Special Study

The LSFP Experience of Gender Mainstreaming

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EXECUTIVE SUMMARY

The purpose of this study is to document and analyze the experiences and lessons learnt throughout the process of gender mainstreaming within the LSFP, with the aim of contributing towards further method development of gender mainstreaming within the sector and government structures for Sida as well as the GoL.

Equality between men and women is both GoL and Sida policy. Gender mainstreaming is a strategy that strives to place issues of equality between women and men at the center of policy decisions, institutional structures, and resource allocations. Since 1996, Gender and Development, including gender mainstreaming, has been an integral part of the Lao-Swedish Forestry Programme (LSFP). The Programme mainstreams gender through its Gender Strategy, among the DoF staff, staff in the provinces and districts and in the target villages. There is a special attention to women, because their opportunities in the development process of LSFP and DoF are not yet equal to those of men. Gender and Development became an integral part of LSFP only with Phase IV.

Gender Mainstreaming in LSFP is a process based on the Gender and Development (GAD) approach. For LSFP, the Gender Mainstreaming System consists of four elements: Gender Strategy and Action Plan, GAD Guidelines, GAD Training Material, and Various Pamphlets, Maps, Pictures. The System does not only cover mainstreaming but also interventions specific to women. The focal point of gender mainstreaming for LSFP is the Gender and Development Unit, whose role is to advise, train, and support the staff of LSFP and DoF in the work of implementing the Gender Strategy. The unit has only one staff member who also is the Head of the Unit. She is also the Deputy Head of the Institutional Strengthening Sub-Programme. The unit operates through Gender Focal Persons at Sub-Programme, province and district levels and at the Training Centers and Technical School. Networking for gender mainstreaming occurs on three fronts: the MAF, the LWU and other programmes and projects. At the field level, mainstreaming activities are carried out together with the implementation of the four other LSFP Systems and Initiatives, of which they are an essential part. The objective is to implement gender equitable programme activities with women and men in the target villages.

On the whole, the approach of gender mainstreaming has been highly successful in a sense that a more holistic assessment of natural resource use and human impacts on these has been obtained. As indicated by
staff participation and awareness of gender issues, there has been extensive input to and acceptance of
gender mainstreaming by the Lao side of LSFP. At the moment, although a very good start has been made
within the LSFP, its impacts are limited to a few villages in a few districts, in four provinces. While good
headway has been made at the central level, many more PAFOs and DAFOs need to be involved before
gender mainstreaming becomes part of the Lao forestry mainstream. It will not be fully Lao owned until it is a
part of or characteristic of a larger proportion of the sector.

Because capacity building in gender mainstreaming has not been consolidated and its impact is still quite
limited, it runs the risk of not becoming sustainable. Furthermore, two major aspects of its development
progress and momentum so far have been its assurance of adequate support and its flexibility to experiment
with different approaches as it develops its methods and procedures. This flexibility has been enhanced by the
presence of advisors. Adequate support and flexibility have been guaranteed by the external funds coming into
LSFP. As a result, an excellent start has been made, and with additional funding, sustainability is possible.

The development process by which gender mainstreaming is being arrived at has been successful in creating
staff participation, gender awareness, and methods and procedures, and this process is replicable. On the
other hand, the replicability of the development of a clear understanding of the methods and procedures of
gender mainstreaming and of capacity building for gender mainstreaming beyond those limited areas where it
has been done so far, remains to be seen.

If the gender mainstreaming is to be consolidated it needs to be developed further and to be implemented
more extensively. This will require resources, both financial and human. In addition, because it is a process
which has not yet been completed, continuity with present activities, personnel and networks is essential. It is
therefore recommended that funds and staff be provided and every effort be made to maintain continuity.

1. INTRODUCTION

Gender mainstreaming is a strategy that strives to place issues of equality between women and men at the
center of policy decisions, institutional structures, and resource allocations. The Fourth World Conference on
Women, which was held in 1995, adopted a "Platform for Action" that, among other things, called for a policy of
mainstreaming gender in development activities. Swedish International Development Cooperation Agency
(Sida) has responded to this by making "equality between men and women" as one of the six main goals of its
development cooperation, and since 1996, Gender and Development, including gender mainstreaming, has
been an integral part of the Lao-Swedish Forestry Programme (LSFP).

The Programme implements gender mainstreaming through its Gender Strategy, which has two objectives:

- To increase the competence and capacity of women and men at different levels within the LSFP/DoF for
gender mainstreaming.
- To strengthen the capacity of Lao women to participate fully as equal partners in sustainable
development.

The activities of the Gender and Development component, which was originally within the Institutional
Strengthening Sub-Programme, have striven to develop methods, procedures, etc. that have been integrated
into the Gender Mainstreaming System. This has been done by using a process approach, and the entire effort
has been directed towards institutionalizing the System within the forestry sector.

The LSFP is now coming to an end, and among the final activities is the documentation of the methods that
have been developed for attaining specific goals in the forestry sector.

These methods are included in six different systems or sets of initiatives. Four of these (Participatory Village
Development & Sustainable Land Use Systems; Participatory NBCA Management System; Natural Resources
Management Initiatives; and Institution Building Initiatives) are each being documented separately. The other
two Systems, Gender Mainstreaming and Monitoring and Evaluation, are included in the documentation for the
other four, because they cross-cut all of them and are, in a sense, part of each of them. This Study, while
recognizing the cross-cutting nature of Gender Mainstreaming, complements final studies done on the other
four systems and initiatives.

It describes and analyzes the process of mainstreaming in LSFP and examines the lessons learned and the
experiences gained at the central, provincial, and district levels.
2. PURPOSE

The purpose of this Study, as set out in the Terms of Reference is "to document and analyze the experiences and lessons learnt throughout the process of gender mainstreaming within the Programme, with the aim of contributing towards further method development of gender mainstreaming within the sector and government structures for Sida as well as the GoL."

The emphasis on process is because LSFP is a process-oriented programme. The processes are interactive series of activities among the Government of Lao PDR (GoL), the target beneficiaries, and the advisors. The outputs are systems, initiatives, and skills that can be institutionalized at different levels, ranging from the central (DoF), through the provincial and district (PAFO and DAFO), down to the village level. The experiences of going through the process and the lessons learnt from it contribute to developing more efficient and replicable methods and processes. The process of gender mainstreaming is different from the processes for the other four systems and initiatives in that it has not been introduced to the Programme as a result of a grass-root process. It is a policy, which is being implemented through the Gender Mainstreaming System. A System, which has been developed and implemented together with the Lao staff at both central and field levels.

3. POLICY FRAMEWORK

3.1 Sida Policy

The type of development Sida wants to facilitate aims towards reducing poverty in developing countries and contributes to achieving peace, democracy and the sustainable use of natural resources. It is Sida’s policy that the development process should actively involve the men and women who benefit from it as far as possible.

The emphasis on equality between men and women in Swedish development cooperation is based on an important assumption -- equality in the sense of equal rights, responsibilities and opportunities for women and men is both a question of human rights and a prerequisite for a fair, effective and sustainable development. According to Sida, equal opportunity has quantitative as well as qualitative aspects. The quantitative aspect implies an equitable distribution of women and men in all areas of society, such as education, work, recreation and distribution of power. The qualitative aspect implies that the knowledge, experiences and values of both women and men are given equal weight and used to enrich and direct all social areas and endeavors.

It is Sida’s view that it is of crucial importance to enable and support women to achieve greater power and influence. Just as men, women should be given opportunity to decide over their own lives. However, in order to reach equality between men and women, it is of great importance to also engage men and bring forward their attitudes and behavior.

As pointed out by Sida, gender differences need special attention in the areas of human rights, participation in political decisions, and participation in economic decisions as well as opportunities for economic independence. It is Sida’s opinion that the responsibility for promotion of equality between women and men lies with national governments. Sida’s role is to provide support to the priorities and initiatives of national partners where it can play an important role in relation to advocacy without conflicting with the principle of government responsibility.

3.2 Lao Government Policy

Women in Lao PDR have been accorded the legal right to participate in governance and politics by the 1991 Constitution, which states "Men and women are equal in all aspects, namely politics, culture, social and family affairs" (Chapter 3, Article 22). The Constitution also designates the Lao Women’s Union (LWU) as an official agency to protect the rights and legal benefits of women.

Among other laws of the Lao PDR, some are related to gender issues, i.e. Property Law, Inheritance Law, Insurance Law, Labor Law, Family Law and Election Law. However, there still exists a need to address gender issues in practice. For example, in the case of inheritance rights of land ownership, as men commonly sign land certificates. The LSFP touches on these issues through the Land Use Planning/Land Allocation (LUP/LA) component of the Participatory Village Development and Sustainable Land Use System as well as through an ongoing study within the LSFP on social and gender impacts of land allocation.
The Strategic Vision for the Agricultural Sector does not address gender issues nor related social development needs. On the other hand, the new document "Fighting Poverty through Human Resource Development, Rural Development and People’s Participation" produced by the GoL for the seventh round table meeting in 2000 does mention several gender issues. For example, the role of women is recognized as important in agricultural and forestry development.

4. DEVELOPMENT OF THE GENDER STRATEGY

4.1 Key Events and Milestones

Until the start of Phase IV (1996-2000), gender issues did not receive any special attention at the LSFP.

As part of the Gender and Development emphasis in the Programme, the Gender and Development Unit (GDU) was created within the LSFP in May 1996. At that time it consisted of one female Lao Government employee and one full-time Lao advisor. Additionally, one part-time expatriate advisor came later that year. The first Gender Strategy for LSFP was then prepared but was not operational until 1997. The GDU was then introduced to the provinces (DAFOs and PAFOs) as well as to the Lao Women’s Union. As a part of this broad introduction, two workshops were held on development and gender issues. On the grass-root’s level, the concept of women volunteers in villages was introduced in order to bring women’s concerns to extension workers.

In the early stages of Phase IV, the GDU was a part of the Institutional Strengthening Sub-Programme. This resulted in administrative difficulties related to planning and implementation of activities. Moreover, there was no permanent Gender Advisor at this critical time which resulted in slow development of gender activities. However, it contributed to a more pronounced Lao ownership of the process. Very little happened until 1998.

In 1998 a new short-term Gender Advisor was assigned and the Gender Strategy from 1996 was revised together with the Head of GDU. In the Strategy there were recommendations for incorporation of the GDU within the Department of Forestry, which was later adopted. Thus, the GDU was placed directly under the Coordination Office, which enabled it to facilitate the work and collaboration across the sub-programmes.

At grass-root level, Gender Focal Persons (GFP) were appointed for all LSFP components and introduced in the Programme during 1997/98. Their major task was and still is to promote gender activities in their own areas.

In 1998, a Women's Support Group through LWU representatives was formed at DoF/MAF in order to support women employees. Around this time (1998/1999), the gender work performed by LSFP/DoF was recognized by other organizations and departments, which lead to forming of a "Gender Team" for networking within DoF. At this time, a long-term Gender Advisor was appointed to the Programme. With the appointment of the long-term Gender Advisor, gender activities within LSFP/DoF became more structured and frequent. For example, a series of workshops was held on gender issues both at central and provincial level and gender issues became mainstreamed in the annual work plans of LSFP. Around 1999/2000, the responsibilities of the Consulting Companies were also clarified in order to provide an "enabling environment" for gender equity, through for example appointing of female advisors and consultants, and through including gender in terms of reference for all short and long-term consultants.

The Gender Strategy was further developed and included in the LSFP System for Gender Mainstreaming in 2000 as a part of wider LSFP documentation of developed Systems and Initiatives. As a part of the Programme Gender Strategy, wider linkages outside the LSFP were made to address such issues as health, water and sanitation and family planning for village development.

4.2 Gender Issues

4.2.1 Confusion with WID

The major issue with respect to gender and gender mainstreaming is the confusion as to what they are and what is the best way to go about them. This stems from the fact that although they represent a significant advance beyond the Women-in-Development (WID) approach, which they have replaced, many people do not
understand this. WID principally was concerned with increasing women’s participation in the development process and with assuring that women shared equitably in the benefits of development. Efforts here, however, often resulted in separate, often unrelated activities for women within a project or programme. Or, in economic systems where women were already participants but not equal sharers in the benefits, their workload was increased, but their share of the benefits was still not equitable. Gender mainstreaming, which is a reaction to these two situations, moves away from an emphasis on women and focuses on equality between women and men. In some quarters of LSFP, women’s participation in traditional women’s activities, such as weaving or raising small livestock, is wrongly understood to be gender mainstreaming.

4.2.2 Traditional Division of Labor

While there are minor variations among ethnic groups and specific communities, the broad general patterns of division of labor by gender among traditional shifting cultivators in the Lao PDR is consistent. Men have traditionally been responsible for intermittent heavy tasks, activities which take them away from the home, and for village security. Women, consistent with their role in child rearing which restricts their mobility, have traditionally been responsible for a wide range of routine tasks in the home, in the swiddens, and in nearby forests.

In food production, men are mainly involved in cutting down trees, clearing and burning swiddens, and constructing fences. Hunting and house construction are done by men. They also maintain political relationships with other communities and do the fighting when these break down.

Women, on the other hand, are mainly responsible for child rearing, maintenance of the home, food preparation, and several different tasks in food production. These include helping with clearing of land, planting with dibble sticks, weeding, and most of the harvesting. They also fetch water and firewood, take care of the smaller livestock, and gather wild foods and other non-timber forest products (NTFP) in the forest.

It is quite clear that under traditional conditions the day-to-day burden of labor of women in communities of shifting cultivators is enormous. It is much heavier than that of the men.

Under current conditions of social change, the workload of men has decreased. Forestry regulations have limited the cutting down of large trees for swidden or house construction. Hunting has also been curtailed in favor of biodiversity. And, in most places, the role of providing protection and security is minimal in these times of peace. On the other hand, the workload of women has remained constant or increased. An example of the latter is that in some places where shifting cultivation has been stabilized women have to go further away to get wild foods or firewood and carry them back to the village.

While other aspects of men’s activities have changed, their role of maintaining political relationships with entities outside of the village continues. In fact, as more and more forces of social change impact themselves on the community, this role is enhanced. Women are often not part of these outside contacts and, thus, have very little say in what happens between the village and the outside world, including the government and development programmes and projects. This has serious implications for their gaining access to and participating in development activities.

The above patterns of division of labor are central to the cultures of the upland villages where the Programme works, and are well integrated with the traditional beliefs, values, and activities. In many ways, they run contrary to the concept of gender mainstreaming.

4.2.3 Gender and Women’s Participation

There is a widespread misconception in the development community, and LSFP is not exempt from this, that the appointment of female staff or the designation of female staff members as gender persons is sufficient to effect gender mainstreaming. While each of these moves is often a good first step, much more is required, however, before sensitivity to gender issues becomes incorporated into the forestry sector. In order to contribute to gender mainstreaming, the women staff, minimally, must be trained in gender analysis and have been exposed to gender work, and they must have adequate support and opportunity to develop gender awareness among their colleagues and the villagers with whom they work.

4.3 First Gender Strategy (1996)

Gender and Development became an integral part of LSFP only with Phase IV. The original Programme
Document (1995) has only two paragraphs on the subject. These state that VSO and CUSO volunteers will be posted in the target areas to work with gender issues and that gender issues will be discussed in annual workshops. The Programme Document was appraised by a team of consultants, and in their Appraisal Report (June 1995) they pointed out that gender issues had not been actively considered in the design of the Programme. They gave the role of women in upland agriculture and the significance of traditional land use rights of women and men for Land Use Planning (LUP) as examples of issues that should be considered. They called for further elaborations in the final document.

In the final version of the Programme Document (1996), a "Gender Strategy" was included. This had three objectives:

1. To raise gender awareness of women and men regarding women’s role in forest and agriculture land management and the empowerment of women.
2. To ensure that technical knowledge and skills regarding the management of forest and agriculture land are appropriate for and made available to women.
3. To assist in developing opportunities for income generating activities with linkage to management.

These objectives were to be met through institutionalization, human resource development (HRD), and monitoring and information sharing. Although "gender awareness raising" was included, there was nothing about capacity building. Mainstreaming was mentioned briefly as one of the activities under institutionalization:

"Mainstream/integrate gender issues into all activities of the programme. The LSFP gender team will have the task to see that gender issues are integrated into activities of all sub programs."

This Strategy was later found to be vague and impracticable, and the Revised Gender Strategy was formulated and introduced.

4.4 Revised Gender Strategy (1998)

The Revised Gender Strategy and Action Plan were introduced in August 1998. It emphasizes capacity building and mainstreaming. Its goal is:

"Equitable allocation of power and resources between men and women according to their particular needs and interests to participate in and benefit from the development initiatives."

Its objectives, mentioned above, are: to increase the competence and capacity of women and men within LSFP/DoF for gender mainstreaming; and, to strengthen the capacity of Lao women to participate fully as equal partners in sustainable development.

The outputs are very specific. With respect to mainstreaming, they include: a well functioning GDU; gender awareness at all levels; systems and procedures for mainstreaming. Gender responsiveness and the analysis of sex-disaggregated data are to be applied to planning, implementation, and monitoring, as well as to the training curriculum.

Women are emphasized in terms of increased representation and participation in decision-making at all levels; gender awareness of women’s roles in forest and agriculture land management; increased access to opportunities and resources in LSFP, including the development of technical knowledge and skills; and planning for increasing the number of women in key positions in the DoF. There is also a call for increased networking among government departments, LWU, and other organizations, including NGOs.

This Gender Strategy continues to be in effect and is an integral part of the Gender Mainstreaming System.

5. THE GENDER MAINSTREAMING SYSTEM

5.1 Institutional Set-Up

5.1.1 Gender and Development Unit (GDU)
The LSFP, which is in the DoF, is managed through a Programme Coordination Office, six Sub-Programmes, and one Unit. The focal point of gender mainstreaming for LSFP is the GDU, whose role is to advise, train, and support the staff of LSFP and DoF in the work of implementing the Gender Strategy. The Unit has only one staff member, who also is the Head of the Unit. She is also the Deputy Head of the Institutional Strengthening Sub-Programme. As Head of the GDU, however, she reports directly to the Programme Coordinator for LSFP matters and directly to the Head of the Administration and Personnel Section for DoF matters. From its establishment in May 1996 until August 1999, there were short-term expatriate and Lao advisors assisting the Unit, and since August 1999 there has been a long-term expatriate Gender Advisor.

5.1.2 Gender Focal Persons (GFP)

The Unit operates through Gender Focal Persons (GFP) at Sub-Programme, province (PAFO) and District (DAFO) levels and at the Training Centers and Technical School. These are technical and other staff persons who have been assigned the additional task of promoting gender activities in their specific areas of work. They receive special training from the GDU in gender responsive planning and implementation. They meet periodically for workshops with the GDU staff, which also monitors their activities, particularly at the provincial level. The GFP at the provincial level then monitor those in the districts. There are both female and male GFP, and many of the men take their roles very seriously.

5.1.3 Advisor Input

Although passing mention was made of gender in the Program Document, the concept of gender was, for the most part, introduced to the Programme and to the DoF by advisors after the start of Phase IV, and gender activities have been advisor-supported ever since. The first Gender Strategy was prepared by the Lao advisor and an expatriate short-term advisor. The Head of the GDU then started to implement the Gender Strategy through, to begin with, training of the local staff. At different times between 1996-1998, there were two or three staff members assigned to the GDU, but none of them had been trained in gender. Two male staff members were sent to the Asian Institute of Technology (AIT) in Bangkok to do short courses in gender, but when they returned neither of them was assigned to the Unit. Also during this period, there were some short-term expatriate advisors, but none of them stayed with the Programme for very long.

The current Gender Advisor began her work with the Programme with four short-term inputs between March 1998 and May 1999, and took up her long-term position in mid August 1999. During that time, she has worked closely with the Head of the Gender and Development Unit, who has been with the Unit since the start. They are the only full-time staff in the Unit right now, and they have a part-time male assistant who assists them in the field. Together they prepared the Revised Gender Strategy and Action Plan (August 1998), requested and were granted that the Unit report directly to the Programme Coordinator, and have been developing and implementing the Gender Mainstreaming System.

The Programme is now coming to an end, and the Advisor will complete her assignment in March 2001. In January 2000, the Head of the Gender and Development Unit will go to AIT to begin a two-year Master’s degree course, majoring in gender and development. Thus, continuity will be lost. The Head, however, will be replaced by another woman who has just completed a similar course at AIT. There are no plans for any more gender advisors.

5.1.4 Networking

Networking for Gender Mainstreaming for LSFP is occurring on three fronts: the MAF, the Lao Women's Union (LWU), and other programmes and projects.

The Programme has the only Gender and Development Unit in MAF, and is the key institution in the DoF Gender Team. On the Lao government side, the Unit reports to the Head of the Administration and Personnel Section, who is the MAF representative for the LWU. She has said that, based on the experience and lessons learnt in DoF, she would like to now extend gender mainstreaming to the other departments in DoF and to National Agriculture and Forestry Research Institute (NAFRI). She particularly mentioned the manuals and case studies currently being finalized by the Gender Unit as important tools in this effort.

The LWU is a mass organization for women in the political system of the Lao PDR. It has an organizational network from the central level right down to the grass roots. It also serves as a bridge between the Party and the government and Lao women of all ethnic groups and social strata. It has prepared the Strategic Plan for Lao Women (1998-2003), which is based on Resolutions of the Fourth Party Congress and the Platform for Action of the Fourth UN Conference on Women.
It is not by chance that the Head of the GDU is the LWU representative in the DoF. While the objectives of the LWU do not include gender mainstreaming, they are directed towards the rights and welfare of women. They emphasize good family life, good citizenship and self-improvement. Many of the people interviewed see gender mainstreaming as supporting and complementing these objectives. Given its influence and the extent of its network, LWU is an important agency for gender mainstreaming.

Because both the multilateral and bilateral development agencies have policies on gender mainstreaming, many programmes and projects in Lao PDR have components on gender mainstreaming. The GDU is in contact with individuals working in these components, and these contacts strengthen gender mainstreaming.

Moreover, the GDU wishes to reach policy-level decision makers and has experienced that this is possible through courses in natural resource management (as a part of National Capacity Building Project) for MAF senior staff where gender issues can be included.

5.2 Approaches and Methods

5.2.1 The Gender and Development (GAD) Approach

Gender mainstreaming in LSFP is a process that is based in the Gender and Development (GAD) approach. This is a widely accepted conceptual approach that focuses on the roles and responsibilities of women and men. It is based on the premise that sex-disaggregated analyses of these roles and of women’s and men’s access to resources and decisionmaking are required for effective development policy and practice. Within this overall GAD concept, individual programmes and projects develop their own specific mainstreaming systems. For LSFP, the Gender Mainstreaming System, which covers not only mainstreaming but also interventions specific to women, consists of four elements:

1. Gender Strategy and Action Plan (discussed above)
2. GAD Guidelines (Field-Level and Management-Level)
3. GAD Training Material
4. Various Pamphlets, Maps, Pictures

These elements are implemented through a variety of methods and procedures, key aspects of which are increased awareness and commitment to the gender perspective, or sensitization, as well as the training and deployment of GFP at all levels within the Programme. Secondly, there is a specific emphasis on women, to strengthen their capacity as stakeholders to participate fully as equal partners in sustainable development. Besides sensitization, the other methods used in the Gender Mainstreaming System are institutionalization, capacity building, and collaboration and networking.

5.2.2 Field-Level Implementation

At the field level, mainstreaming activities are carried out together with the implementation of the four other LSFP systems and initiatives (See section 5.3), of which they are an essential part. The pertinent GFP, along with their other duties, ensure that gender responsive attitudes, assessments, and content are integral to all planning, designing, implementing, monitoring, and evaluating activities. The objective is to implement gender equitable programme activities with women and men in the target villages. Basic to their work are socioeconomic and gender analyses, which form the bases of three profiles: the Development Context, Livelihood Analysis, and Stakeholders’ Priorities Profiles.

5.2.3 Management-Level Implementation

At management level, the goals and activities are loftier, more abstract, and difficult than at field level. However, as mentioned earlier, the Gender Team at DoF with LWU representatives focuses on advancement of women staff and incorporation of gender issues into HRD. These include the development of gender sensitive leadership, management styles, and personnel policies. The tools here are HRD Guidelines, the identification of indicators of gender responsiveness, and the formulation of discussion topics, e.g. seminars on women’s leadership.

5.3 Integration with Other LSFP Systems and Initiatives
The LSFP has developed a number of so-called "Systems" and "Initiatives" in order to respond to GoL policies aimed at improved management of natural resources and to contribute to furthering method development for natural resource management. The beneficiaries of these systems and initiatives are various institutions at both central and provincial level as well as the rural people and the Lao nation as a whole.

The systems and initiatives developed are:

1. Participatory Village Development and Sustainable Land Use
2. Participatory NBCA Management
3. Natural Resources Management Initiatives
4. Institution Building Initiatives

In addition, there are two "cross-cutting" systems, i.e. gender mainstreaming and monitoring and evaluation. They both occur and are a part of the other four systems. In this respect, gender mainstreaming occurs in all Systems and Initiatives and their respective components.

5.3.1 Participatory Village Development & Sustainable Land Use System

The Participatory Village Development and Sustainable Land Use System has been designed for implementing of village development and addressing sustainable land use. This system consists of four components: Land Use Planning and Land Allocation; Extension; Sloping Land Research; and Joint Forest Management.

In general, the Participatory Village Development and Sustainable Land Use System incorporates attention to gender issues by using social and gender analysis tools throughout the stages of planning, implementation and monitoring of system activities. These tools focus on identifying and addressing social and gender concerns, e.g. examining gender roles and division of labor, gender relations and the relative access and control women and men have of village resources. In this way, equal opportunities are provided for both women and men to participate.

5.3.1.1 Land Use Planning and Land Allocation (LUP/LA)

The LUP/LA component has developed and tested a number of procedures, methods and tools for conducting participatory land use planning and land allocation at village level.

Gender responsiveness has been achieved through conducting activities at central, provincial district and village level. At central level such activities included appointment of a staff member in the model development team to promote gender issues; involvement of both women and men employees at the Forest Inventory and Planning Center in preparation of LUP/LA maps and field activities; and providing opportunities for both sexes to attend overseas study tours and training courses. At provincial and district level, GFP have been involved in LUP/LA activities, and both women and men employees received training in LUP/LA. At village level, both men and women were appointed to village LUP/LA committees; information was gathered from both women and men; land was allocated to female family heads; and women and men were equally involved in decision making regarding land use zonings and village land use agreements. Moreover, family planning awareness was introduced in order to address land use demands and land use planning.

5.3.1.2 Extension

The Extension component has developed and provided participatory extension procedures and methods, which promote positive interaction with village communities and enable self-reliance, sustainable livelihood and the sustainable use of natural resources. The procedures and methods of extension have been developed in different geographic and topographic areas and thus cover three quite distinct situations found in the rain-fed sloping lands in the north (a shifting cultivation area), the rain-fed lowlands in the central plains and the rain-fed uplands of the southern plateau.

The Extension component has exhibited gender responsiveness in both model development and model implementation. In model development, both women and men from Programme offices at central, provincial and district levels contributed to the development and testing of the model. Time has been provided to discuss gender issues during staff training workshops, village planning, extension activities and monitoring and evaluation activities. Moreover, both female and male staff has been involved in meetings concerning development planning and activity implementation. In model implementation, gender sensitive approaches have been used in problem identification, planning, implementation and in monitoring and evaluation; village gender studies and analysis have been carried out; various approaches to obtain participation from different social groups in village meetings and training events have been used; GFP have learned to facilitate the full
range of extension activities so that gender issues are mainstreamed; women’s participation in village meetings has been used to build confidence and facilitate expressions of opinion and concern as well as to encourage involvement in decision making; dialogues have been held with separate groups of women; and the practice of electing at least two women on Savings and Credit/Loan groups have been adopted.

5.3.1.3 Sloping Land Research

The Sloping Land Research component consists of three sub-components: on-station research, on-farm research and descriptive studies.

This component has developed methods and tools for participatory on-station and on-farm research, which are integrated with extension and are appropriate for use in sloping upland areas of Lao PDR. Within this component suitable technologies for sustainable farming on sloping land have been tested and evaluated, and recommendations have been given to government institutions, projects and the Extension Training Centers.

Efforts have been made to mainstream gender and to specifically promote equal opportunities for women in research and extension. Gender balance has been encouraged both at staff level and at village level.

At staff level, female staff has been involved in joint research and extension activities in the villages; support to both female and male students has been provided (one MSc study has specifically targeted gender issues); preference has been expressed in obtaining female staff or students when staff allocations or requests for trainee placements have been made; and regional female consultants have been selected whenever possible to train and support staff. At village level, following measures have been taken in order to ensure gender balance: participation of both women and men has been encouraged through various means; participation of both women and men has been encouraged in various training opportunities; participation of both female and male members of household has been encouraged in on-farm trials; problem and needs analysis and data collection has been performed by interviewing both women and men; gender analysis has been included as a part of studies to assess the role of women and men in division of labor and decision making; and specific gender studies have been performed.

5.3.1.4 Joint Forest Management

The Joint Forest Management (JFM) component has developed procedures, methods and tools, which involve villagers in the sustainable management of the State Production Forest and the village forests. The JFM models usually consist of a contractual partnership for sustainable forest management between the GoL and a village. They are built upon existing forest management plan of the State Production Forest, which clearly determines forestry operations to be undertaken.

The gender approach taken during the JFM implementation ensured that all social groups in the villages were involved. In order to guarantee large participation from all social groups in the community, particularly women, various activities were conducted, such as: equitable division of forestry related labor; promotion of specific income generating activities for women; women were invited to take part in training activities; training on gender issues has been organized at village level; separate meetings have been held with women in order to capture gender specific knowledge on natural resource use and management; women were represented in the village JFM organization; and the implementing staff has been trained in gender sensitive approaches for their day-to-day work.

Little has been reported on lessons learned from using the gender mainstreamed approach in JFM. However, further investigations by GDU after the completion of the JFM component have shown that women indeed have benefited from involvement in the JFM.

5.3.2 Participatory NBCA Management Systems

The participatory National Biodiversity Conservation Area (NBCA) Management System was designed to protect biodiversity values in Lao PDR. At the same time it recognizes the development needs of both nation as a whole, and the Lao men, women and children who are dependent on the natural resource base for their day-to-day livelihoods. It also endorses the rights of all stakeholders to actively participate in making decisions about protected areas, as well as responsibilities for protecting and sustainably managing the national resources they contain.

The participatory NBCA Management System has emphasized gender as one of the major components and has incorporated a number of gender responsive features in the system. In order to ensure that both women and men contribute to and benefit from improved natural resource management, active participation of both
women and men was encouraged in all decisions regarding resource allocation and management through use of gender disaggregated discussion groups. Examples of gender responsive features used in the system are:

- close cooperation with the LSFP’s Gender and Development Unit, which provided guidance on mainstreaming gender issues in the system; a gender focal person with responsibility for bringing gender considerations into the mainstream of conservation management has been actively involved throughout the system development process;
- gender disaggregated data has been collected wherever possible; needs assessments and problem identification exercises have been conducted with separate male and female groups; the livelihood development component of the system targeted both women and men as beneficiaries in an equitable manner;
- family planning awareness and support activities were included in the system’s community development activities; management and development of predominantly female activity of non-timber forest products collection was specifically targeted in the system; and women’s attitudes to hunting were targeted in order to assist in the regulation of this predominantly male activity. Moreover, the system incorporates a Management Information System with gender-disaggregated database for guardian village statistics.

**5.3.3 Natural Resources Management Initiatives**

The Natural Resources Management Initiative comprise the following three components: Provincial Natural Resources Management (PRONAM), which provides both provincial and central planners and decision-makers with tools for sustainable natural resource management and for socio-economic development; National Forest Inventory (NFI), which collected and updated information about forest resources and land use types for the whole country and provided data for formulation of strategic planning, assessment of forest and land use changes and scientific research; and National Protected Area Management Strategy, which aims to facilitate the development of a coherent and effective national system of protected areas.

With its primary focus on technical and policy issues, the Natural Resource Management Initiatives involved few specific gender activities at field level. On the other hand, a number of features that promote "gender and development" have been incorporated, including use of and requests for gender disaggregated data in reports or policy papers; social and gender issues in developing, describing and disseminating models, methods and manuals for National Protected Area Management and PRONAM; monitoring the impact of interventions on both women and men; gender balance in teams and working groups; consideration of gender issues in selection of candidates for training and study visit opportunities; training on gender awareness and social and gender analysis provided by the Gender and Development Unit, and appointment of a gender focal person in the team.

**5.3.4 Institution Building Initiatives**

The institution building activities of LSFP that have been implemented during Phase IV are called "initiatives" rather than a system, because they are separate parts of a more comprehensive system for strengthening and building institutions within DoF. They focus on six critical areas that have been identified as needing development assistance. These are: Support to the Legal System; Human Resource Development; Planning, Budget, and Finance Management; DAFO Management; Research Management; and Programme Management.

Gender awareness has been an essential part of the planning, budgeting, and financial management initiatives of LSFP. Planning activities and guidelines are analyzed from a gender perspective and focus on both women and men in the target groups. Provincial planning workshops treat proposals and constraints from female and male perspectives. In the bottom-up planning at the family, village, and district levels, means to ensure women’s participation have been developed and are in use by DAFO staff. Planning formats are sex disaggregated where applicable. The GFP at all levels are involved in planning to ensure that the resulting activities target both women and men. The Head of the GDU, for example, participates in all sub-programme planning and in the Programme Task Force.

Guidelines and training materials for socioeconomic and gender analysis have been developed for staff capacity building. These are based on a framework of practical tools for the participatory identification of activities and the use of sex-disaggregated data in planning, implementing, and monitoring. These materials have been used at the central, provincial and district levels.

While the Institution Building Initiatives as defined by LSFP include only the six components listed above, it must also be understood that the other systems and initiatives developed by LSFP are also contribute to institution strengthening and building. Indeed, Gender Mainstreaming itself is an institution building system.
6. ACHIEVEMENTS

6.1 Staff Participation

The objectives and planned outputs of the Gender Strategy require the participation of staff at all levels of LSFP/DoF in gender mainstreaming. Among the planned outputs are: (i) a well-functioning GDU with capacity to provide advice and support for this participation, and (ii) established methods and procedures for establishing methods and procedures for gender mainstreaming.

The GDU is now fully integrated into LSFP. It reports directly to the Programme Coordinator, and fully participates in all planning and decision-making at the central level.

For the past two - three years, despite having only one full-time staff person and an advisor (full-time for the past 15 months), the GDU, using participatory rural appraisal (PRA) techniques and a network of GFP, has set-up methods and procedures whereby provincial staff and district-level extension teams mainstream gender into their bottom-up planning. The Unit has also assisted with training staff in the methods and procedures and in implementing them.

6.2 Awareness of Gender issues

Gender awareness means that key individuals within the sector have knowledge of or are cognizant of what gender means and what mainstreaming is. Two very important planned outputs are: (i) awareness and commitment at all levels within the programme to integrating a gender perspective; and (ii) gender awareness among women and men regarding women’s role in forest and agricultural land management. It became very apparent to the Study Team, while conducting interviews at all levels and making field visits to some of the target provinces and districts, that gender awareness is well and truly established. This is due to the efforts of the GDU, support from the different subprogrammes and their advisors, and from the Coordination Office and DoF. The GDU’s training, workshops, and information materials are the first stage of this making people aware, and then there are constant follow-up visits and contributions to the other systems and initiatives.

At the central level, gender awareness arises from and is indicated by the prominent place given to the GDU as a separate unit, the fact that the Head of the GDU is also Deputy Head of the Institutional Strengthening Sub-Programme and a member of the Programme Task Force, and the attendance of the Head of the GDU and/or the Gender Advisor at all important LSFP meetings.

Among the indications of gender awareness in the provinces and districts were the friendly welcomes and cooperation accorded the Head of the Gender Unit and the Gender Advisor; general knowledge of who are the pertinent GFP and their agenda; repeated references to the involvement of husbands and wives together in land allocation and land use planning; references to the use of gender disaggregated discussion groups; references to appointment of women in village committees; references to involvement of women in planning and implementation of village development activities; references to division of labor as an important issue; and frequent explanations that gender covers more than just women’s activities but is part of "all" aspects of planning and implementation.

6.3 Understanding Methods and Procedures

Two of the most important methods of gender mainstreaming are getting the key people to participate and raising their awareness of gender issues, as discussed above. Other methods and procedures have also been developed by LSFP. In many cases, this has been a matter of taking widely used methods, such as Participatory Rural Appraisal, and modifying them to the Programme situation. Because the Gender Mainstreaming System is a crosscutting system, its methods and procedures need to be fitted to those of the other systems and initiatives. This requires that the persons responsible for mainstreaming understand the system or component to which mainstreaming is being applied. This is being done in LSFP through the designation of technical persons already involved in the pertinent system or component as the GFP.

Of course, it is also necessary that the GFP from the particular system or component understand gender mainstreaming. The Programme has had mixed results here. There are two training courses provided by the GDU in "Gender and Forestry," Step I and Step II. While almost all the 37 GFP have attended either of the courses, not all of them have attended both. At the start, the training proved to be rather theoretical and did not
enable GFP to carry out their work in the field. The GDU learned from this, and extended the training to the field where gender and social analysis were made together with the GFP. Because of the lack of human resources, this was unfortunately not possible to achieve in all Programme target areas. At this stage, most of the GFP at least understand the methods and procedures of gender mainstreaming to some degree.

Occasionally, persons who have been designated as GFP are transferred elsewhere or fail to come to training sessions or meetings. Sometimes, persons other than the designated persons show up for these events. Furthermore, some individuals who have been designated as GFP, either from lack of interest or because of other commitments, have not done very much to implement mainstreaming. These problems, of course, weaken the understanding and promulgation of the methods and procedures of mainstreaming.

6.4 Capacity Building

Capacity building for gender mainstreaming includes (i) the strengthening of the institutional framework within DoF for gender responsive planning, implementing, and monitoring, including the collection and analysis of sex-disaggregated data; and (ii) gender responsive training curricula at training centers.

Right now, there is adequate capacity in LSFP to implement gender mainstreaming. This is the result of the efforts of the last two or three years. The capacity rests upon the GDU and its network of GFP, and because of this it has not yet been consolidated. Indeed, it is quite fragile.

In addition to the GDU’s training courses for its GFP, there needs to be training for the long-term, if its impacts are to carry on into the future. A start has been made here with introducing social and gender components in the curriculum of the Training Centers and the Technical School and with mainstreaming gender into methods and procedures of the other Systems and Initiatives.

While good work has been done in training and guiding the GFP, preparing manuals and other information materials, and monitoring activities in the field, this work has just started. Much more follow-up work needs to be done before gender is mainstreamed. The responsibility for this will fall upon the DoF and GDU, which is itself in its formative stages and needs to be strengthened. However, the two principal persons in the GDU are about to leave -- the Head, who will go for graduate studies, and the Gender Advisor, who will complete her assignment. Thus, much of the progress and momentum toward capacity building and field support is at great risk of disappearing. While a new Head with gender training will take over, she has had little contact with the GDU, its network, and its activities prior to this. Her lack of experience and continuity combined with her not having experienced staff or an advisor to assist her will make her task very difficult, and much of the capacity for gender mainstreaming could be lost.

6.5 Women’s Participation at All Levels

The second objective of the Gender Strategy is to strengthen the capacity of Lao women to participate fully as equal partners in sustainable development. The anticipated outputs here are: (i) Increased representation and participation of women in decision-making at all levels; (ii) increased access of women to opportunities and resources in LSFP initiatives, including the development of relevant technical knowledge and skills; and (iii) a long-term plan for increasing the number of women in key positions within the DoF.

Certainly at the field level, where LSFP’s extension activities have emphasized participatory methods and procedures, women farmers have been brought into decisionmaking, and this is one of the major accomplishments of the Programme’s gender activities. The question here is whether or not this approach will be extended to other places and become sustainable.

While women are involved in decision-making at higher levels in the sector, it is unclear as to what LSFP’s impacts have been. The question arises as to whether female staff in LSFP and DoF has been given the same opportunities of competence development as their male colleagues. The answer is that, although female staff has been given opportunities under LSFP, these opportunities have not been equal to those of male staff. There are several reasons for this including family obligations and traditional female roles, but at least a small impact has been made. As to increasing the number of women in key positions in the DoF, there are some women already in prominent positions in the forestry sector, and there is no reason to believe there will not be more in the future. The change, however, will most likely be gradual. It should also be pointed out that staffing issues have been the prerogative of DoF, and LSFP has had no role in final decisionmaking here. However,
the Head of GDU, has been influential in promoting women staff.

7. ASSESSMENT OF GENDER MAINSTREAMING

7.1 Lessons Learned

The existence of the long-term Programme Gender and Development Goal and the use of Gender Mainstreaming approach in order to achieve gender equality has raised gender awareness levels of staff at central-, provincial-, district- and village levels. The attitudes of staff involved in Programme activities have gradually started responding to gender issues.

However, the staff still needs continuous assistance in order to further adopt gender responsive approaches. In some situations, for example when implementation of extension plans were behind schedule, gender issues have been put as last priority.

On the whole, the approach of gender mainstreaming has been highly successful in a sense that a more holistic assessment of natural resource use and human impacts on these has been obtained. The use of various tools that promote gender awareness, such as gender disaggregated discussion groups, appointment of women in village committees, and involvement of women in planning and implementation of village development activities, promoted consideration of issues such as the effects of population growth, women-specific resource utilization problems, NTFP use, women’s attitudes to natural resource use etc. and ensured that they were adequately incorporated in village development plans. Unfortunately, the potential for further improvement in this regard seems to be hampered by the very low female to male ratios found among DAFO and PAFO staff.

With respect to Human Resource Development, two gender issues have been addressed: equal opportunities for competence development for women and men, and the increase of gender awareness among all staff. Female staff has been underrepresented in both long-term and short-term training abroad. The reasons given for this is that normally the women do not have adequate knowledge of English to pursue these studies and that many of them have family obligations which do not allow them to travel. Female staff is better represented in in-country training (about 30 percent of the computer trainees), but even here there are constraints.

7.2 Ownership

Mainstreaming means making something a part of or characteristic of a principal or widely accepted group. As indicated by staff participation and awareness of gender issues, there has been extensive input to and acceptance of gender mainstreaming by the Lao side of LSFP. At the central level, many see the GDU as an innovation unique to the DoF, and they can see their possible role in extending gender activities to other departments in the MAF. While some staff, particularly women, see the value of gender mainstreaming per se, other see it as a necessary pre-condition for attracting development funds from donors, most of whom have gender policies. Still others point out that it is consistent with the Constitution, which guarantees equal rights for men and women, and provides a means for realizing this equality. LWU representatives point out that while gender mainstreaming has not been one of their goals, it complements and supports them.

At the field level, where mainstreaming tools are being directly applied starting at the family level, staff in PAFO and DAFO have been involved in the development of methods and procedures and see them as their own. Of course, these are being applied only in a limited number of target villages. The approach is effective and workable, and those involved believe it is replicable and can be applied in other areas and sectors.

At the moment, although a very good start has been made within the LSFP, its impacts are limited to a few villages in a few districts, in four provinces. While good headway has been made at the central level, many more PAFOs and DAFOs need to be involved before gender mainstreaming becomes part of the Lao forestry mainstream. It will not be fully Lao owned until it is a part of or characteristic of a larger proportion of the sector.

For to be assured, gender mainstreaming will need to be more widespread in the forestry sector. This will require extensive networking with other PAFOs and DAFOs, some of which has already begun.
7.3 Sustainability

Because capacity building in gender mainstreaming has not been consolidated and its impact is still quite limited, it runs the risk of not becoming sustainable. Furthermore, two major aspects of its development progress and momentum so far have been its assurance of adequate support and its flexibility to experiment with different approaches as it develops its methods and procedures. This flexibility has been enhanced by the presence of advisors. Adequate support and flexibility have been guaranteed by the external funds coming into LSFP. As a result, an excellent start has been made, and with additional funding, sustainability is possible. While individuals within the DoF are hoping for some funding to come from GOL sources, the demands on the national budget are enormous and not all requests and plans can be funded.

There has not been enough time to consolidate, unite or combine, various parts and elements of gender mainstreaming into a compact self-sustaining whole. The serious effort has been made for only about two years and excellent progress has been made. The development process has been successful, and has yielded methods and procedures that work. These have been established only recently among limited staff and in limited target areas. The capacity of these staff to implement these methods and procedures has not yet become part of the routine. The entire exercise has been supported by funds and advice from the outside, and this support is now being withdrawn. Because of the limited expansion, short time period, and dependence on outside support, it remains to be seen if these staff will continue the process - consolidation of the self-sustaining gender mainstreaming system has not fully occurred.

7.4 Replicability

It is still premature to state whether or not the Gender Mainstreaming System as is being developed in LSFP will be replicable, because it has not yet had enough time to be consolidated throughout the sector. However, the development process by which gender mainstreaming is being arrived at has been successful in creating staff participation, gender awareness, and methods and procedures, and this process is replicable. On the other hand, the replicability of the development of a clear understanding of the methods and procedures of gender mainstreaming and of capacity building for gender mainstreaming beyond those limited areas where it has been done so far, remains to be seen.

8. INITIAL RECOMMENDATIONS

The Gender Mainstreaming System during its short lifetime has overcome two large hurdles. It has involved staff of the DoF at all levels in its activities and it has created gender awareness at the central, provincial, district and field levels. At present, the mainstreaming system is in the process of being developed and implemented, both at the same time. It is, therefore, in the formative stage. In these regards, it has been successful so far.

If it is to be consolidated it needs to be developed further and to be implemented more extensively. This will require resources, both financial and human. In addition, because it is a process which has not yet been completed, continuity with present activities, personnel and networks is essential. It is therefore recommended that funds and staff be provided and every effort be made to maintain continuity.

Annex 1: About this Study

This study was performed for Sida by Dr. Jerry Murray, a social anthropologist and specialist on Institutional Development. He was assisted by Ms Aleksandra Savic, a forester, through a Sida grant for junior consultants.

The study allowed three weeks between October 20-December 20, 2000. The consultants were also engaged in the special study on Lao Ownership of the Lao Swedish Forestry Programme during this period.

The Gender Mainstreaming Study was originally planned as a participatory selfevaluation supported by an external facilitator. Due to budget restrictions limiting the study to three weeks, as well as the language constraints faced, the study was performed as a conventional consultant study but with considerable input from the Gender and Development Unit at the Department of Forestry.
The study covers the experiences of gender mainstreaming, focusing on the institutional aspects. Visits were made to Provincial and District Agriculture and Forestry Offices Luang Prabang and Savannakhet Provinces, to Thong Khang Research Station and to one village. For people interviewed see special list.

Annex 2 - List of Interviewed Persons

<table>
<thead>
<tr>
<th>Name</th>
<th>Position</th>
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<tbody>
<tr>
<td>Aliyanvan Inthap</td>
<td>Gender Focal Person, LSFP Co-ordination Office, Savannakhet</td>
</tr>
<tr>
<td>Boun Maly</td>
<td>Head of DAFO, Xieng Ngeun, Luang Prabang Province</td>
</tr>
<tr>
<td>Bounchanh Lathanavong</td>
<td>Gender Focal Person at Xien Ngeun Regional Training Center</td>
</tr>
<tr>
<td>Bounkiang</td>
<td>Teacher of administration, Xieng Ngeun Regional Training Center</td>
</tr>
<tr>
<td>Bounpheng</td>
<td>Head of Provincial Forestry Office, Luang Prabang</td>
</tr>
<tr>
<td>Bounthing</td>
<td>Extension staff, Nan District, Luang Prabang Province</td>
</tr>
<tr>
<td>Bualith Inthirath</td>
<td>Former LSFP Programme Co-ordinator</td>
</tr>
<tr>
<td>Chitpasong</td>
<td>Extension staff, DoF</td>
</tr>
<tr>
<td>Collins-Falk, Anna</td>
<td>LSFP Gender &amp; Institutional Strengthening Advisor</td>
</tr>
<tr>
<td>Craig, Iain</td>
<td>LSFP Conservation Advisor</td>
</tr>
<tr>
<td>Danielson, Birgitta</td>
<td>LSFP Planning, Finance and Monitoring Advisor</td>
</tr>
<tr>
<td>Homchitsavath Sodarak</td>
<td>Head of Thong Khang Agro-forestry Research Centre</td>
</tr>
<tr>
<td>Inpeng</td>
<td>Head of DAFO Lao Ngam, Savalane Province</td>
</tr>
<tr>
<td>Jones, Peter</td>
<td>LSFP Land Use Planning Advisor</td>
</tr>
<tr>
<td>Khambouane</td>
<td>Extension staff, Atsapone District</td>
</tr>
<tr>
<td>Khamkoum</td>
<td>Head of Songhong village, Savannakhet Province</td>
</tr>
<tr>
<td>Khammai</td>
<td>Gender Focal Person, Atsaphone District, Savannakhet</td>
</tr>
<tr>
<td>Khammoune Thaothank</td>
<td>Gender Focal Person, LSFP Co-ordination Office, Savannakhet</td>
</tr>
<tr>
<td>Khempheng Pholsena</td>
<td>Vice-Minister, Prime Minister’s Office, GoL</td>
</tr>
<tr>
<td>Lamthong Hungla</td>
<td>Former LSFP Programme Co-ordinator</td>
</tr>
<tr>
<td>Lathanavong Champheng</td>
<td>Deputy Director, Xieng Ngeun Regional Training Center,</td>
</tr>
<tr>
<td>Laty Pheng Sibai</td>
<td>Deputy Head, Provincial Forestry Office, Savannakhet</td>
</tr>
<tr>
<td>Lisbet Bostrand</td>
<td>Embassy of Sweden, Vientiane, First Secretary</td>
</tr>
<tr>
<td>Malasi</td>
<td>Gender Focal Person, Salavane Province.</td>
</tr>
<tr>
<td>Mossberg, Carl</td>
<td>LSFP Senior Forestry Advisor, Team Leader</td>
</tr>
<tr>
<td>Nolack</td>
<td>Thansavanh LWU representative at Savannakhet PAFO</td>
</tr>
<tr>
<td>Noven, Jonas</td>
<td>Associate Expert, Land Use Planning - Monitoring</td>
</tr>
<tr>
<td>Ovat Mouangchampa</td>
<td>Head of JFM Savannakhet Province, Deputy Head of Co-ordination Office</td>
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<tr>
<td>Overgoor, Paul</td>
<td>LSFP Research Advisor, Luang Prabang.</td>
</tr>
<tr>
<td>Parisack Pravongviengkham</td>
<td>Deputy Permanent Secretary,</td>
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<tr>
<td>Phuang</td>
<td>Ministry of Agriculture and Forestry</td>
</tr>
<tr>
<td>Peter Fogde</td>
<td>Former consultant at LSFP</td>
</tr>
<tr>
<td>Phan Duangchanh</td>
<td>Head of District Forestry Unit</td>
</tr>
<tr>
<td>Phimmasone</td>
<td>Head, Provincial Co-ordination Office, Salavane</td>
</tr>
<tr>
<td>Phinkheo Phoummasy</td>
<td>Gender Focal Person, LSFP Co-ordination Office, Luang Prabang</td>
</tr>
</tbody>
</table>
Annex 3 - Reference List

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Annex 4 - Summary of Main Elements of the LSFP Gender

Mainstreaming System

Summary of Main Elements of the LSFP Gender Mainstreaming System

<table>
<thead>
<tr>
<th>Conceptual Approach</th>
<th>'Gender and Development' (GAD)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Approach</strong></td>
<td>Gender Mainstreaming as well as women specific interventions</td>
</tr>
<tr>
<td><strong>Methods</strong></td>
<td>∼ Sensitisation (creating awareness)</td>
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<tr>
<td></td>
<td>∼ Institutionalisation,</td>
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<tr>
<td></td>
<td>∼ Capacity building</td>
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<tr>
<td></td>
<td>∼ Collaboration and networking,</td>
</tr>
<tr>
<td><strong>Institutional Mechanisms</strong></td>
<td>∼ A Gender and Development Unit, placed under the LSFP Coordination Office at DoF</td>
</tr>
<tr>
<td></td>
<td>∼ Gender Focal Persons appointed at DoF/PAFO/DAFO levels and for each sub-programme, Training Centres and the Technical School.</td>
</tr>
<tr>
<td></td>
<td>∼ Co-operation with Lao Women’s Union at all levels,</td>
</tr>
</tbody>
</table>
## Implementation Levels

- **Field Level**
  Planning, designing, implementing, monitoring and evaluating gender equitable programme activities with women and men in target villages.

- **Management Level**
  Incorporating the advancement of female and male staff and gender issues in Human Resources Development, including Gender sensitive leadership, management styles and personnel policies.

## Tools

- **For the Field Level:**
  Socio-economic and gender analysis consisting of three profiles:
  1) The Development Context Profile, 2) The Livelihood Analysis Profile, 3) The Stakeholders’ Priorities Profile

- **For the Management Level:**
  HRD Guidelines, indicators, and discussion topics.

## Budgeting

- Commitment of budget earmarked for gender work for each component within the Annual Work Plan.

## Levels for addressing gender issues

- **The Personal Level** - attitudes and cultural norms of staff as well as villagers
- **The Institutional level** – effective implementation of the gender strategy and clarifying roles and responsibilities.
- **The Methodological level** – developing appropriate and effective methods, tools and procedures for gender mainstreaming work.

## Training

- Training Material developed and adapted specifically for the sector.
- Curriculum development with the Training Centres

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**Annex 5 - The LSFP Gender Strategy Overview**

**The LSFP Gender Strategy** *(Revised version of 1998)*

### Objectives

**To increase the competence and capacity of male and female staff for gender mainstreaming,**

<table>
<thead>
<tr>
<th>Objectives</th>
<th>Outputs</th>
</tr>
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<tbody>
<tr>
<td>Awareness and commitment at all levels within the programme to integrate a gender perspective.</td>
<td>- Establish systems and procedures for gender mainstreaming.</td>
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<tr>
<td>Gender responsive planning, implementation and monitoring.</td>
<td>- Gender responsive planning, implementation and monitoring.</td>
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<tr>
<td>Collection and analysis of sex-disaggregated data for planning and monitoring.</td>
<td>- Collection and analysis of sex-disaggregated data for planning and monitoring.</td>
</tr>
<tr>
<td>Gender responsive training curriculum at the Training Centres.</td>
<td>- Gender responsive training curriculum at the Training Centres.</td>
</tr>
<tr>
<td>Improved networking among government departments, LWU, and other organisations, including NGOs.</td>
<td>- Improved networking among government departments, LWU, and other organisations, including NGOs.</td>
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<td>Gender awareness of women and men regarding women's role in forest and agriculture land management.</td>
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Annex 6 - Terms of Reference for the Study

Study on the Experiences of Gender Mainstreaming in the Lao-Swedish Forestry Programme, Lao PDR

1. BACKGROUND

General

During the Annual Review Meeting of the Lao-Swedish Forestry Programme in April 2000 (see Agreed Minutes MAF- Sida) it was agreed that a study would be undertaken on the experiences of gender mainstreaming within the Lao Swedish Forestry Programme.

The Lao Swedish Forestry Programme is coming to an end and the staff is currently in the process of documenting the results of the method development efforts. These efforts have resulted in a number of systems including a ‘System for Gender Mainstreaming’. To complement the documentation of the achievements and results of the method development work it would be valuable to perform a study of the process itself and the experiences gained throughout the work at different levels. This may be done as a participatory self-evaluation with the co-operation of an external consultant acting as facilitator.

2. PURPOSE AND SCOPE OF THE STUDY

The purpose of the study is to document and analyse the experiences and lessons learnt throughout the process of gender mainstreaming within the Programme, with the aim of contributing towards further method development of gender mainstreaming within the sector and government structures for Sida as well as the GoL.

In this respect it is important to describe and analyse the process itself, including the development of the gender component within the programme.

Scope of the Study.

- The Process including the development of a Strategy
- The Institutional set up including financial and human resources, stakeholders and key actors
- Capacity building and attitudinal changes
- The importance of ‘Lao ownership’ for the development of the process
- Networking and co-operation, including the links with the Lao Women’s Union
- An Enabling Environment - international and national support for gender mainstreaming.

Recommended Methodology

The study will be performed as a participatory self-evaluation by the Programme with the assistance of a consultant not previously involved in the programme, acting as facilitator for the ‘study team’.

The main tasks for the team will be to:

- Describe the process of developing the system for gender mainstreaming and the method development by

| To strengthen the capacity of women stakeholders to participate fully as equal partners in sustainable development |
| ~ Increased representation and participation of women in decision-making at all levels. |
| ~ Increased access for women to opportunities and resources in LSFP initiatives, including the availability of appropriate technical knowledge and skills. |
| ~ Long-term plan for increasing the number of female technical staff in key positions within the Department of Forestry. |
| ~ Income generating activities for women developed. |
Describing the development from a women’s focus to gender focus
Identifying and describing critical milestones
Determining the main achievements
Assessing the choice of strategy and approach with regard to the Lao ownership of the process.

- Identify and describe the relevant sector specific gender issues and the gender activities of the different LSFP components.
- Describe how gender aspects are reflected in relevant GoL policies and strategy documents for the sector.
- Describe the process within the national women’s machinery of internalising a ‘gender and development’ approach.
- Assess the development of the institutional set up by

Assessing the development of available human and financial resources including adviser input
Analysing changes in the role, status, responsibilities and capacity of the Gender Unit and the Gender Focal Persons
Assessing the relevance, usefulness and extent of the training provided
Assess the change in attitudes and support for gender mainstreaming and advancement of women.
Describing the gender distribution of staff in the sector and analyse its implications.
Assessing the changes in the level of awareness and understanding of social and gender issues among staff, advisors and consultants.
Assessing changes in the level of understanding of the methods and procedures for gender mainstreaming among male and female staff at District, Provincial and Central level.

- Describe the changes in the nature and content of co-operation and networking with the Lao Women's Union at all levels with other organisations and agencies.
- Relate closely to the studies on ‘Lao Ownership’, the ‘Social and Gender Impacts of LUP/LA’

Stakeholders

The Lao Swedish Forestry Programme, including all the sub-programmes, the Gender Development Unit, the Department of Forestry (DoF), other Departments within DoF, the Gender Team at DoF (consisting Gender Focal Points of other donor-funded programmes), Gender Focal Persons, NAFRI, the Lao Women’s Union, The Gender Resources Information and Development Centre. Policy makers at DoF and MAF, Sida, SCC Natura and ÅF-SMG. Other programmes and organisations using the methodology developed by the LSFP.

3. COMPOSITION OF THE STUDY TEAM

The study team will be facilitated by an international consultant (social scientist) with experience of institutional development and practical implementation of gender and development work in a rural development context and within government structures. Experience from Lao PDR is essential and a working knowledge of Lao is desirable. The team is suggested to consist of the Head of the Gender and Development Unit at DoF, the Gender Advisor, and Gender Focal Persons. A gender balance in the team is desirable.

4. TIMING

The estimated time for the study is three weeks, including visits to the target Provinces and Districts, report writing and presentation of findings. The study will be performed during the period 20th of October to 15th of December 2000

5. REPORTING

The study report shall be written in English and should not exceed 30 pages, excluding annexes. A detailed summary shall be written in Lao and made available at the same time. Format and outline shall follow the guidelines in Sida Evaluation Report, a standardised format. Copies of the draft report shall be submitted to Sida no later than two weeks after the completion of the assignment. Within two weeks after receiving Sida’s comments on the draft report, a final version shall be submitted to Sida. Subject to decision by Sida the report will be published and distributed as a publication. The Study report shall be written in Word 6.0 for windows (or in a compatible format) and should be presented in a way that enables publication without further editing.

The study team shall present their preliminary findings in a workshop in Vientiane at the end of the assignment to which all relevant stakeholders shall be invited.
REFERENCES

(List of Available Lao-Swedish Forestry Programme Gender Documentation)

- The LSFP Gender Strategy (1996)
- A System for Gender Mainstreaming - (a general description), 2000
- Field Level Guidelines for Gender and Development
- Management Level Guidelines for Gender and Development
- Training Notes.
- Gender in Forestry Management Level Training Notes.
- General Descriptions of the four systems developed by the LSFP:
  1. Participatory Village Development and Sustainable Land-use,
  2. Participatory NBCA Management,
  3. Natural Resources Management Initiatives,
  4. Institution Building Initiatives

- List of Gender Focal Persons and their Training in Gender and Development.
- Reports From Training Workshops on Gender and Development.
- Reports and Briefing Papers by short-term Gender Consultants.
- Definitions of Gender and Development Concepts.
- English-Lao 'Gender Glossary'
- Sample Questions for Gender Responsive Model Development and Gender Sensitive Data Collection.
- Job Descriptions of Gender Focal Persons and Gender and Development Unit staff.
- Workshop proceedings from MAF workshop on 'Gender Mainstreaming and Women's Leadership, February 2000.'