

Strategy Session to Develop a Roadmap for Integrating Gender in REDD+

1 December 2010

Cancun, Mexico

Summary Report

Background

The draft decisions from the 15th Conference of Parties (COP-15) to the UNFCCC stated that REDD+ mechanisms should integrate gender considerations, as well as the direct participation of stakeholders and local communities. However, while REDD+ has numerous implications for women of forest-dependent communities, global deliberations have almost completely ignored the gender dimensions, and major institutions and donors have not delivered on their own mandates to mainstream gender within the forest/environment sectors. Without their recognition as stakeholders, women have been denied representation within global REDD+ mechanisms. Women's unequal access to land and decision-makers structures and political power places them at greater risk of losing rights to forest resources or not receiving their fair share of compensation for forest protection activities.

REDD+ has the potential to simultaneously serve as a vehicle for sustainability and women's rights and their empowerment, but only if designed and implemented effectively. Women's rights and resource needs must be recognized, and the roles they can play as leaders, participants and beneficiaries in REDD+ must be carefully considered and reflected at every stage.

On December 1, 2010, WOCAN, IUCN and WEDO, organized a strategy session to develop a roadmap for integrating gender in REDD+. The session provided a space for leaders and experts of diverse sectors to meet and discuss strategies and activities to address gaps in both advocacy and implementation, which have marginalized women and gender issues from national and global financing and implementation.

Participants

Invited participants included members of international NGOs, Indigenous People's organizations, governments, women's forest users groups, carbon project developers, academic institutions, donors, and experts in safeguards and land rights and tenure. The participation list is attached as Annex I.

Summary

The strategic session was divided in two sections, moderated mainly by Jeannette Gurung of WOCAN with support from Cate Owren of WEDO. The agenda is attached as Annex I. The first section was comprised of presentations on key topics related to REDD+. These presentations provided an overview of the topic, which then fed into the remaining discussion on identifying gaps and brainstorming responsive activities which could inform an action plan, or roadmap.

The following were the opening presentations, which set a framework for continued discussion:

1. Lessons learned on REDD+ issues from the efforts of Indigenous People
2. Summary of women's forest use and role in forest management and governance
3. Summary of gender components of REDD+ programs at global and country levels
4. Women's rights in relation to forest use and land tenure
5. Gender in standards (CCBA, VCS, Gold standard, etc)

The first presenter was Jennifer Rubis of the IP Caucus who explained the process that the Indigenous People developed to ensure their rights are integrated in REDD+ negotiations. The IP's process was unique, aiming to include very diverse perspectives. Initially, REDD was widely rejected; the position shifted to offer substantial contribution into the negotiating text, including key issues of IP concern. Early in the process, the IPs identified that they were different than other stakeholder groups because their message was varied yet clear: some groups and members remained against REDD, while others aimed to find opportunities within it, but all agreed on the need to advocate for rights and protection. Among the lessons learned, multiple strategies (outside and inside the process), a united caucus led by IPs, and a common platform that respected divergence of opinions were all highlighted as keys to success.

The second presentation was a summary of women's exclusion from the forestry sector on informal and formal levels by Shereen D'Souza of Yale. She mentioned the value of locating women's exclusion from REDD design and implementation within larger processes of women's exclusion from the forestry sector, both as forest users and as forestry professionals. At the same time, any differences between these newer concerns and ongoing exclusion problems should also be highlighted. She noted that a 2007 FAO report, *Gender Mainstreaming in Forestry in Africa*, suggests that the factors leading to women's exclusion are socio-cultural, economic, and political in nature, and exclusion occurs on local, regional, national, and international scales.

Shereen highlighted that, according to the FAO report, a lack of disaggregated data on women vis-a-vis the forestry sector is a major barrier in designing programs and interventions to remedy women's exclusion. Shereen also mentioned that, while there are a number of articles that discuss concerns about women in REDD, there is thus far little academic literature on women in REDD. Toward that end, Shereen mentioned that some literature suggests that women's forest use tends to be for subsistence needs whereas men's forest use will be for economic gain. Another participant responded that the line between subsistence and economic gain is often blurry, as a man might sell firewood which he then uses to buy food for his family.

Jeannette Gurung presented a summary of the gender components of REDD+ programs at the global and country levels. She mentioned the urgent need for the World Bank and UNREDD to recognize women as forest managers and to secure a permanent position as a major stakeholder group in the FIP, FCPF and UNREDD. So far, FIP has refused opening the position; in the FCPF, there is a possibility for this recognition. Under UNREDD, as was

elaborated by the participant of the UNDP Gender Team, women were not granted an Observer status, however there might be future opportunities since the UNREDD Programme Strategy for 2010-2015 has several references to gender (Annex III) and it has requested the preparation of a ToR for a focal point that will overlook gender and climate change issues. It was proposed that is important to look at where organizations' stance on gender comes from; for example, UN REDD has the mandate from the General Assembly and is influenced by human rights considerations and can be held accountable. Future actions should focus on UNREDD readiness phase because if it does not include the gender dimension, the future phases won't either. UNREDD is moving into an implementation phase, and it would be very strategic to influence this process.

Joanna Durbin did the fourth presentation, focusing on the REDD+ Social & Environmental Standards (REDD+ SES) that are being developed and piloted by an initiative facilitated by the Climate, Community and Biodiversity Alliance (CCBA) and CARE (more information is available currently at www.climate-standards.org/REDD+/ and soon at www.redd-standards.org). She first briefed the participants on the structure, principles, and aim of the REDD+ SES standards, to build a framework for identifying, and reporting social and environmental benefits through voluntary standards. Several countries have established pilots: Ecuador, Brazil, Nepal, Indonesia (Kalimantan) to see how this works; a country level standards committee develops country specific indicators, then draft reports will go through a review process with feedback from an international standards Committee. The CCBA is encouraging transparency, and countries who engage in this process will get recognition. These country pilots aim to set the bar, as countries and projects start to use them as models.

Joanna also explained the process of consultation involved in using the standards and then explained how the gender dimension is incorporated. CCBA standards have nine references to gender/women, but concerns have been incorporated mainly through the reference to 'marginalised groups'. There is a particular reference to women in 'participation', and in compliance with international laws (CEDAW). Gender is included in Principle 3, Criteria 3.2, where the indicators propose the inclusion of gender differentiated impacts in the participatory assessment and monitoring of the positive and negative impacts of REDD+. Women are mentioned in Principle 6, Criteria 6.2, where they are identified as marginalized and/or vulnerable groups that should be represented. CEDAW is mentioned as one of the international conventions that REDD+ program should comply with in Principle 8. Under Criteria 8.1.3, women's and other marginalized groups' rights are recognized and respected by REDD+ programs.

The definition of 'marginalized' and 'vulnerable peoples or groups' mentions that gender relations and inequities may be relevant. This may be crucial to enhance, as projects use this definition to define planning and stakeholder engagement. However at the country level, the reference to marginalized groups usually is dropped; hence, the standards need more explicit references. It was also mentioned that the inclusion of women only under the discussion of marginalized groups is risky, since they are then not considered as relevant

forest stakeholders. Strong efforts are needed to include gender in future revisions of the standards. It will be crucial for women's groups to be present and vocal in the discussions and provide comments on the standards, since the changes to the standards can only be included if they are backed by public comments. Contributions at the national level can be presented during the two review periods on 2011.

The final presentation was on safeguards, access to finance and benefit-sharing by Kathleen Rutherford of Meridian Institute. Generally speaking, safeguards are policies of the World Bank (WB) which ensure that no harm is done in project design and implementation. There are two WB safeguards that are relevant to REDD+ and gender: one is related to IPs and the other is a resettlement safeguard, which covers access to resources for livelihoods. An interesting paradox arises with regards to safeguards in that some governments fear safeguards as regulatory burdens, while investors want safeguards because it lowers their risk. One of the main issues that arose from the discussions was how safeguards are defined and what opportunities exist to establish specific gender safeguards. Since the World Bank is undertaking a 2-year review of its safeguards, an opportunity may be available for input. One important strategic area to try to enforce gender standards is in the Strategic Environmental and Social Assessments (SESA), since countries need to comply with these requirements during the gestation of their Readiness Program Idea Note (R-Pin) and Readiness Preparation Proposal (R-PP); however, SESA so far refers only to consultations with women. Another entry point may be through the Inter-American Development Bank because they have updated their operational policy on gender and equality (safeguards policy).

Kathleen stated that the FCPF has been criticized as slow to deliver financing, which may in part be attributable to the focus on government reforms, setting up the policy environment, and thinking about what the SESA needs to include.

Some concerns were raised in that the WB will not rigorously monitor safeguards and is only going to follow the Environmental and Social Management/Assessment Framework (ESMF), that the WB might contract multiple delivery partners to initiate REDD readiness in up to five initial countries (Panama, Peru, Paraguay, Guyana and Cambodia) that the safeguard policies of the different delivery partners vary widely and civil society is concerned that this may create a "race to the bottom" for safeguards generally.

It was also mentioned that even though UNREDD has a rights-based approach, its standards are not legally binding. Future activities proposed to address these concerns included an analysis of whether other multilateral banks have safeguards for gender, following the CIEL's compilation approach and produce a chart that highlights which countries have signed the different international treaties and conventions related to women's rights (CEDAW, Beijing Platform, among others).

Discussion

After the presentations, an open dialogue provided participants opportunities to identify activities which could comprise an action plan, or roadmap, for future work and partnerships amongst the group.

Much of the discussion revolved around a major question: what is the best approach to make REDD+ work for women? Putting women on committees at key stages and ensuring women access benefits were highlighted as a key strategy and outcome. Moreover, participants debated two sides of the argument: practical vs. moral. On one hand, one can argue that if you don't include women, REDD won't work; on the other, morally upholding women's rights is equally viable. Another idea was to highlight women's particular exclusion as the cause of governance fragility or breakdown.

The general conclusion was that a mixture of messages, both emphasizing the practical and moral issues, was probably going to work best, especially depending on the audience. It was also agreed that presenting women as change agents instead of victims is always more powerful. A good point was made by Leslie Durschinger, who stated that since REDD+ is paying for changed behaviours, women as agents of change should be accessing (or driving) rewards for this result.

Reminding the group that the women's caucus under the UNFCCC process, much unlike the IP caucus, remains fragmented and polarized on REDD+, Cate Owren of WEDO highlighted the need for awareness-raising on REDD+ issues across multiple levels, especially targeting women's groups. Global policy-level support is there, but local, national and regional groups need tools to engage effectively to make REDD+ work. Unfortunately, few women's organizations are on board. WEDO and WOCAN are the only women's organizations, particularly at the global level, who are engaging with the REDD+ mechanisms, initiatives and processes.

Action Plan

While the group did not have sufficient time to develop a detailed 'roadmap', the following activities were identified as concrete actions that could be (or already are) being taken forward by participants:

Academic Research

- Identify which aspects of REDD+ might have negative impacts on women
- Gather data on women as forest users, women in formal forestry employment
- Review Pre-REDD+ initiatives aimed at including women/mainstreaming gender in community based forest management, looking at successes and failures.
- Conduct participatory research on livelihoods , using gender analysis
- Conduct research to understand how women will participate in REDD+, linking with drivers of deforestation and degradation, and in all activities of REDD+ (reducing deforestation, degradation, conservation, SFM, restoration)

Standards

- Write a companion volume to the standards, giving guidance on gender
- Review standards in one year's time, adding new indicators as needed

Finance Platforms

- Find a pathways to give comments on:
 - a.) revised R-PP templates
 - b.) SESA with WB Forest Management team
 - c.) UN-REDD Strategy plan and Stakeholder engagement
- Invoke the World Bank safeguard on involuntary resettlement (would need to have solid support from women's organizations in-country, with capacity for follow-up).
- Ask UNREDD to send an invitation to Women as an official Observer for the next meeting of the UNREDD Board, in Vietnam (UNEP and Norway may be entrypoints)

Policy Influence/Advocacy

- Advocate for social impact analysis to be sex-disaggregated
- UNDP hire a gender and REDD person to advise countries and be a focal point on the issue
- Conduct dialogues on exclusion of women and others through The Forest Dialogue
- Build women's capacities, training on REDD+, advocacy, negotiation skills

Gender and REDD+ Network

- Build a platform for collecting and sharing knowledge

Conclusions

This strategy session brought forth areas in which participants, plus others mentioned in the discussions, could partner to build on institutional strengths of various and diverse organizations to enhance the integration of gender into REDD+ policies, funding mechanisms and projects. The *Global Initiative on REDD+ and Gender Equality* proposes to establish a platform for knowledge sharing on gender and REDD+, further described in a proposal, *Gender and REDD+*, available from IUCN, WOCAN and WEDO.

Annex I: Participants
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The following participants attended the event:

Jeannette Gurung (WOCAN)
 Manohara Khadka (WOCAN Nepal and HIMWANTI)
 Connie Espinosa (IUCN)
 Lorena Aguilar (IUCN)
 Monique Essed-Fernandes (WEDO)
 Cate Owren (WEDO)

Andrea Quesada-Aguilar (WEDO)
Jennifer Rubis (Indigenous Peoples Network of Malaysia)
Phil Franks (CARE)
Raja Jarrah (CARE)
Leslie Durschinger (Terra Global)
Shereen D'Souza (Yale School of Forestry and Environmental Studies)
Joanna Durbin (Climate, Community and Biodiversity Alliance, CCBA)
Kathleen Rutherford (Meridian Institute)
Lucy Wanjiru (UNDP Gender Team, Gender, Environment, and Climate Change)
Marie Aminata Khan (Convention on Biodiversity, CBD, Gender Focal Point)

The following invitees were unable to attend:

Representative, Government of Norway (MFA or NORAD)
Martha Chouchena-Rojas, CARE
Representative, OXFAM
Peter Riggs, Ford Foundation
Kristin Hite, Attorney, Center for International Environmental Law
Will Sunderlin, CIFOR
Carbon Finance Unit, World Bank
Elspeth Halvorson, UN REDD
Kushla Munro, Australia (FCPF)
Suchitra Changtragoon, Coordinator, National REDD Coordinator, Thailand

Annex II: Agenda

Strategy Session to Develop a Roadmap for Integrating Gender in REDD+

GRAND BE LIVE CANCUN HOTEL

1 December 2010 13:00 to 18:00

Agenda

13:00 Introductions

14:00 Presentations (to bring us onto the same page)

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| 1. Brief on Strategies of Indigenous Peoples | Jennifer Rubis |
| 2. Brief on Women's roles in forest management and governance | Shereen D'Souza |
| 3. Brief on Gender in REDD+ at global and national levels | Jeannette Gurung |
| 4. Brief on gender specific aspects if standards | Joanna Durbin |
| 5. Brief on gender/women in relation to safeguards | Kathleen Rutherford |
| 6. Other updates | Participants |

15:00 Questions for Discussion

1. What is the extent to which current REDD+ initiatives and programs incorporate/address gender issues?
2. Considering existing REDD+ programs and women's traditional roles in community forestry and land management, how can REDD+ programs better encourage/increase women's participation in and benefits from REDD+ projects? Should the focus be on 'gender' or 'women'?
3. What recommendations should be given to global REDD+ mechanisms and implementing partners on how to consider gender in all aspects of their REDD+ programming?
4. What alliances can we build to strengthen our collective efforts?

16:00 Developing a Roadmap