

Gender Mainstreaming Analysis and Action Plan



Prepared by Tshering Choden

Thimphu - Bhutan

May 12, 2017

Table of Contents	Pages
Executive Summary	4
Chapter One: Background and Rationale	7
1.1 Introduction to Bhutan for Life Project	7
1.2 Objective of the Assessment	9
1.3 Gender Development in Bhutan	10
Chapter Two: Methodology	12
2.1 Gender Analysis Framework	12
2.2 Literature Review of Policy Framework related to Protected Areas	12
2.3 Key Informant Interview	13
2.4 Focus Group Discussion	13
2.5 Survey Questions	13
Chapter Three: Literature Review	14
3.1 Legal and Policy Framework on Gender Equality	14
3.2 Overview of Gender Equality in Development Sectors	15
3.3 Overview of Gender Roles and Vulnerability Related to Environment Disaster and Climate Change in Bhutan	17
Chapter Four: Findings and Discussions	19
4.1 Demographic Overview of survey respondents	19
4.2 Division of Labor and Household and Community Level	20
4.3 Division of Labor in Forest Conservation	22
4.4 Access and Ownership of Resources	23
4.5 Decision Making and Public Participation	24
4.6 Social and Cultural Gender Perception	25
4.7 Gender Strategic and Practical Needs	26
4.8 Capacity For Gender Mainstreaming	27
4.9 Conservation Policies on Gender Equality	29
Chapter Five: Conclusion and Recommendation	30
5.1 Alternative Income Generation Activities for Women	30
5.2 Skills Development	30
5.3 Identify Markets for Products	31
5.4 Awareness raising and capacity building on climate change adaptation and disaster risk reduction management	31
5.5 Specific Study Tours for Women	31
5.6 Leadership and Empowerment Trainings for Meaningful Participation	31
5.7 Formation of Women’s Saving Group	31
5.8 Energy Saving Technology	31
5.9 Awareness on Laws and Legislation	31
5.10 Capacitate Gender Mainstreaming	32
5.11 Collaboration with CSOs	32
5.12 Project Cycle	32
Chapter Six: Gender Action Plan	34
ANNEX 1. Questions for KII	38
ANNEX 2. List of Forest Officials for KII	39
ANNEX 3. List of Community Participants in FGD	41
ANNEX 4. Questions for FGD	47
ANNEX 5. Survey Questionnaire	48
ANNEX 6. RCSC Job profile for Forest Officer	50

Abbreviation

ADB	Asian Development Bank
BC	Biological Corridor
BWS	Bomdelling Wildlife Sanctuary
BFL	Bhutan For Life
CFMG	Community Forestry Management Group
CF	Community Forestry
CBS	Center for Bhutan Studies
Dzongkhag	District
DRR	Disaster Risk Reduction
FYP	Five Year Plan
FGD	Focus Group Discussion
GCF	Green Climate Fund
GNHC	Gross National Happiness Commission
HDI	Human Development Index
JDNP	Jigme Dorji Wangchuk National Park
JSWNP	Jigme Singye Wangchuk National Park
JKSNR	Jigme Khesar Strict Nature Reserve
NWFP	Non Wood Forest Products
RGoB	Royal Government of Bhutan
RCSC	Royal Civil Service Commission
SWS	Sakten Wildlife Sanctuary
KII	Key Informant Interview
PA	Protected Area
PNP	Phrumshengla National Park
UNDP	United Nations Development Programme

Executive Summary

The Royal Government of Bhutan and WWF are pursuing a Project Finance for Permanence (PFP) model. PFP is an innovative approach to sustainably finance the long term protection of ecosystems around the world. Thus Bhutan for Life project is a consequence of the PFP which will provide Bhutan's government with a 40\$ million transition fund until 2030 to build up and effectively manage a robust network of protected areas and wildlife corridors covering 51% of the country. The Green Climate Fund (GCF), from which funding is being sought, recognizes the importance of gender considerations in terms of project impacts and access to climate funding, taking a gender-sensitive approach and encouraging involvement of relevant stakeholders, including vulnerable groups and addressing gender aspects. Its gender policy is congruent with many international agreements including the Universal Declaration of Human Rights, the Convention on the Elimination of All Forms of Discrimination against Women, the Millennium Development Goals and Sustainable Development Goals, recognizing the equal rights of women and men to access the Fund's services in order to adapt to and mitigate against the impact of climate change. This gender analysis has been undertaken in light of the GCF Gender Policy, and The gender policy of the WWF Network

The Gender Analysis Report aimed at identifying possible areas of gender intervention to support gender equality with the BFL project and address differentially vulnerability to climate change. The task required acquisition of data that required men's and women's needs, experiences and challenges in conservation and management of environment. The Harvard Gender Analytical framework was adopted to the local context and the analysis was based on the following aspects:

- Activity profile/ Division of Labor
- Socio-cultural gender perceptions
- Decision Making and Public Participation
- Differential Vulnerability to climate change
- Access and ownership of resources
- Laws, policies and institutional practices
- Strategic and Practical gender needs

The assessment was conducted in 12 villages covering 8 Protected Areas and 4 Biological Corridor. Data were collected through FGD, KII and Survey Questionnaire. The data analysis was done using theme content analysis and SPSS (Statistical Package for Social Science).

The findings indicate that there is relative balanced division of labor in terms of economic activity. FGD and survey data illustrate that both men and women are engaged in earning for the household. 48% respondents as both earn income, while 37% respondent as men support income generation and 15% by women, while 37% respondent as men support income generation and 15% by women. However the income generation of men is higher than women, because agricultural products which women engage for generating income yields low earnings. However women have heavy workload as due to their reproductive roles. Stereotypical gender roles are still practiced in the communities, whereby household responsibilities are solely shouldered by women as 80% of the respondent indicated that household burden fell on women, while majority of the (61%)of the household work is performed by woman compared to men (3%). Leisure time available for man and women also reaffirms women's heavy workload, man (52%) have more time for leisure after their working hours as they can rest, socialize with

friends, play archery, etc. Although there is willingness to share the responsibilities of women, which men do perform, it is only when, “wife’s are sick or not around”.

Communities have high dependence on natural resources such as NWFP products, water, land, forest. Both men and women are equally involved in the natural resource conservation and management. CFMG is very vibrant and robust in Bhutan, thus many of the communities under PA and BC are part of CFMG or one form of NWFP group. CFMG has gained grounds in the communities and it has comprehensive management plans on resource conservation and management. For example communities are involved in reforestation, silvi-culture, watershed management, sustainable harvesting, among other activist. Besides the presence of the Department of Forest and Park Services at the grassroots level ensures communities maintain their environment sustainably.

In terms of access and ownership of resources, most women inherited the properties such as land and properties. During the FGD, land was identified as the most important resource in support of their lives and livelihood. Land can be owned by purchasing or inheriting, however in rural areas it is mostly inherited. Both FGD and KII shared more women own the house and land they live in. From the interviewed respondents, 52% of women owned the land and houses, while slightly lower 47% marked men as owners. It confirms the findings from other reports that 60% of rural women own land and properties under their names However, many studies point highlight if inheritance practice benefit women limiting women’s social and economic choices, particularly those related to education, occupation and decision to remain in one’s village to look after one’s aging parents and ancestral land.

As for access and ownership of forest resources, the community at large have access and own the resources, as reported, “community forestry is considered to be one of the most important strategies in Bhutan in terms of reducing poverty and providing equal distribution of forest resources”. Besides most forestry related policies and regulations are intrinsically inclusive, with no specific considerations for gender, but a more gender neutral regarding communities primary beneficiaries. Legislations provide communities access to resources balanced with stringent conservation regulations. CFMG manage their own resources, with technical support provided by forestry officials from the DoFPS. The bye-laws of CFMG ensure that equity and equality issues are also taken into consideration. Through the FGD and KII, it was informed that women access NWFP for household as well as commercial purposes. Women also earned through selling of dairy products, farm produce and weaving. However it can be argued that income generation of men are higher than women as income from agricultural products yields low earnings.

In terms of decision making and public participation, processes and systems are in place, for community members to participate. The CFMG in their Bye-laws stipulates a minimum quorum for any issues to be discussed. Participation rates of women and men members are equally high, however women hesitate to articulate as much as men. Thus with respect to meaningful participation and decision making, there was a unanimous view that women are passive and expect men to decide. Some of the women in FGD agreed that its normally the men who make decisions on issues. The reasons cited for not participating by women is being too shy, not confident or illiterate to voice out opinions or provide suggestions. Due to women’s passive participation in public and community level, inclusion of interest and needs in conservation and management activities could be missed out.

Majority of the Forestry Officials working in close collaboration with communities had not received any formal gender mainstreaming training for conservation. Although they do facilitate

communities to ensure equitable approach towards forest conservation and management. Despite lack of any formal training on gender, it was found that many of the park managers were gender sensitive, they were aware that for overall conservation and management of environment, men and women played equal roles. Since communities depend on the resources for livelihood, participation of both sexes were vital. Besides since they facilitate planning and implementation of activities, they ensure that both men and women participate equally. It was informed that even in the bye-laws of community groups, aspects of equity and equality are covered, e.g. Requirement for equal participation by men and women in discussion, requirement of at least one woman on the executive committee positions, were facilitated by forest staff. However their capacities for gender integration in the BFL project in terms of management, planning, implementation and evaluation and monitoring needs to be strengthened to ensure gender objectives are addressed.

Recommendations for ensuring gender equality and mainstreaming strategy that will address gender considerations at all levels of the project cycle:

- Alternative income generation for women
- Skills development
- Identify markets for products
- Awareness raising and capacity building on climate change adaptation and disaster risk reduction management
- Specific study tours for women
- Leadership and empowerment training for meaningful participation
- Formation of women's savings groups
- Gender Sensitive Disaster Risk Reduction Training
- Energy saving technology
- Awareness of laws and legislations
- Capacitate gender mainstreaming
- Collaboration with CSOs
- Project Cycle

Chapter One: Background and Rationale

1.1 Introduction to Bhutan for Life Project

Bhutan's protected area network – which consists of 10 protected areas linked by biological corridors – covers more than 51% of the country's total area. These landscapes contain a vast repository of ecosystems, species, and genetic diversity, and play a critical role in supporting socioeconomic and environmental health within and around Bhutan. This system is also especially critical to the country's climate resilience, providing the connectivity between habitats and refuges that these ecosystems and species will need to adapt to ever-increasing temperatures and climate change impacts.

A unique feature of Bhutan's protected area is that we have communities and settlements inhabiting them. According to the Population and Housing Census of Bhutan 2005 (PHCB 2005), there are 7,154 households, 420,842 people are living and/or interacting within the protected area system of Bhutan. Majority of the settlements practice subsistence mixed farming and their livelihoods are supplemented through the collection of the Non-Wood Forest Produce and other natural resources from the forest.

Poverty is generally high in communities within protected areas. The national average poverty rate in rural areas is about 16.7%. But many communities in protected areas have higher than the rural average poverty rates. For example, Merak and Sakteng villages in Sakteng Wildlife Sanctuary have poverty rates as high as 35%.

Despite the current good condition of most of Bhutan's PAs, many of them, their natural resources as well as the livelihoods of the rural population inside or in the vicinity of PAs, are already threatened by economic pressures, e.g. illegal logging, forest fires and poaching in southern PAs, and by impending climate change impacts, e.g. increased climate variability and accelerated ice melting in northern PAs, and increased risk of landslides and floods downstream. In Bhutan, poverty makes people, especially in the rural areas, more vulnerable to climate change since they have little capital and capacity to cope during and aftermath of impact of disasters. Women in general and mountain women in particular face the burden of climate change disproportionately.¹ Women in the mountains have many roles to play as caregivers and household managers, as well as in crop production, livestock raising, and natural resource management. Hence they have to constantly cope with the heavy burden of a wide variety of chores. Generally women are not able to voice their needs and interests, and have limited access to technologies and information that will build resilience to environmental changes.

Unfortunately, Bhutan's current budgetary resources are not enough to properly manage its PAs, monitor climate change impacts, and undertake ecosystem based adaptation measures so as to deliver on the country's ambitious sustainable development and climate change goals.

This is where Bhutan for Life (BFL) comes in, providing a 14-year financial bridge that allows for immediate improvement in the climate-wise management of Bhutan's protected areas, and the prompt delivery of mitigation, adaptation and biodiversity gains, while the country gradually ratchets up its own financing resources – so that by the end of BFL, the country is able to fully pay for the sustainable management of its protected areas.

The project will accomplish this objective through the implementation of the components below:

Component A: Mitigation: Increasing forestry and land use climate mitigation

This component focuses on monitoring systems that detect forest cover change and ecological responses of forests and other systems to impacts of climate change. The findings will be used to develop climate resilient forest management practices and restoration of the degraded lands to conserve and enhance carbon stock.

Component B: Adaptation I: Integrated adaptation in communities and ecosystems to improve natural resource management for livelihoods and climate resilience

This component focuses on harnessing climate, hydrological, and natural resources information to design and implement resilience and adaptation measures in Bhutan's protected areas (PAs). This component will work to benefit nature and the livelihood of the population living both inside and in the vicinity of the PAs.

Component C: Adaptation II: Climate-smart conservation to enhance provision of ecosystem services

This component focuses on harnessing climate, natural resource and biological information to design and implement ecosystem based adaptation in the management of Bhutan's PAs. This

¹ RGoB & UNDP, 18th April 2014, *Project Document, Addressing the Risks of Climate Induced Disasters through Enhanced National and Local Capacity for Effective Actions*

component will work to secure wildlife and habitats, and reduce human wildlife conflict in the changing climate while ensuring the sustainable flow of ecosystem services.

Component D: Protected areas: Effective management of protected areas

This component focuses on strengthening the organizational, institutional and resource capacity for effective management of PAs. This is a crucial component, as the success of the initiative is dependent on fully equipped, well trained staff; full funding; essential infrastructure; and a well-organized system for managing the protected areas.

Component E: BFL program management: Management, monitoring, reporting & evaluation, policy support, contingencies

This component groups all the management activities necessary for the effective implementation of BFL. As such, its purpose is to ensure the efficient implementation of the BFL program

The proposed project will be implemented by Bhutan's Department of Forest and Park Services under the Ministry of Agriculture and Forests. External funding for the project will flow through an independent sinking trust fund (called a Transition Fund). The Transition Fund will review progress of project activities and release funds for activities under all components based on a set of disbursement conditions. The management and operations of the Transition Fund will be laid out in an Operational Manual to be developed once the Transition Fund has been established. All safeguards, policies and procedures will be included in the Operational Manual, consistent with WWF's Environment and Social Safeguards Policies and Procedures (SIPP).

The Transition Fund will finance project activities in 10 protected areas (and the Royal Botanical Park), 8 Biological corridors, and some policy based activities at the national level. There are 35,000 people (7,000 households) living within the protected area network, most of whom depend on natural resources for their livelihoods.

The Green Climate Fund (GCF), from which funding is being sought, recognizes the importance of gender considerations in terms of project impacts and access to climate funding, taking a gender-sensitive approach and encouraging involvement of relevant stakeholders, including vulnerable groups and addressing gender aspects. Its gender policy is congruent with many international agreements including the Universal Declaration of Human Rights, the Convention on the Elimination of All Forms of Discrimination against Women, the Millennium Development Goals and Sustainable Development Goals, recognizing the equal rights of women and men to access the Fund's services in order to adapt to and mitigate against the impact of climate change. This gender analysis has been undertaken in light of the GCF Gender Policy², and the gender policy of the WWF Network³.

1.2 Objective of the Assessment

Assessment Rationale

Gender equality and equity are prerequisites to poverty eradication and sustainable development. The livelihoods of rural and indigenous people and those of communities living in poverty are often closely tied to the environment. In these communities, women play a leading

² Gender policy for the Green Climate Fund. [https://www.greenclimate.fund/documents/20182/114264/1.8 - Gender Policy and Action Plan.pdf/f47842bd-b044-4500-b7ef-099bcf9a6bbe](https://www.greenclimate.fund/documents/20182/114264/1.8_-_Gender_Policy_and_Action_Plan.pdf/f47842bd-b044-4500-b7ef-099bcf9a6bbe) (currently under review)

³ WWF Gender Policy. <https://www.worldwildlife.org/publications/wwf-gender-policy>

role in caring for their families and communities, in sharing their intellectual and social capital, and in conserving and managing natural resources. In many societies, both women and men are agents of change, but their contributions do not receive equal recognition. Gender equality between women and men often has a cumulative effect of improved environmental management and conservation and poverty alleviation for communities.

The rich biodiversity PAs included in this project are home to men, women, boys and girls who all depend in different ways on ecosystem services from their environment and play different roles in stewarding them. In addition, they are differently vulnerable to climate change. In order to understand these different roles and vulnerabilities and ensure a gender sensitive approach to BFL that brings equitable co-benefits, it is essential to conduct an in-depth gender analysis at the design phase of the project to identify these differential roles and subsequently develop a gender mainstreaming strategy that will address gender considerations at all levels of the project cycle.

Objective

The main objective of the gender analysis is to collect gender-specific data that will lead to gaining knowledge on: decision making processes among women and men at the community level; their differential control over the management of natural resources and the types of resources they use; access to land by women and men in the project area; and differential vulnerability of women and men to climate change. This is in view of identifying gaps and solutions to improve women's participation in conservation, promote more equitable management of and benefits from the use of natural resources, and address differentially vulnerability to climate change.

Specific Objectives

1. Collect sex disaggregated data by age groups in at least five domains of the gender analysis – access to resources (revenues, employment, land, etc.); roles, responsibilities and utilization of time; norms, beliefs and perceptions; laws, policies, institutional practices; and decision-making processes.
2. Identify climate-smart constraints and opportunities for the full participation of women into the project activities in an equitable manner.
3. Identify climate-smart economic activities which are environmentally sustainable for both women and men.
4. Formulate recommendations to ensure participation of both women and men in project activities in an equitable manner.
5. Reinforce all project staff knowledge and capacity in the implementation of a project sensitive and responsive to gender issues.

1.3 Gender Development in Bhutan

The concerted effort of Bhutan's development approach following its development philosophy of Gross National Happiness (GNH) has resulted in it attaining medium human development index (HDI) ranking. It has made steady and impressive progress towards realizing its human development under the three basic dimensions of: a long and healthy life, access to knowledge, and a decent standard of living. Its human development index value increased from 0.572 to 0.607 between 2010 and 2015, which was an increase of 0.6%⁴. The HDI value of 0.607 placed the country under the medium human development category, 132th out of 188 countries and

⁴ UNDP 2016, *Bhutan Human Development Report*

territories⁵. However, with respect to the Gender Inequality Index, Bhutan's value stood at 0.477, ranking it 110 out of 159 countries in 2015. Although Bhutan has strong political will and commitment to address social relations to gender by creating an enabling legal and policy environment, gender gaps exist in education, employment, representation in decision making, and gender based violence in both rural and urban areas⁶. Further, a higher proportion of males (55%) are either 'deeply' or 'extensively' happy compared to females (39%)⁷ as per the Gross National Happiness Report 2015.

There is strong commitment to achieving gender equality and equity by promoting the participation of women in governance, as reflected in the Constitution and the Five Year Plan Document. The 11th Five Year Plan⁸ targets a more gender friendly environment for women's participation by identifying four specific performance indicators: (i) Draft legislation to ensure quota for women in elected offices including the parliament and local government bodies - draft legislation and present to Parliament (ii) Ratio of female to males in tertiary education - ensure at least 90% female to male ratio in tertiary education (iii) Female youth unemployment - reduce female youth unemployment from 7.2% to less than 5% (iv) Agencies with gender-sensitive policies and or gender mainstreaming strategies – at least 20 agencies implementing gender sensitive policies and or gender mainstreaming strategies.

A major reform towards decentralization from absolute monarchy to a democratic system of governance in 2008 further strengthened the effort towards providing both men and women equal opportunity for decision making and participation in all spheres of development. While women have benefitted by the Government's efforts in providing electricity, improving connectivity for better access to public services, and educational facilities, women's participation in politics and governance continues to be limited.

There is a general view that overt gender discrimination does not exist: favorable conditions on gender equality such as inheritance customs favor women, and at household level men and women hold equal positions. However, studies suggest that gender discrepancies exist in various parts of development sector. Some of the gender concerns are in the areas of education, adult female literacy, employment, governance and rural poverty, especially among female headed households. Another growing gender concern is the increase in the rise of domestic violence. According to Bhutan Multiple Indicator Survey 2010, about 24% women aged 15-49 had experienced violence at some point of their lives⁹. The survey revealed that 68.4% of women in Bhutan tolerated and justified that their husbands/partners hit them for various reasons, such as neglecting the children, going out without telling them, burning the food, refusing sex, and arguing with them. The findings indicate that women living in rural areas, with less education and from poor backgrounds, seem to have more tolerance toward domestic violence. The incidence of rising cases of domestic violence against women led to the enactment of the Domestic Violence Prevention Act of Bhutan 2013. The enactment of the Bill is considered a move towards providing victims of domestic violence, mostly women, their right to protection. Nevertheless domestic cases are on the rise with 2020 cases recorded between

⁵ *Ibid*

⁶ *ADB, UNDP & NCWC, March 2014, Gender Equality Diagnostic of Selected Sectors*

⁷ *Center for Bhutan Studies and GNH Research, 2015, GNH Survey Report, A Compass towards Just and Harmonious Society*

⁸ *Gross National Happiness Commission, 2013, Eleven Five Year Plan*

⁹ *National Statistics Bureau, 2010, Bhutan Multiple Indicator Survey*

2009 and 2014 by RENEW¹⁰, a local CSO that provides shelter to victims of violence, among other services.

Gender without doubt is a major area of focus for government, and remains a development priority. The Prime Minister on behalf of the Government of Bhutan made a pledge in a commitment statement at the Global Leaders' Meeting on Gender Equality and Women's Empowerment during the 70th Session of the UN General Assembly, 2015, "with the adoption of the 2030 Agenda, the international community has a unique opportunity to ensure that addressing gender issues remains at the forefront of sustainable development." It was pledged that the Government of Bhutan is fully committed to accelerate "implementation of the Beijing Declaration and Platform for Action and to the realization of the gender equality goals and empowerment in the 2030 agenda."

Goal 5 of the 2030 Agenda for Sustainable Development is "Achieve gender equality and empower all women and girls." Some of the agendas within Goal 5 are to "end all forms of discrimination against women and girls everywhere; eliminate all forms of violence against all women and girls in the public and private spheres...; ensure women's full and effective participation and equal opportunities for leadership at all levels of decision making in political, economic and public life".

Chapter Two: Methodology

2.1 Gender Analysis Framework

In order to undertake a comprehensive gender analysis and to mainstream gender into the project, the Harvard Analytical framework was adapted to the local context. The analysis was based on key important gender aspects that would enhance achievement of BFL project goals, specifically goals under Theme 2 and Theme 4, respectively:

- i). PA systems provide sustained ecosystem services for socio-economic and ecological wellbeing.
- ii). Socio-economic wellbeing of communities within PA system enhanced. Communities within PA system continue to live in harmony with nature.

The analysis framework was based on the following elements:

- Activity profile/ Division of Labour
- Socio-cultural gender perceptions
- Decision Making and Public Participation
- Differential Vulnerability to Climate Change
- Access and ownership of resources
- Laws, policies and institutional practices
- Strategic and Practical gender needs

From the 10 protected areas, 8 protected areas were selected, from which one gewog (block) under the protected areas was visited for the assessment which used Focus Group Discussions (FGDs), Key Informant Interviews (KIIs) and surveys. A gewog consists of many villages at the grassroots level, hence members from many villages participated. In addition, out of the 8

¹⁰ Tshering Dorji, 1/31/2015, *The Bhutanese, Domestic Violence on Case on the Rise*, retrieved on 3rd May 2017 from <http://thebhutanese.bt/domestic-violence-cases-on-the-rise/>

Biological Corridors (BCs), 4 Biological Corridors were included. Hence the following 12 areas with mix of PAs and BCs were visited:

PA/BC	Full Name	Gewog coverage
JKSN	Jigme Khesar Strict Nature Reserve	Bji Gewog
PWS	Phibsoo Wildlife Sanctuary	Nichula Gewog
JSWNP	Jigme Singye Wangchuck National Park	Langthel Gewog
WCNP	Wangchuck Centennial National Park	Metsho Gewog
PNP	Phrumsengla National Park	Metsho Gewog
BWS	Bumdeling Wildlife Sanctuary	Khoma Gewog
SWS	Sakteng Wildlife Sanctuary	Merak and Sakteng Gewogs
JDNP	Jigme Dorji National Park	Damji Gewog
BC1	Biological Corridor 1	Bji Gewog
BC3	Biological Corridor 3	Gakidling Gewog
BC4	Biological Corridor 4	Nangkhor Gewog
BC6	Biological Corridor 6	Kangpara Gewog

Since several climate vulnerability assessments have already been undertaken in protected areas in Bhutan, the results of these assessments were analyzed to provide guidance on differential vulnerability of women and men to climate change, and make recommendations to address this.

2.2 Literature Review of Policy Framework related to Protected Areas: The purpose for the literature review was to examine policies, legislations and strategies to address gender equality in Bhutan. The review also assessed established cultural norms and values related to gender and their link to poverty, gaps and challenges relevant to gender relations in forest management.

2.3 Key Informant Interviews: Forestry officials working under protected areas were interviewed using a structured questionnaire. Forestry officials responsible for overseeing the management and conservation of protected areas are important implementers of the Bhutan for Life Project, as they live and work with the communities to ensure the project's objectives and goals are achieved. KII were undertaken with the objective to gain insights into the level of understanding and attitude towards gender equality and sensitivity. The structured questionnaire and list of interviewed officials are Annexed 1 and 2 respectively. Out of the 54 officials who were interviewed only 3 were female officers.

2.4 Focus Group Discussions: FGDs were conducted to assess and analyze the extent of gender issues to be mainstreamed within the project's overall framework. Focus group discussions were conducted in all the 12 gewogs and the groups were divided into women, men, elderly and youth groups (Annex 3. List of community participants). FGDs obtained insights into the various gender dimensions in the communities through structured questionnaires (see Annex 4. Questions for FGD). A total of 201 community members participated in FGD, including 64 women (31.8%).

2.5 Survey Questions: A Semi-structured survey questionnaire was administered in the 12 areas that were assessed. Respondents to the questionnaire were selected randomly in the areas. A total of 150 respondents completed the survey, filled in by enumerators who were part of the assessment team. The objective of the survey was to substantiate and triangulate data

gathered from other tools, to derive reliable and robust findings. The survey questionnaire (Annex 5. Survey Questionnaire) used a similar gender analysis framework to that mentioned earlier to understand gender dimensions of the project.

2.6 Data Processing and Analysis

Statistical Package for Social Science (SPSS) was used for data analysis of the survey forms. The data from KIIs and FGDs were collated, summarized and analyzed based on the gender analysis aspects. All data were triangulated and used to derive the findings on which the recommendations were based for gender integration in the project.

Chapter Three: Literature Review

3.1 Legal and Policy Framework on Gender

Constitution of Bhutan 2007

Bhutan's supreme law, The Constitution ensures the promotion of equal rights to all citizens, men and women. Non discriminating and ensuring a strong commitment to gender equality Fundamental Rights under Constitution's Article 7(15) stipulates,

“All persons are equal before the law and are entitled to equal and effective protection of the law and shall not be discriminated on grounds of race, sex, language, religion, politics or other status”.

Provision in the Constitution underscores the right to equality of all citizens. Furthermore, political rights of women in the selection of their central and local government is ascertained under Article 7 (6) as it stipulates,

“A Bhutanese citizen has the right to vote”

This is a provision that is important as it empowers women to express their freedom, a freedom that entails choice. Subsequently, Article 7 (11) is another underlying provision for gender equality as it guarantees women equal pay for work of equal value as stipulated ,

“A Bhutanese citizen shall have the right to equal pay for work of equal value”.

Although not explicitly referred to as women and men's rights, the Constitution provides balanced, nondiscriminatory equal rights and protection to all citizens, men and women.

The Civil and Criminal Procedure Code of Bhutan (CCPCB) 2001

The procedural law, Civil and Criminal Code of Bhutan 2001 provides “Equal Justice under law” as one fo the fundamental principles of the Judiciary. Section 3 of the CCPCB states,

“ All persons are equal before the law and are entitled to equal and effective protection of the law without discrimination on the ground of race, colour, sex, language, religion, political, or other opinion, national or social origin, property, birth or other status”

Thus all citizen's, men and women, can pursue legal proceedings and institute court proceedings if they believe, their rights have been violated.

The Marriage Act of Bhutan 1980

By and large, the Marriage Act of Bhutan treat men and women equally. It covers separation, extramarital affairs, alimony, divorce and child custody. While almost all provisions of the Act treat men and women equally, Marriage (Amendment) Act of Bhutan 2009 provides that children

under the age of 9 years shall remain under the custody of the mother unless the court finds compelling reasons or order otherwise.

Land Act of Bhutan 2007

Both women and men have equal right to own land in the country either as individuals or as family stipulated under Article 58. Entitlement to own land

Election Act of Bhutan 2008

According to the Election Act of Bhutan, both men and women can contest to become elected members of the National Council or the National Assembly and Local Government Representative so long as candidates, men or women, meet the criteria laid out under Chapter 10. Qualifications and Disqualifications for Candidates

Bhutan 2020: A Vision for Peace, Prosperity and Happiness

The overarching objective of the “Bhutan 2020: A Vision for Peace, Prosperity and Happiness” prepared by the then Planning Commission of the Royal Government of Bhutan is development based on the GNH concept which emphasizes the ability of all to realize their potential; equitable sharing of the benefits of development; and opportunities for all to share in decisions that affect their lives, livelihoods, and families. This vision cannot be attained without ensuring that women have equitable access to self-realization, development benefits, and participation in decision making.

A National Plan of Action for Gender(NPAG) 2008-2013

The NPAG which was formulated by the Gross National Happiness Commission and the National Commission for Women and Children identified seven critical areas for action. It is the first gender plan of Bhutan¹¹ and is considered as a continually evolving document that looks at advances and challenges in promoting and achieving gender equality in seven areas identified as critical for action to achieve good governance; economic development, with a focus on employment; education and training; health; ageing, mental health and disabilities; violence against women; and prejudices and stereotypes. During the five-year action plan period, violence against women was the area of action that received the most attention and follow-up. This included the enactment of the Domestic Violence Prevention Act, 2013¹².

The Eleventh Five-Year Plan 2013-2018

A major theme of the 11th plan, adopted in mid-2013, is inclusive development. The plan situates the promotion of gender equality as a key element of strengthening governance. It sets out four areas for attention and commits to preparing legislation on quotas for women’s representation in local and national elected bodies, and to the implementation of gender mainstreaming strategies by government agencies. The four areas of attention are as follows:

- i) Draft legislation to ensure quota for women in elected offices including the Parliament and local government bodies-draft legislation and present to the Parliament;
- ii) Ratio of females to males in tertiary education-ensure at least 90% female to male ratio in tertiary education;
- iii) Female youth unemployment-reduce female unemployment from 7.2% to less than 5%;

¹¹ UN Women, *Global Database on Violence Against Women*, retrieved on 25th April, 17 from <http://evaw-global-database.unwomen.org/en/countries/asia/bhutan/2008/national-action-plan-on-gender-2008-2013>

¹² ADB &NCWC, *March 2014, Bhutan Equality Diagnostic of Selected Sectors*

Agencies with gender sensitive policies and/or gender mainstreaming strategies-at least 20 agencies implementing gender sensitive policies and/or gender mainstreaming strategies.¹³

3.2 Overview of Gender Equality in Development Sectors

In comparison to other countries within the region, Bhutan is regarded to have a relatively equal gender situation with no overt gender discrimination. However, according to the Human Development Report¹⁴, Bhutan's Gender Inequality Index (GII) value stood at 0.477, ranking it at 110th position out of 159 countries in 2015, lower than some countries within the region. Although laws and policies provide for gender equality, gender discrepancies exist in various sectors, which impact the overall situation of women in Bhutan. Review of a few development sectors in terms of gender parity provides an overview of the status of gender in Bhutan.

Education: The general literacy rate of Bhutan is 63% with adult literacy rate at 53.3%¹⁵. Universal primary education has been achieved and secondary education enrollment has increased to gross enrollment ratio of 74%¹⁶. There is no gender disparity from primary to secondary education. However, as the education level increases, like at the tertiary level, there exists a gap, with "girls making up 44% of the total enrollment at the tertiary level in Bhutan"¹⁷. Even though adult literacy is impressive, gender discrepancy is also evident here, with 66% of males being literate and only 45.2% of females as literate. Due to discrepancies in education and literacy level, women's participation in decision making and governance, as well as employment, are areas with gender disparity.

Employment: Female employment status in Bhutan is lower than that of men. According to the Labour Force Survey 2015, 53.6% of males are employed whereas women lag behind with 46.4%. The percentage share of employed persons by type of enterprise highlights that 58% of employed persons are in agriculture, followed by 19.1% in private businesses and 7.0% in civil service. However it is interesting to note that women constitute 30.5% of agricultural labour while men constitute 27.5%. The majority of men are employed in the civil service or other government agencies, while women are mostly employed in the agricultural sector or the private sector. While agriculture is revered as critical for family sustenance, income generation and nation's food supply, it is characterized by drudgery and low income returns. According to ADB's (Asian Development Bank) Gender Equality Diagnostic Study of Selected Sectors, March 2014, on the intrinsic situation faced by women in rural areas employed in the agriculture sector, "Women farmers face additional challenge in increasing agricultural productivity and earnings", "Women's workloads are heavier than those of men". The study revealed that women worked an hour more than men per day, were overworked and time deprived. Most of the work hours included were unpaid work, such as child care, caring for sick and elderly, household maintenance, kitchen gardening, crop farming and community labour contributions. Thus women are overwhelmed by household, productive and community activities. This was also evidenced in 2011 through the Gender Pilot Study conducted by the Gross National Happiness Commission that highlighted, "women in rural areas were in the productive as well as household tasks-multiple responsibilities, multiple tasks". These factors play into the state of happiness of

¹³ *Gross National Happiness Commission. 2013. Eleventh Five-Year Plan, 2013–2018. P.121*

¹⁴ *UNDP, 2016, Human Development Report*

¹⁵ *RGoB, Ministry of Education, 2016, Annual Education Statistics 2016*

¹⁶ *UNDP, 2016, Bhutan Country Report*

¹⁷ *RGoB, Ministry of Education, 2016, Annual Education Statistics 2016*

women, which the GNH Survey Report 2015¹⁸, reveal that higher a proportion of males (55%) are either ‘deeply’ or ‘extensively’ compared to females (39%).

Table 1. Percentage share of employed persons by major economic activity and gender 2015

Major Economic Activity	Male	Female	Total
Agriculture and Forestry	27.5	30.5	58.0
Mining and Quarrying	0.5	0.1	0.6
Manufacturing	2.8	3.7	6.5
Electricity, Gas and Water Supply	0.6	0.2	0.8
Construction	1.5	0.3	1.8
Whole sale and Retail Sale	3.2	4.6	7.8
Hotels and Restaurants	1.1	1.2	2.3
Transport, Finance and Communications	3.3	0.3	3.7
Financial Intermediation	0.5	0.2	0.7
Real Estate, Renting and Business Activities	0.7	0.3	0.9
Public Administration and Defense Activities	7.4	1.8	9.2
Education	1.7	1.6	3.3
Health and Social Work	2.9	1.1	4.0
Private Households with Employed Persons	0.0	0.5	0.5
Total	53.6	46.4	100

Source: Labour Force Survey Report 2015, Ministry of Labour and Human Resource

Governance: Bhutan is challenged with very low representation of women in the National Parliament, both at the National Assembly and the National Council. During the period 2008-2013, out of the 47 members only 4 women representatives (8.5%) were elected to the National Assembly and from 25 National Council representatives only 6 women representatives (24%)¹⁹ were elected. The number dwindled during the current period of 2013-2018 whereby a meager 3 women representatives were elected at the National Assembly and 2 women representatives elected in the National Council. However in the Local Government (LG), women constituted a little over 11% of LG positions compared to 4% in 2011²⁰. In 2011, from 205 Local Government Leaders, only one women was elected to a leadership position, however during the 2016 LG election, two women managed to secure LG leadership positions. As such women’s representation at higher ranks and public sphere still remains low in Bhutan. Low women’s participation in decision making being low impacts the voicing women’s needs and interest both at national and local level.

3.3 Overview of gender roles and vulnerability related to the environment, disaster and climate change in Bhutan

Environment: One of the pillars of Bhutan’s development philosophy is Environment Conservation and thus environmental protection is highly regarded in the Constitution stipulating 60% forest cover for all times. The country currently boasts of 71% forest cover and is the regarded as the 10th biodiversity hotspots in the world. Forest is very important for Bhutan as “people in Bhutan, particularly those living in rural areas are highly dependent on forest”²¹. Rural population relies on the forest for their sustenance and livelihood. There are differentiated

¹⁸ Center for Bhutan Studies and GNH Research, 2015 GNH Survey Report: A Compass Towards a Just and Harmonious Society

¹⁹ Royal University of Bhutan & Institute for GNH Studies, 2014, Improving Women’s Participation in Local Governance, An Explorative Study of Women’s Leadership Journey’s in Eight Districts of Bhutan

²⁰ Election Commission of Bhutan, Press Release, 31/10/2016

²¹ Ministry of Agriculture and Forest, Ugyen Wangchuk Institute of Conservation and Environment, 2011, Community Forestry in Bhutan: Putting People at the heart of Poverty Reduction

roles for men and women in terms of extraction and use of forest products (see survey results for more details).

Disaster and climate change hazards: Bhutan is vulnerable to many natural hazards, such as flash floods, landslides, droughts, windstorms and forest fires, and is located in a seismically active zone with high risk of earthquakes²². Many of these hazards (with the exception of earthquakes) are exacerbated by climate change. For example, as climate change advances Bhutan is expected to experience rising temperatures, greater variability in precipitation, and more extreme weather events²³. Increased variability in precipitation is likely to exacerbate both floods and droughts. Drought combined with rising temperature may result in more frequent and/or more intense and damaging fires. It will also affect safe drinking water supplies, and increase the incidence of water-borne disease. As temperatures rise glaciers will continue to melt and form lakes in the exposed moraine, increasing the risk of glacial lake outburst floods (GLOFs) downstream. More intense rain storms will also increase the risk of flash flooding; and cause soil erosion in catchments, which in turn will increase sedimentation of rivers, reservoirs and irrigation schemes. Increased temporal and spatial variation in river flow will affect electricity generation.

The Bhutan National Adaptation Programme of Action (NAPA)²⁴ identified the farming community as the most vulnerable group to climate change, especially in light of the unpredictable and increasingly variable timing of the monsoons. The main cash crops (rice, potatoes, chilies, apples and oranges) are all highly sensitive to water and temperature variation. Dryland crops such as wheat, buckwheat, maize and barley are major food sources for farmers and their livestock; they are entirely dependent on rainfall and so are highly vulnerable. Incidence of hail storms and pests and diseases is also likely to increase. On the other hand, it will also be difficult for Bhutanese farmers to take advantage of possible benefits from climate change, due to limited land to expand production, and challenges to transport crop surpluses to market in the rugged terrain.

Differential vulnerability of women and girls to climate change and disasters: Like in many parts of the world, women in Bhutan are differentially more vulnerable than men to several climate change and disaster hazards, including those affecting resources required for subsistence. This includes drinking water, for which rural women are responsible: with increased climate variability water sources are drying up in some locations or quality is worsening. Women also care for children and other household members affected by water-borne diseases and diseases transmitted by mosquitoes, which are expected to increase with climate change. As reported by the NAPA, farmers are the most vulnerable group, and women farmers are in the majority. Many women also have the added burden of being the head of the household because their husbands have migrated outside Bhutan for work; climate change can add to their already heavy workloads and worries. Women's work may increase if climate change reduces electricity generation, and some have to revert to more labour-intensive energy generation, for example wood stoves and collection of firewood. In addition, women in Bhutan are also often dependent on male household members for receiving information on disaster risk preparedness and evacuation.²⁵

²² ADB & NCWC, March 2014, *Bhutan Equality Diagnostic of Selected Sectors*

²³ National Environment Commission. 2006. *Bhutan National Adaptation Program of Action*. Royal Government of Bhutan.

²⁴ National Environment Commission. 2006. *Bhutan National Adaptation Program of Action*. Royal Government of Bhutan.

²⁵ *Ibid*

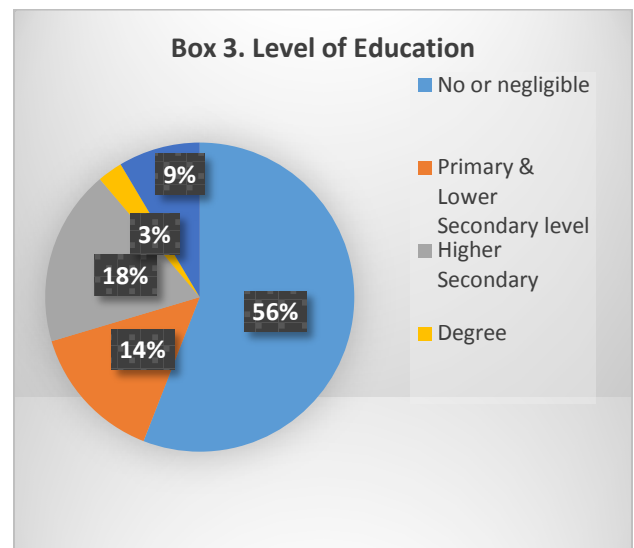
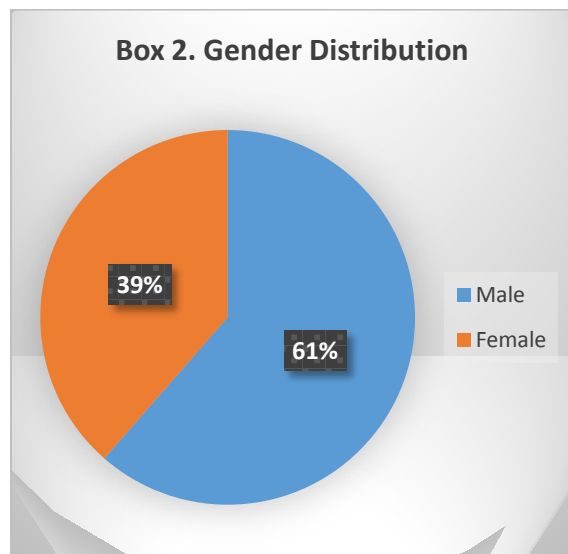
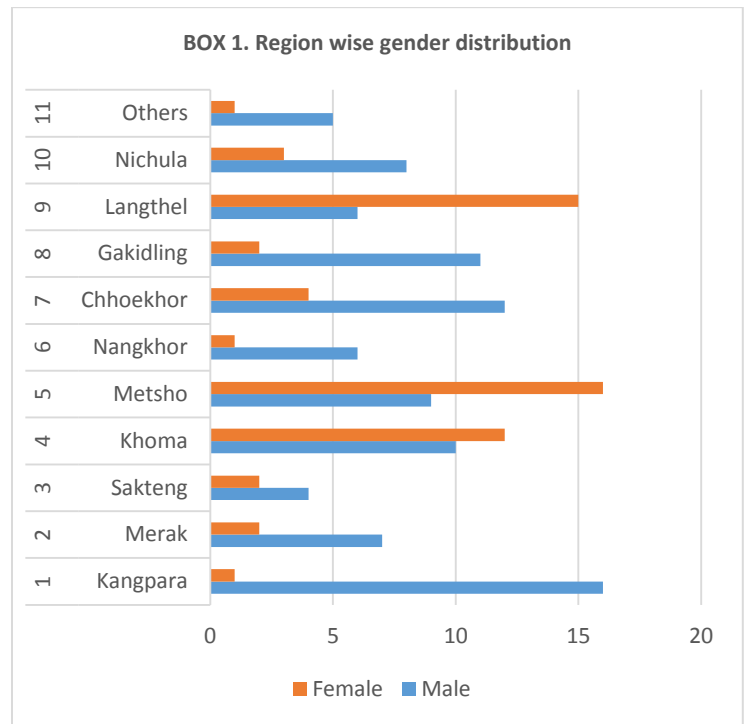
Chapter Four: Findings and Discussion

4.1. Demographic overview of survey respondents

A total of 153 respondents completed the survey form and their demographic details and profile is presented to provide an overview of respondents. Out of the 153 respondents, only 59 (38.5%) female respondents participated in the survey.

Table 2. Profile of Survey respondents

ID	Region/gewog	Male	Female	Total Respondents
1	Kangpara	16	1	17
2	Merak	7	2	9
3	Sakteng	4	2	6
4	Khoma	10	12	22
5	Metsho	9	16	25
6	Nangkhor	6	1	7
7	Chhoekhor	12	4	16
8	Gakidling	11	2	13
9	Langthel	6	15	21
10	Nichula	8	3	11
11	Others	5	1	6
Total Respondents		94	59	153



Out of the total respondents, 94 (61%) were males and 59 (39%) were females. In terms of literacy level, the highest level of education among respondents fall under 'Others' (56%) which include Non Formal Education, Religious studies. Only 3% of respondents had degree level education, where else 9% were uneducated. Highest educated respondents were from Metsho gewog which is situated in Phrumshingla National Park and the lowest were from Sakteng Gewog under Sakteng Wildlife Sanctuary.

4.2 Division of Labour at household and community level

The findings from the FGD and Survey show that distinct roles are played by man and woman at the household level. During the FGD participants shared that there is a relatively balanced division of labour in terms of farming as both men and women are involved. Division of labour was based on convenience and physical strength; work which required more physical strength was done by men and women undertook physically less demanding chores. For example, men were engaged in ploughing, digging, chopping and collecting wood, while women did the weeding, transplanting, sowing, etc. However besides agricultural work, women had extra workload as they solely did most of the household activities, such as cooking, cleaning, childcare, caring for elderly, etc. From the survey it shows that most (61%) of the household work is performed by women compared to men (3%). As for outdoor work, 58% responded as it's men who are engaged in it. The survey also looked at the leisure time available for men and women; men (52%) have more time for leisure after their working hours as they can rest, socialize with friends, play archery, etc.

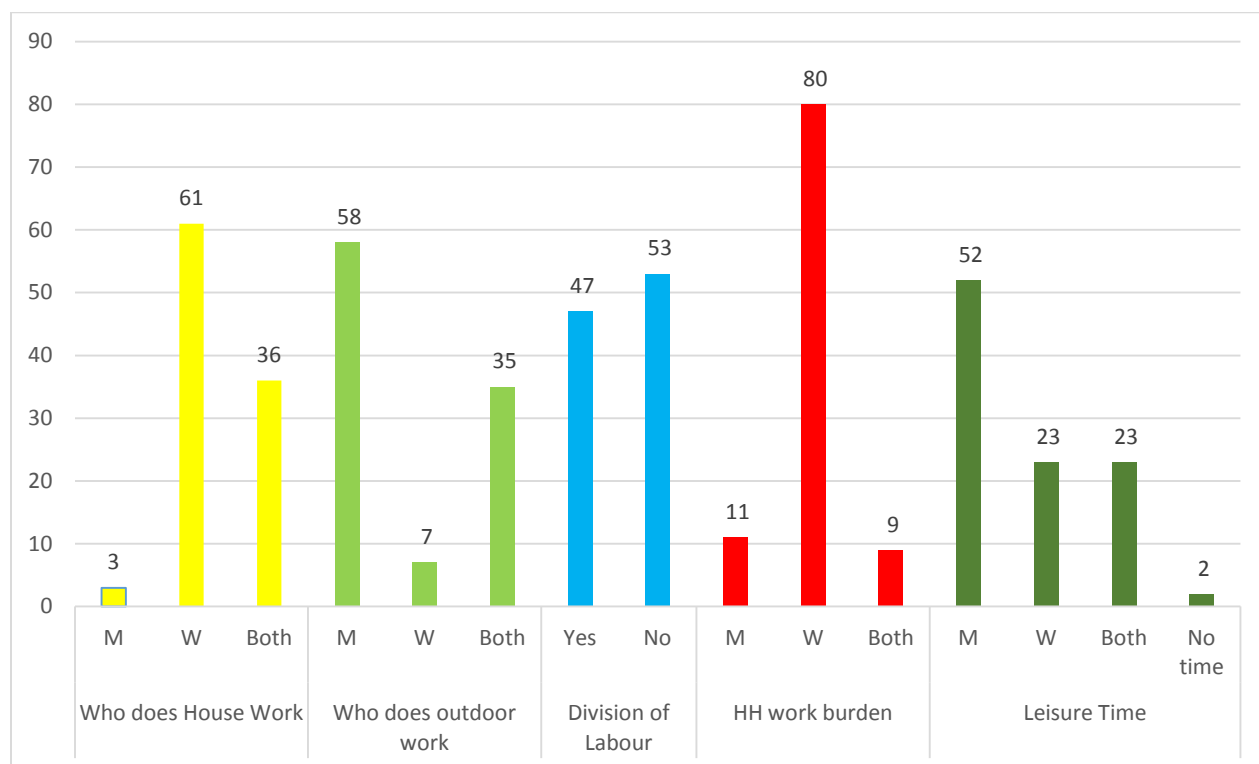


Figure 1

Thus it is confirmed that at the household level, it is the woman who are primarily

engaged as 80% confirmed that household burden falls on women. ADB's Report on

Gender Equality Diagnostic of Selected Sectors alludes to rural women’s heavy workloads, “with the addition of household and community requirements, rural women have heavy workloads”. During the FGD, participants agreed that both men and women contributed equally to community activities such as voluntary labour, community festivals, etc. Through the survey, it is learnt that both men and women are willing and exchange each other’s roles, but most men responded that “only when wives are not at home or are ill, we have to do their work”. Thus the stereo-typical gendered roles still exist in rural communities.

As for economic activities, there is a relatively balanced division of labour. The FGD, substantiated by survey findings, inform that both men and women play substantial economic roles. They are both involved in economic activity to support income generation for the household, as depicted in Figure 3. 48% responded that both earn income, while 37% responded that men support income generation and 15% that women generate income. Men generated income for the household working as waged labour in road construction, house construction and repairs, carpentry or other business. Women earned income through selling of dairy products, weaving and other farm produce. It can be argued that income

generation by men is higher than women as income from agricultural products yields low earnings. However, in Khoma community, both men and women agreed selling of silk handcraft products woven by women generated a higher income for the family. In the highland region, both men and women engaged during cordyceps harvesting, which generated high income for the household.

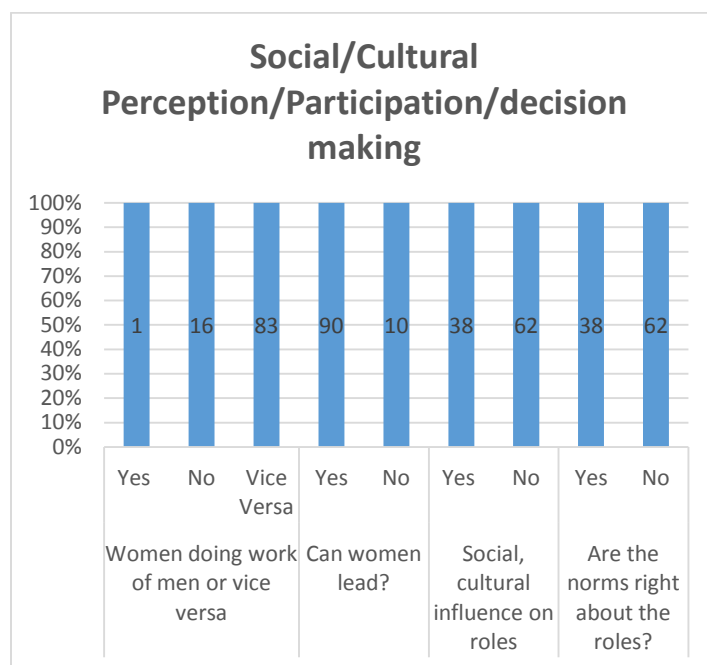


Figure 2

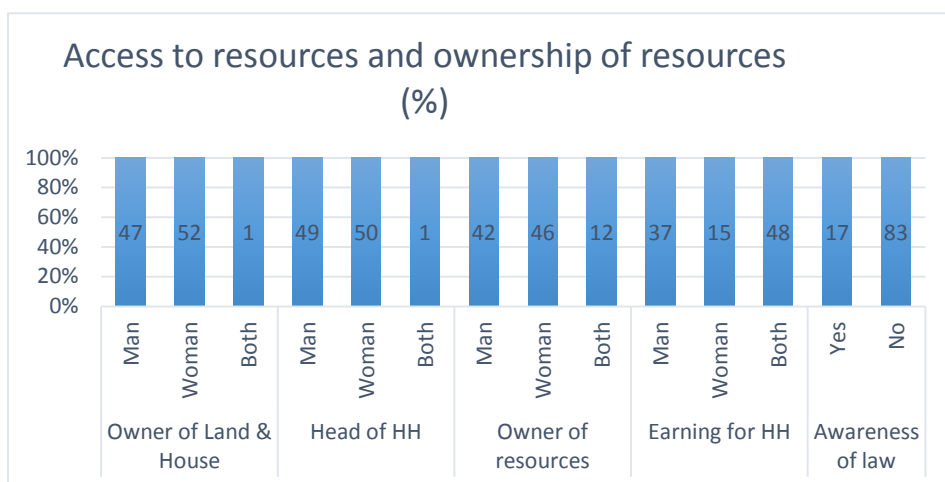


Figure 3

The fact that women already have very heavy work loads and demands on their time, and are also in several ways more vulnerable to climate change than men, paints a challenging future for them. Hence it is very important that this is taken into account when mainstreaming gender in BFL, as elaborated more in the next chapter.

4.3 Division of Labour in Forest Conservation

The FGDs and KIIs informed that both men and women are equally responsible for conservation and management of forest. The practice of Community Forestry (CF) is widespread in Bhutan, as a strategy “for protection, conservation and sustainable use of forest resources in the country, but also strongly emphasizes poverty reduction and local democratization”²⁶. Due to the success of CF, the number of community forests is increasing. According to the Social Forestry Division, Ministry of Agriculture and Forests, currently there are 677 CFMGs (Community Forestry Management Groups) and some are still in the pipeline to be approved. Almost all the 20 districts in Bhutan have CF within their territory. Thus almost all the areas where FGD was done, participants were members of CFMGs.

CFMG are governed by their management plans and bye-laws which communities are well aware of. There is a high level of knowledge and understanding on sustainable forest management and conservation. Both men and women contribute equally in the conservation of their environment as they are part of the CFMG which have outlined activities for conservation. Since communities are highly dependent on natural resources for sustenance and livelihoods, they understand the benefits of sustainable harvesting of natural resources and its conservation. Forest officials who were interviewed for KII also shared that both men and women community members are equally engaged in CF management activities. Both are engaged in reforestation, planting seeds, establishing tree nurseries, etc. When there are incidences of forest fire, it is normally men who assist forest officials in containing the fire.

4.4 Access and Ownership of Resources

During the FGDs, land was identified as the most important resource in support of their lives and livelihoods. Land can be owned by purchasing or inheriting, however in rural areas it is mostly inherited. From both FGDs and KIIs, supported by survey data as depicted in Figure 3, slightly more women than men own the houses and land they live in. From the interviewed respondents, 52% of women owned the land and houses, and 47% of men were owners. GNHC’s Gender Pilot Study did also reveal that in Bhutan especially in the rural areas, women inherited property with “60:40 female/male ratio”. It is further confirmed through ADB’s Gender Equality Diagnostic of Selected Sectors that “women are favored with the patterns of inheritance in Bhutan”; however whether woman’s inheritance really benefits them needs validation. The report reflects that women inheriting land are obliged to undertake “management responsibilities on behalf of the family, including parents”, “inheritance patterns have the effect of limiting women’s social and economic choices”, and “inheritance pattern bound women to the land, with the result that they miss out on education”. Another study by the World Bank²⁷ also echoes a

²⁶ Ministry of Agriculture and Forest, Ugyen Wangchuk Institute of Conservation and Environment, 2011, *Community Forestry in Bhutan: Putting People at the heart of Poverty Reduction*

²⁷

similar claim, “Under the matrilineal inheritance system which is practiced in some regions in Bhutan, agricultural land and other property such as livestock is usually inherited by the eldest daughter”. The report found that 60% of rural women have lands registered under their names and 45% of property titles are in women’s names. However it’s controversial if inheritance practices benefit or inhibit women’s liberty and equality as inheritance affects women’s “economic choices, particularly those related to education, occupation and decision to remain in one’s village to look after one’s aging parents and ancestral land”.

As for access to ownership of forest resources, the community at large has access and owns the resources, as reported, “community forestry is considered to be one of the most important strategies in Bhutan in terms of reducing poverty and providing equal distribution of forest resources”. CFMG manage their own resources, with technical support provided by forestry officials from the Department of Forest and Park Services. The bye-laws of the CFMG ensure that equity and equality issues are also taken into consideration. Through the FGDs and KIIs, it was informed that women access NWFPs for household as well as commercial purposes. Besides community forests, some communities also have established NWFP groups. Some of the NWFPs harvested are ferns, orchids, lemongrass, mushrooms, gooseberries, brooms, cane and bamboo, mushrooms, dapne, cordyceps, pipila, and chirata. It was shared that women mostly access NWFPs that can be easily harvested, while those which require physical strength and are found deep in the forests are harvested by men. For other resources such as timber, firewood and cordyceps which are in the State Reserve Forest, both men and women community members harvest after acquiring permits from forest officers. Every household that has its census registered in the community can have a quota to extract resources. A local newspaper reported that community forests are increasingly benefitting rural communities and the local environment:

“A positive trend is that the majority of CFs has done the harvesting, way below the Annual Harvesting Limit (AHL). This is further substantiated in the studies done in the past which mentions that CFMGs are harvesting timber conservatively and at levels below the prescriptions in the CF management plan, which means that CFMGs are careful in harvesting forest products from their community forest”²⁸.

Thus there is no major discrepancy in terms of ownership and access to natural resources between men and women. The survey also inquired if there are any laws or polices or customary practice that communities are aware of that restrict women from owning properties, for which 83% responded that there are none as such. However, in FGD, it was shared that women headed households and households with fewer members are at a disadvantage as they cannot access resources to the same degree as other households which impacts their income generation and economic status. Similarly, households where men have migrated to urban areas looking for jobs share a similar fate as there is less labor to contribute to generate extra income for the household.

4.5 Decision making and Public Participation

In terms of decision making and public participation, processes and systems are in place, for community members to participate. The CFMG in their Bye-laws stipulates a minimum quorum

²⁸ Zangmo Tanden, *The Bhutanese, 1/30/2016, Community Forest’s Increasingly Benefit Rural Communities and Local Environment*”, retrieved on 27th April 2017 from

for any issues to be discussed. During the FGD and KII, the survey was informed that participation rates of women and men members are equally high, however women hesitate to articulate as much as men. Thus with respect to meaningful participation and decision making, there was a unanimous view that women are passive and leave it up to the men to decide. Some of the women in FGDs agreed that its normally the men who make decisions on issues. The reasons cited for non-participation by women are: being illiterate and not being confident enough to voice their opinions or provide suggestions. Due to women's passive participation at public and community level, inclusion of their interests and needs in conservation and forest management activities could be missed out. This could become more pronounced as climate change advances and they and the resources they manage are more affected by it.

Both the KIIs and the FGDs informed that women were encouraged to participate and in many Bye-Laws at least one woman representative is required in the executive member position (chairperson, secretary, treasurer) but very few women contested for the positions. This is also affirmed in the case study on 'Analyzing governance in community forestry in Bhutan: A case study from Punakha Dzongkhag'²⁹ revealed that: "Although there is specific mention of equal opportunity for men and women to become community forest executive members, more men than women are members of the CFME in CFMGs in Punakha".

In terms of household decisions, mostly joint decisions were made. In some highland regions where there is a community custom of seasonal grazing of livestock, women usually made all the decisions at the household level. In summer men take their livestock, specifically yaks, to higher regions and women are left at home to decide and manage household affairs.

As discussed in the section on women's development in governance, generally women's representation at higher levels is as confirmed by the Gender Equality Diagnostic of Selected Sectors, "Women are poorly represented in decision making in Parliament and civil service". The Gender Pilot Study also reveals that women make more decisions at home, while men make decisions relating to outside matters. Another study³⁰ also share similar findings, "At the community level decisions are generally taken by local government position holders, in consultation with community members. This often involves more men than women". Therefore, there is a risk that important community issues that are more specific to women could be sidelined. Some of the constraining factors that prevent Bhutanese women from participating or contesting for leadership positions are listed as below:

- Lack of education and training
- Lack of functional literacy skills
- Limited involvement and skills on decision making (both at household and community level)
- Low esteem and self image
- Double and triple burden women bear as housewives, mothers and income generators, and sometimes single heads of households

As climate change advances, some of the resources and ecosystem services most used by women are likely to be affected: for example, quantity and quality of water supplies. It is very

²⁹ Ministry of Agriculture and Forest, Ugyen Wangchuk Institute of Conservation and Environment, 2011, *Community Forestry in Bhutan: Putting People at the heart of Poverty Reduction*

³⁰ Institute of Management Studies, 2011, *Study on Women's Political Participation in 2011 Local Government Election*

important that they are empowered to participate more actively in community decision-making that affects these resources and ecosystem services

4.6 Social and Cultural Gender Perception

An attempt was made to understand the social cultural perception on gender within the community. There seems to be a casual attitude towards the social and cultural gender roles practiced. As discussed earlier men and women are willing and exchange their roles based on circumstances and convenience, although most men informed that this is only “ when their wives are absent or sick” . So despite being equally involved in productive activities for income generation, women are still expected to perform their household roles with little help from their spouses. In the survey, the majority of respondents (62%) recorded that social and cultural norms do not have much influence on the different roles that men and women played as shown in figure 2. It can be deduced that it is correct as both women and men are equally responsible for productive activities to generate income for the family. Further 62% of respondents also felt that social and cultural norms were not always right. Some of the respondents informed that now with more women being educated and having exposure beyond the home, they can shoulder responsibilities outside the confines of the house. Besides, 90% of community members responded that women are equally capable to lead and make sound decisions. Although survey findings show that there is a more open and liberal attitude towards gendered roles, the analyses on the division of labour in the household and decision making pattern at the community level indicate that there still exists a patriarchal influence. A study by the Institute of Management Studies ³¹ discloses that gender stereotypes and attitude run deep whereby “women are portrayed as less capable than men. There is a pervasive belief that leadership and politics are purely masculine activities”.

4.7 Gender Strategic and Practical Needs

The FGD as well as the survey probed some gender strategic and practical needs that the BFL project could address. The following needs were expressed and highlighted by the participants and respondents:

Women’s needs	Men’s needs
Development of leadership skills and knowledge	Employment generating activities
Empowerment trainings	Supply of farm technology
Value addition training for NWFPs	Entrepreneurship training
Marketing for products	Vocational skills and training
Education on hygiene and sanitation	Loans to start small businesses
Awareness on relevant forestry rules and regulations	Tackle Human Wildlife Conflict
Entrepreneurship training	
Supply of energy efficient appliances to reduce dependence on firewood	
Supply of various vegetable seedlings	
Training on establishing green houses	
Training on better agricultural methods	

³¹ *Ibid*

Exposure tours as they feel isolated	
Subsidies for electricity bills	
Training on eco-tourism services	
Assistance in forming women's savings group	
Awareness on rare valuable species, medicinal plants, etc	
Supply of water pipes and tanks / reservoirs to reduce labor and time in collecting water, and improve health	
Tackle Human Wildlife Conflict	

Women said that in order for them to actively participate at the community level and in productive activities outside their homes, they would need to build their leadership skills and knowledge. Since many of them depend on forest resources, ideas and training on value addition of NWFP would help them generate income. A need to fully understand relevant forestry rules and regulations was also expressed, since many of them are not aware of the benefits as well as penalties of different regulations. Although bio-gas is picking up in many communities, for some households that own less cattle it is difficult to build biogas and they would benefit from other energy efficient appliances. Currently there are no women's saving groups in any of the communities that were visited and in some region they were keen on starting women's group but did not have the relevant knowledge to do so. Awareness on sanitation and hygiene was requested for the whole community as communities need to know the benefits of proper hygiene and sanitation. Trainings for economic empowerment is keenly sought by women as it will enable them to gain extra income.

Men's need were mostly geared towards productive activities for economic benefits. So they indicated need for support on employment generating activities, supply of farm technology, loans, vocational training, etc. They also mentioned that there are many youths who have dropped out of school who could be provided with vocational training to keep them meaningfully engaged as well as becoming young entrepreneurs.

The fact that women's needs were more numerous and wide-reaching is indicative of the broader range of responsibilities they carry, and also perhaps their relatively lower level of education and skills base, and their ambition to improve their lives.

The additional knowledge and skills that both women and men desire indicates there is an important role for BFL to build capacity in many areas in local communities. Knowledge on climate change, vulnerability, resilience building and climate adaptation should be added to this list, including differential vulnerability of different groups in the community including women, the use of ecosystem services to help vulnerable people to adapt, and the importance of reducing non-climate stresses in order to build resilience in natural systems and facilitate adaptation of forests and biodiversity.

4.8 Capacity for gender mainstreaming

One of the objectives of the assessment was to understand the extent to which project staff have adequate knowledge and skills on gender sensitivity and mainstreaming. Thus KII with forest officials were geared towards assessing the same. It was found that many of the park managers were gender sensitive, they were aware that for overall conservation and management of environment, men and women played equal roles. Since communities depend

on the resources for livelihood, participation of both sexes was vital. Besides, they said that since they facilitate planning and implementation of activities, they ensure that both men and women participate equally. It was informed that even in the bye-laws of community groups, aspects of equity and equality are covered, e.g. requirement for equal participation by men and women in discussions, requirement of at least one woman on the executive committee. Some of the forest staff also informed that they have provided training to a women's group to build skills in income generation by forming a women's weaving group in one of the communities in Khoma. The weaving group has been provided training on how to make natural dyes from resources available in the forest. In some communities, forest staff have also provided training to women on establishment of homestays for tourists.

However, it should be noted that since the main mandate of the forest staff is ensure environmental conservation and protection, their focus is directed towards meeting this. Besides their job profile, as the per the RCSC (Royal Civil Service Commission) directive, is administrative as well as technical in nature (Annex 6. Job Profile for Forest Officers). The majority of the forestry staff have not received any gender training on how to mainstream gender into their work. Hence they lack the capacity to ensure gender integration in planning, monitoring and evaluation. An interesting point to note is there are very few female forest officials in the field due to the demanding nature of the work. Out of the total of 54 forest officials that were interviewed through KIIs, only 3 (Annex 2. participants list of KII) were women.

4.9 Conservation policies and legislations on gender equality

National Forest Policy of Bhutan 2010

The National Forest Policy of Bhutan outlines sustainable management of forest through sustainable management of resources. The Policy provides a strong social inclusion and empowerment of communities in the conservation and management agenda. Although there is no specific considerations on gender or women, it is pro-poor and lays strong foundation for equitable distribution of natural resources. The Policy's goal states,

“Bhutan's forest resources and bio-diversity are managed sustainably to produce a wide range of socio, economic and environmental goods and services for the equitable benefit of all citizens and natural environment while still maintaining a minimum of 60% of the land under forest cover thereby contributing to GNH”.

The objective of the Policy also provides an extensive guideline on socio-economic contribution to improve livelihoods and wellbeing of citizens, as it point out “Empower rural communities manage forest sustainably for socio-economic benefits, poverty reduction and to contribute to sustainable forest management at national level”.

The policy has been successfully implemented as Bhutan boasts of more than 70% forest cover and with the number of CFMGs increasing ever year, it is evident Bhutan is heading toward the right direction in meeting its environmental objectives.

Forest and Nature Conservation Act of Bhutan 1995

Similar to the National Forestry Policy, the Forest and Nature Conservation Act of Bhutan provides a more gender neutral outlook with no specific consideration for women. It is also pro-

poor and empowers the rural communities to manage and utilize forest sustainably. The Act allows utilization of resources from Government Reserve Forest for Domestic Purpose as well as for purposes outside the domestic use. The Act also includes clauses on establishment of Protected Areas, conservation of wildlife, etc. Provisions also include fines and penalties, however there is a lack of awareness on the overall provisions within the act.

Forest and Nature Conservation Rules and Regulation 2017

The most related framework referred by forestry officials is the FNCRR. The FNCRR have undergone several changes, increasing the scope of people's participation in forest management³². Yet again the rule and regulation does not have any specific consideration for gender but is gender neutral and considers the benefits of the community at large. One of the advantages that have accrued through the revision of the rules and regulations are that , is the decentralization of forestry activities to the grassroots level and “ encourage rural communities to manage forest for their basic need and also to carry out income generation activities within the CF”³³ However it was an interesting thing to note that communities are not aware of many of the legal frameworks and thus their understanding on the rights, responsibilities as well as liabilities are limited. The Forestry Officials on the other hand are well versed on the various policies and its reference to day to day administration in conservation and management

National Biodiversity Strategy and Action Plan 2014

The National Biodiversity Strategy and Action Plan highlights that Bhutan has a rich biodiversity such as ecosystem biodiversity, species biodiversity, domesticated biodiversity and its importance to Bhutan's socio-cultural, economic, ecological, traditional and spiritual wellbeing. There are 3 National Biodiversity strategies outlined: 1. Ascertain the existing awareness on the values of biodiversity in the country 2. Implement National Environment Education Master Plan 3. Strengthen capacity in biodiversity education and awareness. Under each strategy, various action plans have been outlined. The document also considers social inclusion as an important factor for biodiversity conservation and in particular mentions women and children under its guiding principles:

8. There is a need to safeguard vulnerable groups, including women and children who depend highly on biodiversity and ecosystem services for their livelihood

9. There is a need to ensure the fair and equitable sharing of benefits arising from access to genetic sources to incentivize biodiversity conservation and promote sustainable utilization

Bhutan National Human-Wildlife Conflict Management Strategy 2008

Farmers across Bhutan are losing significant amount of crops and livestock to wildlife depredation. The strategy stresses the importance of addressing human-wildlife conflict, as the need of the hour. Yet again there is no gender consideration in the strategy but outlines various objectives and strategies to address HWC, such as, “educate students and local communities on wildlife heritage and human wildlife conflict”, “develop educational resources on human wildlife conflict”, “develop capacity of staff and stakeholders on the use of education resources and human wildlife conflicts mitigation methods”. Human wildlife conflict may well intensify as

³² Ministry of Agriculture and Forest, Ugyen Wangchuk Institute of Conservation and Environment, 2011, *Community Forestry in Bhutan: Putting People at the heart of Poverty Reduction*

³³ *Ibid*

climate change advances, resulting in changes in wild animal distribution and abundance, and changes in people's use of forests.

Chapter Five: Conclusions and Recommendations

5.1 Alternative Income Generation Activities for Women: Income generation activities are important for women living in the protected areas and biological corridors. Many of the women in the FGDs informed about their genuine efforts for conservation and sustainable harvesting, there is lack of incentives and motivation to encourage women to continue being custodians of the environment. Thus income generation activities are one of the priorities that BFL project could assist with, to improve lives, assist in climate adaptation, and promote conservation. Since the workloads of women are heavy due to productive and household roles, interventions should be designed not to burden them further but to save time and labour. Labour and time can be saved, for example, through provision of improved water supplies, alternative energy, and labour-saving farming equipment. Many of these measures help build resilience to climate change.

Income generating activities for men can also be promoted. Many of the men expressed that there are many youths in communities who have dropped out of school, for whom the BFL project can assist with employment and income generation activities. There may also be important roles for youth to play in climate adaptation in their communities, including support for disaster preparedness and response.

In many regions, there are abundant valuable natural resources which could be tapped and technical support be provided in terms of value addition of products. There is also potential to initiate greenhouse farming especially for highland regions on a commercial basis. That, along with securing water supplies, would help to build their adaptive capacity to deal with the impacts of climate change on agriculture. Other regions also have potential for commercial agriculture which has not been leveraged to its full potential. Currently many of the communities are only involved in domestic consumption, and the small amount of surplus product is sold in local markets. Thus linkages with agriculture extension for supply of various seeds and seedlings for commercial harvesting, and advice on marketing can be sought. Technical support should be provided for commercial farming based on each region's geographical feasibility, taking into account climate trends. Any tree planting should take into account likely future trends in tree species distribution due to climate change (many species are likely to disappear from the hottest, lowest parts of their ranges, and tend to move uphill to cooler, moister conditions if they can), so future planting should use plant species that are likely to persist in a specific area.

5.2 Skills development: Women can also benefit through skills development in diversifying their natural resource products. In addition to agriculture income generation, women's skills to produce commodities out of local produce could be explored region wise. This would help to build their adaptive capacity to deal with the impacts of climate change on agriculture. Every region has its own specific local resources. For example, cordyceps is highly regarded for its medicinal value, so women could be provided technical support to develop different products from cordyceps. Another example is daphne which is used to produce traditional paper, and skills could be developed to diversify products from daphne. In Phreumshengla Naitonal Park, communities especially men are engaged in the production of wooden crockery, through the burr of maple plants, which are highly valued and fetch a high price. However, women lack

skills to do the same, and technical support to develop skills of women to produce wooden crockery and to diversify wooden products could be explored. Eco-tourism related skills and services have a lot of potential for women to engage in and thus can be targeted for support. Unemployed youth can also benefit from tourism related skills development.

All opportunities should be assessed for their ability to withstand climate change, and should be closely monitored as climate change advances to ensure that they are not putting undue stress on natural systems, at a time when these systems are having to adapt to the changing climate.

5.3 Identify Markets for products: The dearth of market outlets is another concern for communities, especially women. One of the biggest challenge for extra income generation for women is lack of outreach to markets. Some women also expressed that even if they have surplus agriculture produce, the benefits are minimal due lack of markets. Thus the agriculture, livestock and forest extension officials can assist in exploring markets for climate smart products. This will not only benefit women but also men who share the same concern.

5.4 Awareness raising, capacity building and planning for climate change adaptation and disaster risk management: women and men should receive training on climate change and disaster risk management, enhancing their understanding about the changes that are taking place, building their capacity to assess their vulnerability and risk, and measures that can be taken to reduce disaster risk, prepare for disasters, and adapt to climate change. This should include knowledge about differential impacts of climate change on women and men, the resources they manage, and their farming systems. This capacity will be valuable during the adaptation activities of BFL. Both women and men should be actively involved in assessing their climate risks and developing local level plans to build resilience/adapt to climate change under BFL, followed by implementation of gender-sensitive local climate adaptation plans.

5.5 Leadership and Empowerment Trainings for meaningful participation: The challenge of meaningful participation of women at community level has been repeatedly mentioned in several studies and also revealed in this assessment. There is an utmost need to empower women with targeted trainings on developing their leadership skills as well as build their confidence and self-esteem. This is particularly important in light of climate change, and the fact that women are more vulnerable than men in certain ways. Women need to have the confidence and self-esteem to be able to articulate their vulnerabilities, and negotiate for support to build their resilience and adapt to climate change in their local context. It is highly recommended that women in communities be provided empowerment trainings before community climate adaptation planning takes places, so that they can actively participate in the planning. The trainings can be multi-targeted, aiming to improve literacy, build knowledge on climate change and on rights and responsibilities, support economic empowerment, and build leadership and self-esteem.

It is likely that men champions will also be needed to support women's empowerment efforts at different levels, and they will require training and encouragement.

5.6 Specific Study Tours for Women: Many of the communities in the protected areas are situated in isolated remote regions. Women from rural communities should be provided with opportunities to go on study tours to other rural areas for exposure and to share and exchange experiences, and to learn from urban women entrepreneurs, to empower as well as motivate them to become entrepreneurs or start women's self-help groups. They should learn about climate changes that are occurring in other parts of the country, and should visit places with

current conditions that their home areas are likely to experience in the future, so they can see how other people have adapted to living in those conditions.

5.7 Formation of women's saving groups: In all the regions visited, a saving group was absent. Although in few regions where CFMGs are economically successful, they have schemes for members to borrow from the community fund at low interest rates. Women are interested to initiate an all women's saving group, where members can avail loans easily, because it is very difficult to avail loans from formal banks due to several criteria to be fulfilled. Even the Gender Pilot Study 2011 revealed that it is women were "too afraid and or ignorant about taking loans. They had little or no savings at all and borrowed from friends when in need".

5.8 Energy Saving Technology: Energy saving technology has proven to reduce the workload burden and improve health of women. Technology also contributes to saving the forests from deforestation or pollution. Although biogas is gaining momentum, some regions are challenged with less cattle, and other forms of renewable energy are needed. There could be some incentives in the form of subsidies for electricity, for needy households.

5.9 Awareness of policies and legislation: Many community members, both men and women, are unaware of the variety of legislation related to conservation and management and also of rights, including women's rights, under Bhutan's national legislation as well as international conventions it is party to. Hence communities will benefit from learning about different laws, policies and conventions that are most pertinent for use in their daily lives.

5.10 Capacity to Mainstream Gender: There is a lack of skills on gender mainstreaming into processes, structures, activities, planning and monitoring and evaluation. A gender mainstreaming training will benefit forest officials who facilitate conservation and management activities at the grass roots level, including differential climate vulnerability of men and women. Officials will benefit from gender analysis and mainstreaming training and technical assistance to ensure that gender considerations are mainstreamed at the planning, implementation and evaluation stage. They will be equipped to identify gender gaps and address them. Therefore, a gender training for forestry officials working at the grassroots field level is highly recommended.

Community members, although they have open and liberal attitudes towards gendered roles, still practice gender stereotypical roles and consider them normal. A simple gender training by introducing the concepts of gender, gender stereotypes, patriarchy and gender equality would benefit community members, especially for men to understand how division of labour is not balanced and can be improved with both equal participation of men and women. This training should be made climate smart, covering male and female differential vulnerability to climate change, and opportunities to build adaptation capacity.

5.12 Collaboration with CSOs: The number and potential of CSOs in Bhutan are growing. Due to stringent CSO rules and regulations Bhutan's CSOs are regarded to be reliable and credible. Increasingly the government is partnering with CSOs to implement many activities and acknowledges that CSOs can render services more efficiently and effectively. The 11th FYP acknowledges CSOs in delivery of development services, "CSOs complement the efforts of the government in delivery of certain services that government is unable to deliver or services that can be delivered more effectively by such organizations". It further outlines, "In the Eleventh Plan the government will work together with the CSOs to realize the plan objectives." There is potential for collaboration with CSOs to undertake targeted activities such as establishment of

women's saving groups, women leadership and empowerment trainings, gender trainings for forestry officials and community, skills development, value addition of products, etc.

5.13 Project cycle: The links between gender, climate change and forests should be clearly articulated in the project documents and understood by implementing staff. Gender should be mainstreamed in project strategies and activities, and the M&E framework for BFL should include gender disaggregated indicators to monitor progress towards improving the lives of women and men, and reducing their vulnerability to climate change.

Gender Action Plan

The Gender Action Plan for BFL is presented below. It covers additional activities that will ensure that gender issues are adequately addressed and bring tangible benefits to women and men, especially in vulnerable groups. It also ensures that both women and men can participate actively and in an informed manner in protected area and corridor planning, and PA personnel can relate effectively to gender-related issues in communities.

Activities	Indicators and Targets	Timeline	Responsibilities	Budget (in US \$)
<p>Impact Statement: Enhanced participation in natural resource management, equitable benefit sharing and economic opportunities, wellbeing and resilience to the negative impacts of climate change of women, girls and poor households in Bhutan's Protected Areas and Biological Corridors.</p>				
<p>Outcome: Increased participation of women in natural resource management, economic opportunities and/or climate adaptation/DRR by 80% through gender mainstreaming, enhanced knowledge and capacity</p>				
<p>Output 1: Increased knowledge on Non-Wood Forest Products (NWFP) and alternative income generation activities enhanced for women/girls (Component I and II)</p>				<p>130,000.00</p>
<p>Activity 1.1 Conduct training for women/girls on skills development for value addition on NWFPs</p>	<p>80% of women and girls trained on NWFP harvesting and value addition</p> <p>At least 40% of women/girls in project area trained in agro forestry, sustainable forest management and conservation farming</p> <p>50% of women/girls participate in women led value addition enterprises</p>	<p>By 2024</p> <p>By 2023</p> <p>By 2025</p>	<p>Ministry of Agriculture and Forests (MoAF)/EE</p>	<p>40,000.00</p>
<p>Activity 1.2 Promote women/girl led Eco-tourism</p>	<p>50 homestays established and managed by women/girls</p>	<p>By 2025</p>	<p>MoAF/EE and Tourism Council of Bhutan</p>	<p>50,000.00</p>
<p>Activity 1.3 Establish Women's groups</p>	<p>50% of women/girls in project area trained on community group formation</p> <p>At least 10 women's savings groups established</p>	<p>By 2020</p> <p>By 2023</p>	<p>MoAF/EE</p>	<p>40,000.00</p>
<p>Output 2. Increased women's participation and decision making (All components)</p>				<p>130,000.00</p>

Activity 2.1 Ensure active participation of women in consultation and decision making during project planning and implementation	Community consultation and participation plan developed Representation of at least 40% women in project related consultations Representation of 40% of women groups in project implementation	2018 By 2023 By 2023	MoAF/EE and AE	50,000.00
Activity 2.2 Conduct training on women's leadership and empowerment	80% of women/girls in project area trained in conservation leadership 50% of women's groups participate in study tours on community based natural resource management 33% of executive/leadership positions in community groups are occupied by women	By 2022 By 2022 By 2026	MoAF/EE	80,000.00
Output 3. Increased Resilience of vulnerable communities, including women and girls (components I, II and III)				245,000.00
Activity 3.1 Conduct Gender Training/Awareness	All community members within PA provided with gender training/awareness	By 2024	NCWC/ CSOs	30,000.00
Activity 3.2 Build awareness and capacity of the women/girlson climate change adaptation (CCA) and disaster risk reduction (DRR) that includes differential vulnerability of different groups in the community	Awareness on CCA and DRR carried out periodically Representation of 50% women/girls in awareness program CCA and DRR trainings conducted periodically Representation of 50% women in CCA and DRR trainings	By 2028 (starting 2019 every three years upto 2028) By 2022 By 2029 (starting 2020 every three years upto 2029)	MoAF/EE and Department of Disaster Management	75,000.00

Activity 3.3 Establishment and implementation of community learning and action centers to empower poor women and other marginalized people, so they can participate effectively in climate adaptation, community forest management and PA planning	25 % of all women participate in community learning and action centers in their communities	By 2023	MoAF/EE	140,000.00
	25% of women and girls in project area participating in livelihood and/or climate adaptation/DRR activities	By 2026		
	50% of women and girls in project area benefiting from livelihood and/or climate adaptation/DRR activities	By 2029		
Output 4. Enhanced capacity on gender mainstreaming (All components)				90,000.00
Activity 4.1 Conduct training on gender mainstreaming for Protected Area (PA) staff	60% of forestry officials in PA receive gender training	By 2019	MoAF/EE and AE	40,000.00
	80 % female staff participate in the gender trainings	By 2020		
Activity 4.2 Mainstream gender in PA management plans	100% integration of gender in project cycle- planning, implementation, monitoring and evaluation	By 2019	MoAF/EE and AE	30,000.00
	Gender mainstreamed in all PA management plans	By 2022		
Activity 4.3 Conduct awareness on relevant conservation laws and policies	Awareness program on conservation laws and policies carried out in all PAs	By 2020	MoAF/EE and National Environment Commission	20,000.00
	At least 50% women in project areas participate in awareness programs	By 2020		
Total Budget				595,000.00

ANNEX 1. Questionnaire for forestry staff

- i) Have you ever conducted anything specific related to gender before?
- ii) What's your understanding of gender mainstreaming within the project?
- iii) Do you think gender integration is important? Why?
- iv) Are there any women's group/NGOs/CSOs working within your locality on specific issues on women?
- v) Are there any previous gender or on-going gender programs related to environment conservation and protection? (If yes any lessons learned?)

ANNEX 2. List of Forest Officers interviewed

Name	Designation	Gender	PA/BC
1. Phub Dhendup	Chief Forest Officer	M	BC3
2. Pema Rinzin	Forest officer	M	BC3
3. Karma Choki	FO	F	BC3
4. Singye Wangchuk	Sr. Ranger	M	BC3
5. Karma Gyamtsho	Sr. Ranger	M	BC3
6. Sonam Dorji	FO	M	JSWNP
7. Dorji Duba	Forester	M	JSWNP
8. Namgay Tenzin	Forester	M	JSWNP
9. Kado Rinchen	Sr. Forester	M	JSWNP
10. Choki Dorji	Sr. Forester II	M	JSWNP
11. Pankay Dukpa	CFO	M	JSWNP
12. Pema Dorji Moktan	Agr. EO	M	BC6
13. Phuntsho Wangdi	Beat Officer	M	BC6
14. Sonam Dorji	Ranger	M	BC6
15. Tshering Dorji	Ranger	M	BC6
16. Tenzin Rabgay	Range Officer	M	JDNP
17. Karma Gyaltshen	FO	M	JDNP
18. Ugyen Rinzin	FO	M	JDNP
19. Kinga	FO	M	JDNP
20. Sherab Tenzin	FO	M	JDNP
21. Sangay Tenzin	FO	M	JDNP
22. Janchub	FO	M	JDNP
23. Pema Dhendup	FO	M	JDNP
24. Jigme Gyeltshen	FR	M	JDNP
25. Namgay	Park Manager	M	JDNP

26. Kado Drukpa	FR	M	JDNP
27. Tandin	FR	M	JDNP
28. Choden	FR	F	JDNP
29. Wanhchuk	FR	M	JDNP
30. Karma Jamtshe	FR	M	JDNP
31. Tshering Dorji	FR	M	JDNP
32. Bep Tshering	FR	M	JDNP
33. Kinley Tshering	FR	M	JDNP
34. Kezang Dorji	Sr. FR	M	SWS
35. Tenzin Lhuendup	Sr FR	M	SWS
36. Pema Rinzin	Sr FR	M	SWS
37. Dorji	Sr. FR	M	SWS
38. Jamtsho	Forester	M	SWS
39. Pema Tshewang	Sr. Forester	M	SWS
40. Kezang Norbu	Caretaker	M	SWS
41. Lhundrup Pema Choje	Adm	M	SWS
42. Dechen Druba	Act	M	SWS
43. Sangey Chophel	FR	M	SWS
44. Karma Tempa	CFO	M	BWS
45. Norbu Wangchuk	FO	M	BWS
46. Tempa Gyeltshen	FO	M	BWS
47. Tshering Dendup	FO	M	BWS
48. Tshering Dawa	Sr. FR	M	BWS
49. Kuenzang Thinley	RO	M	BWS
50. Kumbu Dorji	Sr. Forester	M	BWS
51. Sonam Wangmo	FR	F	BWS
52. Pema Wangchuk	Forester	M	BWS
53. Tashi Dhendup	Forester	M	BWS
54. Jigme Lhaden	Sr. Forester	F	BWS

ANNEX 3. List of Community Participants in FGD

Name	Gender	PA/BC
1.Pasang	M	JKSNR
2.Tshering Penjor	M	JKSNR
3Passang Dorji	M	JKSNR
4.Kencho Wangdi	M	JKSNR
5.Karma Dorji	M	JKSNR
6.Dawa Penjo	M	JKSNR
7.Tshering	M	JKSNR
8.kaka Tshering	M	JKSNR
9.Sonam Dorji	M	JKSNR
10.Chundu Tshering	M	JKSNR
11.Sonam Zam	F	JKSNR
12.Dorji	M	JKSNR
13.Gaki	F	JKSNR
14Tshering Phuntsho	M	JKSNR
15.Wangmo	F	JKSNR
16.Sangey Nidup	M	JKSNR
17.Kencho	M	JKSNR
18.Pem Tenzin	M	JKSNR
19Tshering Wangchuk	M	JKSNR
20.Dorji	M	JKSNR
21.Tashi	M	JKSNR
22.Nim	M	JKSNR
23.Kaley	F	JKSNR
26Ugyen	M	JKSNR
27Tshering	M	JKSNR
28Tshering	M	JKSNR
29Tshering Gem	F	JKSNR
30Sonam Zangmo	F	JKSNR
31Tshering Gyem	F	JKSNR
32Tashi Tobgay	M	JKSNR
33Passang Dem	F	JKSNR
34Chab Tshering	M	JKSNR
35Chamchoe	F	JKSNR
36Nidup Zangmo	F	JKSNR
37Passang	F	JKSNR
38Youden	F	JKSNR
39Passang	M	JKSNR
40Chundu Lham	F	JKSNR
41Gado	M	JKSNR
42Pema Lekzin	F	JKSNR

43Lengo	M	JKSNR
44Dilip Kr	M	JKSNR
45Laxman	M	PWS
46Chogyal Tenzin	M	PWS
47Kencho Rigzin	M	PWS
48Rajesh Mongar	M	PWS
49Tshering Nidup	M	PWS
50Kumar Karki	M	PWS
51Kharga Bdr Chhetri	M	PWS
52Kalina Bdr Powrel	M	PWS
53Tshering Wangdi	M	PWS
54Tshewang Tenzin	M	PWS
55Kuenley gyeltshen	M	PWS
56Kinga Norbu	M	PWS
57Chada	M	BC3
58Wangdi	M	BC3
59Kumbu Tshadary	M	BC3
60Tika Ram Rai	M	BC3
61Karna Bdr Rai	M	BC3
62Ram Bhakta Rai	M	BC3
63Lhachu Man Thara	M	BC3
64Man Bdr Rana	M	BC3
65Indra Man Rana	M	BC3
66Mohan Rana	M	BC3
67Dambar Bdr Rana	M	BC3
68Portap Singh Rai	M	BC3
69Dew Kumar Thara	M	BC3
70Biram Rai	M	BC3
71Pema Sherpa	M	BC3
72Arjun Rai	M	BC3
73Bhim Kr Raika	M	BC3
74Rajid Raika	M	BC3
75Padam Rai	M	BC3
76Ratman Rave	M	BC3
77Karna Bdr Rai	M	BC3
78Nim Dorji	M	BC3
79Ram Bdr Pilakoti	M	BC3
80Dawa Zangpo	M	BC4
81Ugyen Wangdi	M	BC4
82Sonam Choden	F	BC4
83Sonam	M	BC4
84Tshering Wangchuk	M	BC4
85Karmo	M	BC4

86Ugyen Phuntsho	M	BC4
87Tashi Dendup	M	BC4
88Norbu Zangmo	F	BC4
89Nyonthoe	M	JSWNP
90Larthi	M	JSWNP
91Bargo	M	JSWNP
92Karma Dorji	M	JSWNP
93Nechung	M	JSWNP
94Tshagay	M	JSWNP
95Phurpala	M	JSWNP
96Phurpa	M	JSWNP
97Nakphel	M	JSWNP
98Karma	M	JSWNP
99Pema Rinzin	M	JSWNP
100Sherab	M	JSWNP
101.Lhagyel	M	JSWNP
102.Sonam Dhendup	M	JSWNP
103.Chimi Rinzin	M	JSWNP
104.Delang	M	JSWNP
105.Norbu	M	JSWNP
106.Tshering Laythro	M	BC6
107.Melam Dorji	M	BC6
108.Ngajo Dorji	M	BC6
109.Leki Tshering	M	BC6
110.Melam Dorji	M	BC6
111.Sangay Wangpo	M	BC6
112.Tshering Phuntsho	M	BC6
113.Tshering Jamtsho	M	BC6
114.Sangay Wangdi	M	BC6
115.Jurmey	M	BC6
116.Tshering Tobgay	M	BC6
117.Kinzang Peldon	F	BC6
118.Ngagi Tshering	M	BC6
119.Ugyen Tshwang	M	BC6
120.Wangda	M	BC6
121.Sangay Tenzin	M	BC6
122.Karma	M	JDNP
123.Kencho	M	JDNP
124.Gyem Lham	F	JDNP
125.Nim Dorji	M	JDNP
126.Kencho Zam	F	JDNP
127.Pem	F	JDNP
128.Pasang Dem	F	JDNP

129.Phurb Dorji	M	JDNP
130.Ugyen Tshering	M	JDNP
131.Gyembo	M	JDNP
132.Kinley Dorji	M	JDNP
133.Lhamo	F	JDNP
134.Pem Dem	F	JDNP
135.Thinley Pem	F	JDNP
136.Dawa Pem	F	JDNP
137.Damcho Pem	F	JDNP
138.Deki	F	JDNP
139.Shelkar	F	JDNP
140.Pem	F	JDNP
141.Kencho Wangdi	M	JDNP
142.Damchoe Dorji	M	JDNP
143.Yangka	F	JDNP
144.Phurba	M	SWS
145.Lhuendrup	M	SWS
146.Tenzin Dorji	M	SWS
147.Leki Tshering	M	SWS
148.Dorji Norbu	M	SWS
149.Rinchen Chopel	M	SWS
150.Nima	M	SWS
151.Jurmey	M	SWS
152.Tenzin Norbu	M	SWS
153.Lobzang	M	SWS
154.Karchung	M	SWS
155.Tashi	M	SWS
156.Sangey Eden	F	SWS
157.Thukten Yangzom	F	SWS
158.Dorji Phuntsho	M	SWS
159.Nima Yangzom	F	SWS
160.Pema Lhaden	F	SWS
161.Rinchen Wangdi	M	SWS
162.Dorji	M	BWS
163.Choni Dorji	M	BWS
164.Karma Tshering	M	BWS
165.Mr.kelzang Tashi	M	BWS
166.Guru Tshering	M	BWS
167.Sangay Dorji	M	BWS
168.Tshewang Choki	F	BWS
169.Kinley Wangmo	F	BWS
170.Rinzin Lhamo	F	BWS
171.Sonam Drupchu	M	BWS
172.Sonam Tenzin	M	BWS

173.Thinley Tshomo	F	BWS
174Yangchen Lhamo	F	BWS
175.Kuenzang Wangmo	F	BWS
176.Dema Yangchen	F	BWS
177.Jimba Lhamo	F	BWS
178.Sherab Tharchen	M	BWS
179.Sonam Darjay	M	BWS
160.Pema Dechen	F	BWS
161.Tashi Pemo	F	BWS
162.Namgay Zangmo	F	BWS
163.Chezom	F	BWS
164.Tshewang Dema	F	BWS
165.Sonam Tobgay	M	BWS
166.Phuntsho Wangdi	M	BWS
167.Shacha Wangchuk	M	BWS
168.Kelzang Wangdi	M	BWS
169.Pema Tshering	M	BWS
170.Pema Wangchuk	M	BWS
171.Pema Norbu	M	PNP
172.Tshering Dorji	M	PNP
173.Tobgay	M	PNP
174.Sonam Wangchuk	M	PNP
175.Tshering Dorji	M	PNP
176.Sherub Gyeltshen	M	PNP
177.Rinchen Nidup	M	PNP
178.Pemala	M	PNP
179.Sithar la	M	PNP
180.Chimi Dorji	M	PNP
181.Chimi Dorji	M	PNP
182.Donma Lhamo	F	PNP
183.Sonam Pelzom	F	PNP
184.Ugyen Zangmo	F	PNP
185.Tshering Wangmo	F	PNP
186.Pema Chezom	F	PNP
187.Sonam Wangmo	F	PNP
188.Tshering Tshomo	F	PNP
189.Pema Seldon	F	PNP
190.Kunzang Tshomo	F	PNP
191.Minjur Dema	F	PNP
192.Tandin Wangmo	F	PNP
193.Donma Lhamo	F	PNP
194.Kache Wangmo	F	PNP
195.Lhazom	F	PNP

196.Jamyangmo	F	PNP
197.Dondrup Zangmo	F	PNP
198.Kelzang Tshomo	F	PNP
199.Kunzang Jurme	M	PNP
200.Gembo	M	PNP
201.Tshewang	M	PNP

ANNEX 4. FGD Questionnaire

Area of focus	Guiding questions
Activity Profile/Division of labour	<p>How is the division of among male, female, young and old in the community? What are the cultural underpinnings?</p> <p>Who are responsible for making divisions of labour in your community? What is the role of man and women in conservation?</p>
Socio- cultural gender perception	<p>Who are responsible for natural conservation in your community? (Roles of man and women)</p> <p>Who are better protectors of the forest/environment? Men or women? Why?</p> <p>How do you use the natural resources in your areas in your daily life? (men and women)</p> <p>Are there any cultural norms in your community that discriminate women?</p> <p>Are there cultural norms that limit physical movement of women? Do these limits impact social and economic situation of women?</p>
Decision Making and public participation	<p>Who participates in decision making at the household?</p> <p>Who participates in decision making at the community level?</p> <p>Who generally makes decision at the household and community level?</p> <p>How do women participate in decision making? (attendance, providing feedback, opinions, taking actions, etc?)</p>
Access and ownership of resources	<p>Who owns natural resources in your community, such as access and ownership of land, water, forest, etc?</p> <p>What are the factors affecting access and control of the resources? (influence of age, gender, education status, status of organizations, work, support of influential person, etc.</p>
Laws, policies and institutional practices	<p>Are there any traditional laws that restrict men or women from access to certain forestry products?</p> <p>Are you aware of laws and policies that provide equality and equity for men and women for use of forestry products?</p> <p>Which law/policy is commonly referred by the community for forestry related activities?</p>
Strategic and Practical gender needs	<p>What are men and women's strategic needs in the project protected area?</p> <p>What are practical needs for men and women in relation to the project?</p> <p>What are the risks? Opportunities and obstacles?</p>

ANNEX 5. Survey Questionnaire

1. Village.....
2. Gewog.....
3. Protected Area.....
4. Age of respondent.....
5. Gender.....
6. Education level.....

Activity Profile/Division of labour

1. Who does most of the work in your house? Man or Woman or both
2. Who does most of the work outside the house ? Man or woman or both
3. Do you decide on division of labour? Yes or No
4. How, please explain?
5. Who do you think is mostly burdened with various work in the household?
Man or Woman
6. What type of work, please list?
7. Who has more time for leisure/rest/relaxation in the house ? Man or Woman?

Social/ Cultural Perception/ participation/ decision making

1. Can women do the work that man do? Yes or No
2. Why? Please explain
3. Can women lead and decide like men do? Yes or No
4. Why, Please explain
5. Do social, cultural and religious norms affect the kind of work men and women do? Yes or No
6. How, for example
7. Are social, cultural and religious norms always right about the roles and responsibilities of women and men? Yes or No
8. Explain?

Access to resources and ownership of resources?

1. Who owns this land and house your living in? Man or Woman
2. Who is the head of the household according to census? Man or Woman
3. Who normally owns resources, such as land , forest resources, etc in the community? Man or woman
4. Who earns for the household? Man or Woman or both

5. Can you list few income generation activities by man and woman of the house?
6. Are you aware of any law or policy which limits or restricts women's ownership over resources? Yes or No

Strategic and Practical Needs

1. Any specific needs for men within the protected area that should be considered? Yes or No
2. If yes what?
3. Any specific needs for women within the protected area that should be considered? Yes or No
4. If yes what?

Kadrincheyla!

JOB DESCRIPTION

1. **JOB IDENTIFICATION**

1.1 **Position Title:** Forestry Officer (FO)

1.2 **Position Level:** P4

1.3 **Major Group:** Forest & Environ. Protection Services Group

1.4 **Sub Group:** Forestry Services

1.5 **Job Code No.:** 08.450.04

1.6 **Job Location** *(Complete as appropriate):*

Ministry: Agriculture; Department: Department of Forests; Division: Nature Conservation/Social Forestry Division/Forest Resources Development/Forest Protection and Utilization/Forest Territorial/National Parks & Sanctuary Dzongkhag Forestry etc.

1.7 **Title of first level supervisor** *(Official title of the Supervisor):* Chief Forestry Officer (Divisional Forest Officer(DFO))/Dzongkhag Forest Officer(Dz FO)/(Park Manager (Pr Mgr)) or Sr Forest Officer and above rank.

2. **DUTIES & RESPONSIBILITIES** *(Describe the main duties and responsibilities indicating what is done and how it is done. Duties should be presented in decreasing order of percentage of time spent on them, or in order of relative importance*

Purpose: The incumbent holding this position require capability to shoulder in interpreting polices, vision for Scientific Research, monitor and decimate the case with appropriate reasons

Duties and Responsibilities	% of time
-----------------------------	-----------

<ul style="list-style-type: none"> ▪ The task of the Forestry Officer in the functional divisions is to involve in research studies, inventory and planning and any other back stopping program/activities. However, in the territorial divisions and parks, he assists in implementation, supervision, monitoring and a lot of other delegated jobs. ▪ Participates and helps in formulating forest plans, policies and programs in accordance with forest Master plan and five year plan: <ul style="list-style-type: none"> ▪ Draw periodical/yearly plans and programs. ▪ Corridor survey plans ▪ Timber markets assessment ▪ Forest management plans and operational plans. ▪ A lot of related plans. 	30
<ul style="list-style-type: none"> ▪ Administers and monitors the hierarchy of staff on the behalf or absence of the Chief Forest Officer (DFO)/Dz FO or Park Manager: ▪ Administrate the hierarchy of Divisional staff, respective forest Range and Beat Block staff. ▪ Supervise, monitor, evaluate the plan and program activities from time to time and gather quarterly, half-yearly or annual reporting of work/activity progress from the ranges and beats. ▪ Performance of staff in their daily duties. 	20
<ul style="list-style-type: none"> ▪ Supervises and evaluates the work programs of Range and FMU In charge: ▪ Timber extraction from FMUs, ▪ Forest plantation like afforestation, reforestation, social and community forestry etc. 	20
<ul style="list-style-type: none"> ▪ Directs and leads subordinate staff to patrol forest areas from illegal activities such as poaching, fishing, illegal transit of 	15

<p>timber and minor forest products, land encroachment etc., control forest fires outbreak and ensure compliance with Forest Policy, Forest Act, Rules and Regulations including Government directives through circulars.</p>	
<ul style="list-style-type: none"> ▪ Provide technical backstopping to the Ranges, Beats and Dzongkhags: ▪ Writing community and social forestry plans ▪ Writing technical report etc. ▪ Provide legal advice in compounding and settlement of forest offence cases. ▪ Any other as assigned for. 	15

3. KNOWLEDGE & SKILLS REQUIREMENTS *(Minimum requirement for performance of work described – Level of Knowledge, Skill & Ability)*

3.1 Education: Bachelors in Forestry or wild life

3.2 Training: Basic familiarity with Bhutan Forestry Policy, Nature Conservation Act/ Rules.

3.3 Length and type of practical experience required:
Entry

3.4 Knowledge of language(s) and other specialized requirements: Fluent in
Fluent Dzongkha and English both spoken written

4. COMPLEXITY OF WORK *(Describe the intricacy of tasks, steps process or methods involved in work, difficulty and originality involved in work)*

The work is complex as it entails dealing with the capital resource and wide range of clients and stakeholders in resource use, management and conservation. It often leads to hurting of people's sentiments. It will also require performing a lot of delegated jobs in relation to forestry and public dealings.

5. **SCOPE & EFFECT OF WORK** (*Describe the purpose, breadth of work performance, and the effect the work has on the work of others or the functions of the organization*):

It has following scopes in:

- Socio-economic up lifting through sustainable management of forest as well as to maintain ecologically balanced forest stands and in healthy shape.
- Protection of forest from unplanned harvesting
- Protection of country's rich flora and fauna.
- Improve the technical capability of the division and department.

Considering the importance of managing and conserving forest and natural resources to the majority of the Bhutanese population, work have direct effect and impact on the livelihoods of rural farmers, natural environment etc. It has significant contribution to the Bhutanese forest protection and wildlife.

6. **INSTRUCTIONS AND GUIDELINES AVAILABLE**

6.1 Instructions: *Describe controls exercised over the work by the Superior; how work is assigned, reviewed and evaluated.*

The Forestry Officer will function under the instructions and close supervision of the seniors in the hierarchy

6.2 Guidelines (*Indicate which written or unwritten guidelines are available, and the extent to which the employees may interpret, adopt or devise new guidelines*):

The Nature Conservation Act and Forestry rules, Policies, circulars, Govt. directives etc. are general guidelines for daily reference. Written or verbal instructions from are available to run official work.

7. **WORK RELATIONSHIP** (*Indicate the frequency, nature and purpose of contacts with others within and outside the assigned organization (other than contacts with superiors):*

Meet other line organizational staff frequently in relation to forestry activities and other related nature conservation. Other than, contact with the Officials from Dzongkhag and Ministry of Agriculture is required. The good relation with the armed forces should be maintained in the event of forest fires outbreak and to apprehend the culprits.

8. **SUPERVISION OVER OTHERS**

(*Describe responsibility for supervision of other employees, including the nature of supervisory responsibilities and categories and number of subordinates):*

Technical supervision over Range Officers and Beat Officers in regards to the construction works, marking of tress, land survey, forestry inventory works etc. Frequency of supervision depends on time of such activities undertaken. Usually field supervision is done at the planning stage, while the work is in progress and when the work is schedule to complete.

9. **JOB ENVIRONMENT** (*Describe physical exertion required, such as walking, standing, lifting heavy objects, etc., and/or any risks or discomforts like exposure to hazards such as exposure to chemicals, infections, radiation, extreme weather and other hostile working conditions*

Physical exertion is required when conducting supervision works. Regular patrolling in relation to regulatory and other supervisory aspects is a must, which needs endurance of walking long distances and withstanding severe colds and rains. Encountering wild forest fire in the rough and steep terrain is high risk involved.

