engagement.

C. STEP 3

Sketch out the relationships between the key stakeholders.

Using Figure 14, sketch out the relationships between those actors who fall under the high-interest category. Identify whether the relationships between different stakeholders are harmonious or conflictual. Which stakeholders are known to work collaboratively on a regular basis on policy and law development or projects? In which relationships do strong authority relations exist, creating an asymmetric power relationship?

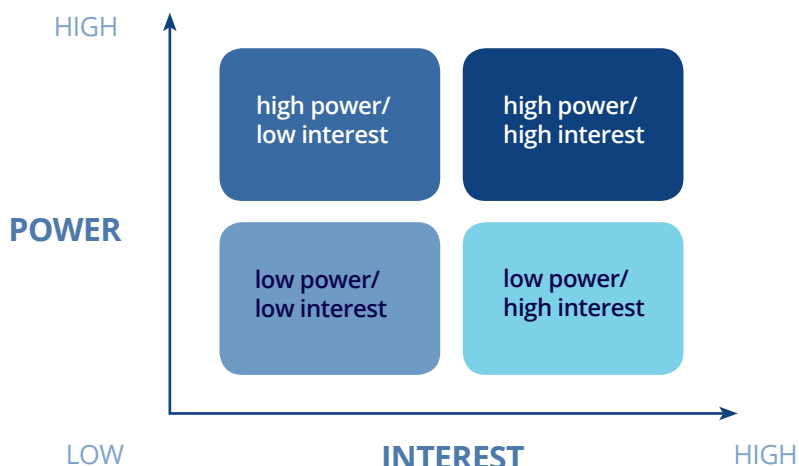


Figure 13. Classifying actors based on their level of power and interest in relation to forest tenure issues.

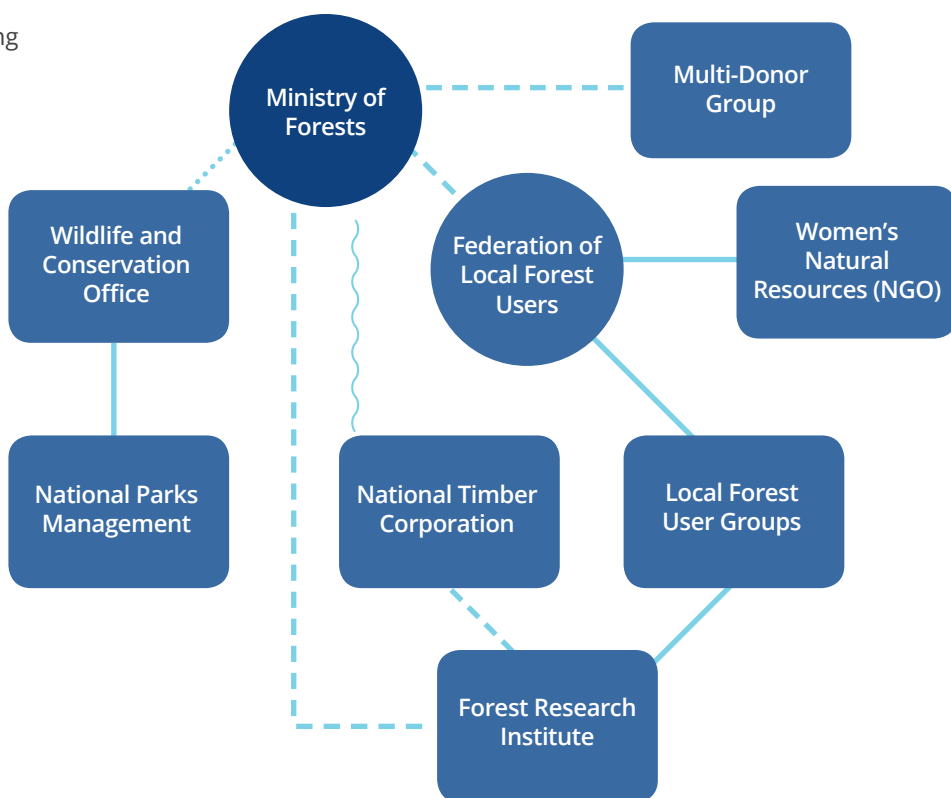


Figure 14. Relationships between high-interest stakeholders.

HANDOUT 3

Semi-structured questionnaire for key informant interviews

Key informant interviews are really useful for understanding the views and perspectives of individuals who have knowledge on a range of key issues relevant to gendered governance of forest tenure. These knowledge areas could include the local, gendered history of forest tenure, the type of government administration at work, the gendered dimensions of local forest governance, how benefits are shared among women and men and so on.

The stakeholder analysis (Handout 2) will typically help to identify the individuals who will be best placed to share their knowledge on such issues. Setting up the interview ahead of time whether in person, online or by phone will require explaining the purpose of the interview, the time it will take (typically an hour or so), and the type of questions that will be covered.

Any key informant interview will need to select specific questions relevant to the particular interviewee. The following list of questions are purely guiding ones and can be used to draw together a subset of questions (about 10) for any given key informant interview. Usually, it is good to start with more factual or straightforward questions and gradually move to the more difficult ones. A mix of factual and attitudinal questions can be useful. Additionally, where any questions would be uncomfortable for the interviewee, think of a less direct way to ask for the same information or insight.

The interviewer can ask for consent from the interviewee at the beginning and should keep notes. With the interviewee's permission, the interviewer may also record the exchange. Leave time at the end for the interviewee to ask the interviewer questions.

GUIDING QUESTIONS:

1. In terms of the forest policy and legal framework within the country, to what extent has there been devolution of forest tenure and governance to the local level? Is this a weak, medium or strong level of devolution? Since when? To what extent is it attentive to women's rights or gender equality? What stipulations or regulations exist to address gender issues?
2. To what extent has the forest sector contributed to improving the livelihoods and welfare of forest-dependent community members, both women and men?
3. Has there been any territorial recognition of sovereign rights for specific communities?
4. When the boundary for the local forest was agreed to, were both women and men involved in identifying and agreeing to the boundaries?
5. Has there been recognition of women's and men's specific needs in terms of forest access, use and management rights? Is this recognition reflected in the content of the forest management plan (if there is one)?
6. In what specific ways have women and men's differential but equal rights been recognized in the tenure arrangements and governance? For example, can women and men household members become part of the local forest user body or group? What percentage of the executive committee of the forest user body or group are women? What type of influence do women members of the executive committee have in practice?

7. In what way do women and men receive benefits from the forest products available in the area (both direct and financial benefits)? Are any of these benefits shared with the community through collective welfare projects like roads, clinics or schools? Are there forest-based enterprises in which women are either employed or hold managerial roles?
8. On a scale of one to five, how many gender gaps exist within the local forest tenure and governance system?
1= numerous gaps, 2= many gaps, 3= some gaps, 4= few gaps and 5= no gaps.
9. In what way does the local government office managing the forest sector support local-level forest governance? Is the local government attentive to gender equality issues (in name only or also in practice)? Who holds more authority over forest tenure decision making: the local forest governance body or the government office? Are there other organizations that play an influential role in forest tenure and governance?
10. How well is the forest law implemented at the local level? Does the law support both the needs of women and men who use the forests? Are there women staff in the local government office for the forest sector? Are government services tailored to the particular needs of women and men?
11. How are disputes and conflicts addressed at the local level? Are there dispute resolution methods that are sensitive to gendered differences?
12. Have there been new women and men tenure champions emerging in recent years who work for gender equality in forest tenure arrangements? Do they network with other forest user groups in the area or nationally?
13. Are there women's organizations who support emerging women leaders in the forest sector?
14. In an overall sense, what type of forest tenure security do women and men perceive at the local level?
15. What are the major needs and challenges for improving the forest tenure and governance system in order to achieve gender equality?

HANDOUT 4

Semi-structured questionnaire for focus group discussions

PREPARATORY NOTES

For the purposes of this handbook, a focus group discussion (FGD) refers to groups of people from a particular community or area (such as local residents), women-only community members or male-only community members, members of a local forest governance body, or a set of government administrators who come together to collectively reflect on the status of forest tenure rights and how they support gender equality. At times, it may be best to hold separate FGDs for women and men so that they can freely talk. At other times, a mixed group FGD can be organized to bring together all members of the forest governance body. Depending on the purpose of the FGD, local women and men community leaders can help to identify participants. The community leaders will need to clearly understand the purpose and structure of the FGDs. Then, they can help select participants in order to reflect a sense of fairness and representativeness.

Usually, it is helpful to prepare some type of consent form for individual participants to sign (or provide a thumb mark) so that they understand how the collected information will be used. A verbal form of consent in front of village leader can also suffice. The FGD will take place for about two hours; the time can be fixed based on what needs to be covered during the meeting.

In particular, the FGD provides an opportunity to discuss various aspects of forest tenure reform and its implementation, what challenges and gaps need to be addressed and what might be good ways forward to address them. Where an interesting case study emerges during the discussion, it may be useful to learn more about the details of what happened, why and how it was addressed. This can be documented in the final report, should the case help illustrate an important insight or lesson.

Often, a set of key informant interviews relevant to the focus group participants will help both identify which participants to invite and what the set of semi-structured questions should be. In addition, where possible, a participatory mapping exercise that sets out the village and landscape areas may be created prior to the focus group discussion and can help to ground the discussion in the local context. Figure 5 above can help provide some guidance on the type of categories of land use the map should cover. Once the facilitator has completed their activity, there can be time for questions from participants for the facilitator.

A gender-sensitive facilitator is particularly important when carrying out such FGDs. This facilitator will help to introduce the purpose and format of the focus group and the rules of discussion (such as respecting each other and the ideas shared while encouraging a spirit of openness). Then, the facilitator can proceed to guide the discussion based on a set of semi-structured questions. A notetaker should keep notes of the discussion including some basic facts such as date and time, name of facilitator, location, participant names and so on. A standardized form can be developed for this purpose. The meeting ideally should be held at a place and time that suits both women and men participants. Some child care support can help ensure that women will be able to attend. Attention to seating the women and men should be given to ensure that there is parity between them in terms of arrangements but also women should feel comfortable being active participants. Some photos of the event can also help with remembering the details of the FGD.

A checklist of materials that may be needed includes: a) participants list; b) notebook and pen/pencil; c) flipchart and markers or blackboard and chalk; d) colored paper (cut into rectangles) to tape to wall to show timelines, key

events and so on; e) a large map (hand drawn) of the area showing village, agricultural, water and forest areas; this should be posted in a prominent place on wall before the FGD starts; f) voice recorder and accessories (provided permission has been granted by participants); g) camera (with or without video capability and with participant permission); h) other relevant material such as a set of photos of different parts of the forests.

Close the FGD by thanking the participants for their time and knowledge. Provide contact information should anyone wish to follow up with further comments or questions.

THE SEMI-STRUCTURED QUESTIONNAIRE

The overall set of questions to cover in the FGD includes (these can be tailored to your needs):

1. What is the relationship between economic and social development and forest usage?
2. What type of forest tenure patterns can be found within the forested landscape?
3. What type of government administration systems and authority relations exist in this area?
4. What type of local forest governance system exists? What changes have been seen over last 20 years?
5. What type of rights and responsibilities exist (statutory or de jure) for women and men?
6. In what way are forests benefiting women, men and the community at large within the local context?
7. What is the overall perception of forest tenure security among women and men?
8. In what way are forests helping to improve women's empowerment?
9. Are there any social networks (or federations and alliances) that are important for supporting forest tenure rights or gender equality?

Specific semi-structured questions for FGD (again, these can be tailored to the participants and your particular needs):

A. Timeline exercise

This is a quick exercise that mainly aims at broadly understanding the development context of the village. A long line is drawn on a flipchart and the discussion can begin. Questions may include:

- i. When was the village first formed?
- ii. Who lives in the village? Have there been periods of in-migration or out-migration? Who was involved in that?
- iii. What were the significant developments in the village history in terms of roads, infrastructure, electricity, schools and health centers?
- iv. What are the main livelihood activities in the village or area? Have they changed significantly? When? Has the role of women in households and employment changed over last 30 years?
- v. What kinds of different forest resources exist around the village?
- vi. Has the forest condition changed much over time?
- vii. Have the forests been well-managed? By who? Which areas are better managed than others?
- viii. Have there been disputes over forest use (between villagers or with outsiders)?

B. Development status and changes

- i. What would you say is the development status of the village? 1= very poor, 2 = poor, 3 = not bad, 4 = good and 5 = very good.
- ii. What have been the main reasons for changes in development status over the past few decades? Are the changes due to better government administration, donor projects, increased connectivity through roads, phones and electricity, better health care or something else?
- iii. What is the role of forests in improving development status? Have they provided easier availability of fuel and fodder, resources for income generation, benefits to women and men of different status or backgrounds, or something else?

C. Forest tenure reform: recognition and respect of forest tenure rights for women and men

- i. Do villagers have strong rights to use and manage their forested areas?
- ii. What type of changes to the forest management system have there been over last 20 years or more? Have these changes been positive for local residents?
- iii. Are there plans to change the way forests are managed in the near future? Will these changes specifically address gender gaps between women and men?

D. Level of government decentralization and authority relationships

- i. What type of local government administration looks after forest issues? Is the administration decentralized?
- ii. Does the local forest governance body work well with the local forest agency?
- iii. Who holds stronger rights over the forests: the villagers or the government office?
- iv. Who else exerts a strong influence over how local forests are used and managed?

E. Forest governance systems: gendered dimensions

- i. What type of cultural norms exist regarding how women and men use and manage the forests?
- ii. What type of local forest governance system is in place?
- iii. Does responsibility primarily rest in the hands of a local leader or with a governance body? Can both women and men be participating members of the governance body?
- iv. Is there an executive committee for the governance body? Is it elected? How many members are there, and what percentage are women?
- v. How often does the executive committee meet? Are there records of their meetings? Are records kept on women and men in attendance?

F. Status of tenure rights and responsibilities for women and men of different status (draw the matrix from Figure 9 on a flipchart)

- i. Using the tenure matrix from Figure 9, fill in what type of rules exist regarding the rights and responsibilities of key stakeholders over specific forest areas? Try to provide a good level of detail on which specific women and men of particular backgrounds or statuses have rights over what.
- ii. What type of monitoring or patrolling takes place to ensure the forest tenure arrangement is implemented? Are women involved in enforcement activities? Is the system for imposing penalties or fines fair? How are disputes resolved? Is there any attention to different types of users (women or men) in deciding penalties or fines?

G. Changes to rights and responsibilities for women and men over the past 20 years

- i. Using the same tenure matrix (Figure 9), identify what broad changes have taken place in these rights and responsibilities over the past 20 years. What drivers were behind these changes? Were there forest restoration projects, private investors seeking to start commodity plantations, payments for environmental services (PES) projects focused on watershed protection or something else?

H. Overall ranking satisfaction with forest tenure rights

- i. Are you individually satisfied with the type of forest rights and responsibilities that have been practiced? 1= very dissatisfied, 2 = somewhat satisfied (but would like to see changes made) and 3 = very satisfied.

I. Women's empowerment over the past 20 years

- i. What changes have you seen in village women of different statuses in regarding forest use?
- ii. Are women able to assert their views, hold authority and gain greater benefits from forests now compared to 20 years ago?
- iii. Do women have greater control over income from forest products within the household now?

J. Key external actors who are important for forest tenure arrangements

- i. Are there social networks or federations and alliances that are important for how forest tenure rights are practiced? Are there women's NGOs or CSOs who are active locally?
- ii. Have there been important forest projects supported by donors in the village area? What type? What have been the specific benefits?

- K. Possible case study:** Take good notes if and when participants bring up case studies that shed light on: a) conflict issues in forest tenure; b) improvements in gender gaps; c) how forest tenure reform has improved local forest governance for women and men; d) better forest planning that takes into consideration women and men's needs; e) women-run forest enterprises.

HANDOUT 5

Informal interviews

In rural villages, these questions can be woven into any conversation within an informal context such as a roadside café, an agricultural tools and seeds shop, a local vegetable market and so on. Although largely unstructured, these informal interviews can provide some of the best insights into local and national dynamics. Keep good notes on what you hear as it is easy to forget key insights presented during such casual conversations.

A host of wide-ranging questions can be covered, including:

- a. What's the main agricultural activity in this area?
- b. What local activities generate the most income?
- c. Are there any donor-supported forest projects here? What kind?
- d. What kind of forests grow around here? How far are they from population centers? Which forests do women use, and are they different from the ones that men use?
- e. Are the forests used by one village or many villages?
- f. Is there a committee or leadership who oversees the rules for forest management?
- g. Is the forest owned by the government? Does the government grant tenure rights to the villagers? Can women and men both obtain these rights equally?
- h. Do forest officials do a good job of managing the forests? Are they sensitive to women and men's particular needs from the forest?
- i. Who goes to collect firewood? How often? How far is it?
- j. Are there any business enterprises that use forest products? Who runs them?
- k. Have there been any small disputes over forest issues?
- l. Are there any tree planting programs in this area? If so, who provides the saplings?
- m. What are the typical disputes found in the area? Do any disputes typically lead to big conflicts?
- n. Are there any women's groups or organizations active in this area?
- o. By and large, are women and men satisfied with the benefits they receive from the forests both in terms of products and money?

HANDOUT 6

Distilling the data: Sample report content

CHAPTER 1

Introduction: Why is understanding the gendered dimensions of forest tenure and governance important?

1. What is the relationship between forest tenure and development goals?
2. The national forest context
3. Who are the legitimate forest users?
4. Gendered patterns of forest and tree tenure: Use and management
5. Existing types of forest tenure regimes

CHAPTER 2

Gender gaps and the national regulatory framework on forest tenure

1. The relationship between forest tenure and national development goals
2. International standards in forest tenure
3. National forest policy and the legal framework
4. National policies and programs on gender equality
5. National level of decentralization and authority relations
6. How effective has implementation of forest tenure policies and laws been for women and men?
7. What achievements have been made to date?
8. What are the current challenges and needs?
9. How to address these gender gaps?

CHAPTER 3

Gender gaps and community-based forest management

1. Recognition and respect for local forest tenure rights
2. Gender gaps in local forest tenure and governance
3. Perceptions of tenure security among women and men of different statuses
4. Local forest tenure for women and men: Does the system meet household and income generation needs?
5. Empowerment of women and men from forest tenure rights

CHAPTER 4

How to reform forest tenure and governance for gender equality

1. Reforming forest policy for gender-responsive forest tenure
2. Reforming forest law and regulations for gender-responsive forest tenure
3. Transforming local forest tenure and governance for gender equality
4. Key agents of change: National and local

CHAPTER 5

Conclusion: Gender accelerators and forest tenure reform



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