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# Gender Assessment

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## **FP110: Ecuador REDD-plus RBP for results period 2014**

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**GREEN  
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**Gender Assessment and Action Plan**

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## 1. Introduction

The Green Climate Fund recognizes the central importance of gender considerations in terms of both impact and access to climate funding, and requires a Gender Assessment and Gender Action Plan to be submitted as part of the funding proposals that it assesses. The main objective of the Gender Assessment is to screen the gender aspects of the GCF project, and to subsequently strengthen the gender responsive actions within the project. It is within this context that this gender assessment aims to provide an overview of the gender dynamics in Ecuador, with a focus on REDD+ and related thematic areas, specifically as they refer to the results period (2014) as well as the investment of proceeds for this proposal. The information and design considerations in this Annex should not be considered additional, but rather part of the basis of the proposal, including its Stakeholder Engagement and Environmental and Social Management Framework (ESMF) Annexes.

This gender assessment also identifies gender issues that are relevant to the project and examines potential gender mainstreaming opportunities. The assessment was based upon available data from studies conducted by the Government of Ecuador, donor agencies, and multilateral organizations; and included:

1. Undertaking a desktop review and aligning approaches in this proposal with the national priorities of Ecuador;
2. Reviewing and considering national aspirations as detailed in the national policies and agenda on gender and women's empowerment;
3. Incorporating information and lessons learned from past studies and assessments on gender in Ecuador from the Government of Ecuador, the United Nations and international development organizations;
4. Integrating gender considerations in the project indicators, targets, budget and activities, and identifying women as leaders and decision-makers.

## 2. Existing Gender Dynamics and Inequalities in Ecuador

According to projections from the National Institute of Statistics and Census (INEC), based on the 2010 Census, as of 2014 there are 16,027,466 people in Ecuador, of whom 49.5% are men and 50.5% are women. The highest percentage of population ranges between 5 to 9 years of age.<sup>1</sup>

At the national level, there are 3,810,548 households, of which 28.7% have female heads, a 3% increase from 2001 (25.4%), and of these, 70% are in the urban area. Afro-Ecuadorian households have the highest number of female heads of household (32.2%), which is above the national average. The Montubio people have the lowest percentage of homes headed by women at 21.4%. Of households headed by women, 70.2% lacked a spouse. In other words, approximately 770,000 women

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<sup>1</sup> Government of Ecuador. *National Agenda on Women and Gender Equality (2014-2017)*. Available at <http://www.planificacion.gob.ec/wp-content/uploads/downloads/2014/09/Agenda-Nacional-de-Mujeres-y-Igualdad-de-Genero.pdf>

are heads of household and assume the sole responsibility of raising their children (INEC, 2012: 4). In addition, 3,645,167 women are mothers (INEC, 2010) and of this group, 339,656 are single mothers and 122,301 are teenage mothers. 51.3% of single mothers have one child, 20.6% two and 7.1% have more than six children.<sup>2</sup>

Gender inequalities constitute one of the structural problems of the Ecuadorian socioeconomic system. For centuries, both under the colonial regime and in the subsequent Republic, a power structure and a culture have prevailed, which in the public and private spheres placed women at a disadvantage by denying and limiting their rights and freedoms, and impose patriarchal patterns of coexistence based on male authority. In this way, cultural norms and codes were institutionalized, which constituted a social model of domination and subordination and ignored the multiple contributions of women in society. This subordination, besides having a social, cultural and political significance, has resulted in the sexual division of labor, labor segregation and discrimination, and has devalued the various economic activities carried out by women.<sup>3</sup>

### 2.1 Gender Inequality Index

Through the years, several indices have developed to quantify the concept of gender inequality. The United Nations Development Programme uses the Gender Inequality Index (GII) and Gender Development Index (GDI). GII is a composite measure that shows inequality in achievement between women and men in reproductive health, empowerment and the labour market while the GDI measures achievement in human development in three areas: health, education, and command over economic resources. The GDI considers the gender gaps on human development between men and women.

Ecuador has a GII of 0.391, ranking it 88 out of 159 countries in the 2015 index. The female Human Development Index (HDI) value for Ecuador is 0.730 in contrast with 0.748 for males, resulting in a GDI value of 0.976, which places the country into Group 1 (high equality in HDI achievements between women and men).<sup>4</sup>

The Global Gender Gap Index (GGGI) of the World Economic Forum examines the gap between men and women in four categories: economic participation and opportunity, educational attainment, health and survival; and political empowerment.<sup>5</sup> Out of 144 countries, Ecuador's rankings, based on GGGI in the year 2016, are given below<sup>6</sup>:

Description	Score	Rank
Economic participation and opportunity	0.631	93

<sup>2</sup> Ibid

<sup>3</sup> Ibid

<sup>4</sup> United Nations Development Programme (2016). Briefing Note for Countries on the 2016 Human Development Report: Ecuador. Available at: [http://hdr.undp.org/sites/all/themes/hdr\\_theme/country-notes/ECU.pdf](http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/ECU.pdf)

<sup>5</sup> World Economic Forum. The Global Gender Gap Report 2014 Country Profiles. [http://www3.weforum.org/docs/GGGR14/GGGR\\_CountryProfiles.pdf](http://www3.weforum.org/docs/GGGR14/GGGR_CountryProfiles.pdf)

<sup>6</sup> World Economic Forum. The Global Gender Gap Report 2014 Country Profiles: Ecuador. Available at <http://reports.weforum.org/global-gender-gap-report-2016/economies/#economy=ECU>

Educational attainment	0.996	48
Health and survival	0.980	1
Political empowerment	0.297	32
Gender Gap Index 2016	0.726	40

\* Inequality = 0.00; Equality = 1.00. Source: The Global Gender Gap Report 2014

The Organization for Economic Cooperation and Development (OECD) developed the Social Institutions and Gender Index (SIGI), a composite index that scores countries (i.e., 0 to 1) on 14 indicators grouped into five sub-indices: discriminatory family code, restricted physical integrity, son bias, restricted resources and assets, and restricted civil liberties to measure the discrimination against women in social institutions across 160 countries. The 2014 SIGI value for Ecuador is 0.0422, suggesting that discrimination against women is low.<sup>7</sup>

## 2.2 Education

Since 2007, Ecuador has been undertaking an Educational Reform process, wherein it sees education as a public good for training and qualification in different levels and cycles, which is fundamental to strengthen and diversify individual and social capacities. Under this reform process, Ecuador's education system is an integrated system that articulates and gives continuity at basic, middle and higher levels. It is coordinated by the Ministry Coordinator of Knowledge and Human Talent, which coordinates the application of the system, where science, technology and ancestral knowledge all play a role. The principle of equality is included as an indicator for educational quality within related regulations.<sup>8</sup>

The Organic Law of Intercultural Education, in force since March 2011, establishes the promotion of equality between men and women, including people with different sexual orientation and gender identity. This law also mentions the right to receive an integral and scientific education, respecting the rights of those who study, as well as promotes gender equality and non-discrimination.<sup>9</sup>

In the last 30 years, significant progress has been made in the eradication of structural illiteracy in Ecuador, and starting in 2008, the eradication of illiteracy became a priority within state education policies. One of the most relevant programs in terms of the eradication of illiteracy was the Monsenor Leonidas Proaño National Campaign of 1990, which contributed to reducing the illiteracy rate from 16.5% (1980) to 11.7% (1990). Between 2000 and 2010 another initiative, promoted by local governments and based on literacy campaigns under the Cuban methodology "Yo si puedo", was also undertaken.<sup>10</sup>

<sup>7</sup> OECD. Social Institutions and Gender Index 2014. <http://www.genderindex.org/ranking/>

<sup>8</sup> Government of Ecuador. *National Agenda on Women and Gender Equality (2014-2017)*. Available at <http://www.planificacion.gob.ec/wp-content/uploads/downloads/2014/09/Agenda-Nacional-de-Mujeres-y-Igualdad-de-Genero.pdf>

<sup>9</sup> Ibid

<sup>10</sup> Ibid

However, gender inequalities in the area still persist. According to INEC data (2013), the illiteracy rate at a national level for women is 7.8% and 5.6% for men. When the illiteracy rate by geographic location is analyzed, the illiteracy rate of rural women increases to 15.2% and 10.7% for men. According to disaggregation by ethnicity, indigenous women have the highest illiteracy rate with 28.3%, followed by Montubias women with 14.7%, Afro-Ecuadorian women with 7.8%, 6.2% mestizas and 3.1% whites. The national average of schooling for the year 2013 was 9.6 years for women and 9.9 men. However, similar to illiteracy levels, rural women (6.6 years) have fewer years of schooling, compared to rural men (10.6 years) and their urban peers.<sup>11</sup>

### 2.3 Political participation and decision-making

The Quotas Law of 1998 has had mixed success in promoting the political participation of women. This can be illustrated through the comparison of data over the last 10 years. In 2009, women represented 32.3% of the total elected assembly members, while in 2013, they represented 40.15%. Regarding women in public appointments, the participation of women increased from 2003 to 2010, wherein the percentage of women members ministerial cabinet rose from 26.7% to 42.1%. However, in 2013, this percentage fell again to 21.1%, which is below 2003 levels.<sup>12</sup>

To note, there has also been areas of progress as well. For example, in 2012, in the National Court of Justice, female participation was 42.9%, and in the Council for Citizen Participation and Social Control was 57.1%. These results can in part be attributed to the application of affirmative action measures established by the Constitution and laws, as well as by the political decisions of the authorities.<sup>13</sup>

In the area of local governments, in 2009, at the level of councils and parish councils, the percentages of women's participation were 28.61% for the councilors and 21.93% for the *vocalías* of the parish councils. Other local positions are also low, where women only represent 6.3% of the mayorships and 8.7% prefecture positions. This data illustrates the low level of women's participation in local governments in relation to other dignities.<sup>14</sup>

Women's and men's roles and involvement in decision-making processes not only vary across national and local levels, but also across cultures. For example, in the Shuar culture, there are currently assemblies where one chooses a representative of the community while the traditional organization can have one or several elderly leaders, who could either be men or women. In the Cofán culture, masculinity is present and men occupy most of the leadership roles. In the community, the leader is a man, but his wife is involved in his role, helping to maintain cordial relations with the community. In some cultures, like the Achuar, the Amazonian Kichwa or the Chachi in Esmeraldas, women's access to decision-making processes and involvement in public affairs is especially restricted. On the other

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<sup>11</sup> Ibid

<sup>12</sup> Ibid

<sup>13</sup> Ibid

<sup>14</sup> Ibid

hand, there are cases, such as the Afro-descendant culture in the north of Esmeraldas, where public participation of women is more balanced and they have means and agency to intervene in decisions.<sup>15</sup>

#### 2.4 Labour force participation and earnings<sup>16</sup>

The participation of women in economic activities has been on a steady increase from 15.8% in 1974 to 18.1% in 1982, from 26.0% in 1990 to 30.5% in 2001, and then to 36.5% in 2010. The periods of 1982-1990 and 2001-2010 are the fastest growing, which can be attributed to the strong economic crises that the country experienced, which forced women to search out paid work. According to the data from the Survey on Employment, Unemployment and Underemployment [Instituto Nacional de Estadística y Censos (INEC), 2013], the Global Participation Rate for women in the 2007-2013 period ranges between 47.6% and 42.5%, while for men it is 70.2% and 65.1%.

Women's involvement in the labor market depends to a greater extent on the level of education. In 2013, for example, at the national level, 24.9% of the economically active population were women with higher education, compared to 16.9% of men in the same condition. In the urban area, the trend remains, with 32.6% for women, compared to 24.3% for men, and similarly in rural areas men represent 3.9% and women 6.9%. (INEC, 2013). Regarding the levels of unemployment, 6.1% are women while 4.0% are men (INEC, 2013).

One of the most relevant inequality gaps between men and women is monetary income. According to the INEC (2013), women, in general, receive 79.1% of income in relation to men. Rural women are the most disadvantaged, wherein they receive 72.9% compared to their male counterparts. Comparative data from 2003 in relation to 2013 shows that the income gap has slightly improved, especially in the rural area, where the gap was reduced from 52.9 to 27.1 points and in the urban area it went from 33.0 to 23.2 points. There is a direct relationship between education levels and income, wherein women with higher / postgraduate levels of education are the ones that position themselves more remuneratively, although they are still below the male average (INEC, 2013).

At the national level, men occupy 13.9% of their time in unpaid work and 86.1% in paid work while women devote 40.4% to unpaid work and 59.6% to paid work. There is a significant gap in unpaid work, wherein women work up to three times more than men without pay, while men spend more time in paid work. With respect to unpaid work (domestic + caring for people), working time differs between men and women. At the national level, women spend 31:49 hours a week compared to 9:09 hours for men, a difference of 22:40 hours per week dedicated to unpaid work.

The Survey on the Use of Time shows that at the national level, the total time of work (paid work plus unpaid work) of women on average is 77:39 hours/week while that of men is 59:57 hours/week. In general, women work 17:42 hours more than men at the national level, 14:53 more hours in urban

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<sup>15</sup> UN-REDD Programme (2015). "Diagnosis of gender issues in the development and implementation of the National REDD+ Action Plan in Ecuador"

<sup>16</sup> Government of Ecuador. *National Agenda on Women and Gender Equality (2014-2017)*. Available at <http://www.planificacion.gob.ec/wp-content/uploads/downloads/2014/09/Agenda-Nacional-de-Mujeres-y-Igualdad-de-Genero.pdf>

areas and 23:14 hours in rural areas than men. Women in rural areas work 81:36 hours a week, 5:48 hours more than women in the urban area. This difference is due to the weight of domestic tasks and the time required to complete them given limited access to resources such as water and housing services. These differences in total work time are also related to sociocultural aspects linked to customs and traditions.

This situation shows unequal and disadvantaged relationships in the labor market by gender. The participation of women in the economic sphere, at present, has important advances; however, much is missing for full compliance with the principle of equal rights, duties and opportunities.

### *2.5 Land tenure and rights*

In Ecuador, agrarian reform was initiated in 1964, and aimed at the expropriation of unexploited lands and the colonization of wastelands. Under this reform, land was granted in usufruct to cooperatives. The law gave priority to assignments to heads of households whose main activity was agriculture and who did not own land or had very small extensions. In 1973, the Law of Integral Agrarian Reform maintained these provisions, with which women were, in most cases, excluded from the allocation of land. Women were not recognized as farmers or heads of households. This was supported by Civil Code provisions at that time stipulating that the husband was the administrator of the marital property. However, over time the land rights for women have slowly improved. Under the current Constitution (Article 5), adopted in 2008 with amendments in 2011, all persons, women and men, are equal and shall enjoy the same rights, duties and opportunities in access to property. It also notes that the State is responsible for promoting redistribution, eliminating privileges and inequalities in access to land, so it will avoid concentration and hoarding of land.<sup>17</sup>

Nevertheless, there are discrepancies between the provisions of the Civil Code and customary rules. In practice, lands titled in the husband's name remain at the husband's disposal, even if they were purchased during the term of the conjugal union. As it can often be the case that women do not know their rights, in rural areas it is not common for the double signature in the sale of real estate, if the names of both spouses are not registered in the title of the land. And although the sale of real estate requires the signature of the spouse, this provision often gets ignored. As a consequence, women lose access to land without their consent or even with consent. When women do own land, ownership of land by women and joint ownership by couples are much more frequent in the sierra, with a greater indigenous population than on the coast, where the land belongs mostly to men.<sup>18</sup>

In terms of community ownership of land, the mechanisms of participation and representation of the land does not promote the participation of women, but rather only of male leaders. Therefore, the exercise of land ownership by women is visible in only very few occasions.<sup>19</sup>

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<sup>17</sup> FAO (2017). Gender and Land Rights Database. Ghana. Accessed on 7 August, 2018. [http://www.fao.org/gender-landrights-database/country-profiles/countries-list/customary-law/en/?country\\_iso3=ECU](http://www.fao.org/gender-landrights-database/country-profiles/countries-list/customary-law/en/?country_iso3=ECU)

<sup>18</sup> Ibid

<sup>19</sup> UN-REDD Programme (2015). "Diagnosis of gender issues in the development and implementation of the National REDD+ Action Plan in Ecuador"



### 2.6 Agricultural Sector Engagement<sup>20</sup>

Agriculture is an important source of employment and income, characterized by the dominance of small and medium productive units. It is estimated that small and medium farmers represent 95.5% of the country's agricultural production units. The productive units under 20 hectares supply 41% of milk production, 63% of potato production, 46% of corn production and 48% of rice production (Ministry of Environment, 2012).

Women in rural areas are responsible for 61% of agro-production activities in the country, through the contribution of skilled, unskilled labor and unpaid productive work. Within households, women are those who contribute the most to food sovereignty, through family agricultural units, not only for the production of agricultural goods, raising of small animals and poultry, but also for the contribution they make with unpaid labor in productive processes and unpaid domestic work and care.

There are 842,882 agricultural production units, of which 25.4% are in the hands of women producers and 74.6% of men. Of the total agricultural production units that are managed by women, 46.7% have less than one hectare of land and 16.1% less than 2 hectares. This unequal distribution means that only 38.7% of women are part of the rural female economically active population within the agricultural sector. This inequality is the result of structures of discrimination against women, with deep roots in the productive sphere. Women, in general, often only have small-scale productive systems, oriented to production for self-consumption and national consumption. There is evidence of a strong concentration of the land, considering that 42.6% of the total agricultural production units are greater than 100 hectares. (INEC, 2000).

### 2.7 Health<sup>21</sup>

The most urgent issues around sexual and reproductive health are the ignorance and disrespect of sexual rights and reproductive rights, the lack of education about them and the limited coverage that still exists in the country to address the health of the population. Those who are most affected by these problems are women, particularly those in the lowest quintiles of poverty, as well as adolescents, single mothers, those with disabilities, indigenous women, afro descendants, carriers of HIV, sex workers, lesbian women, transgender people, transsexuals and gay men.

Additionally, a large problem that affects the disrespect of sexual rights and reproductive rights in the country is the persistence of sexist and misogynistic sociocultural patterns that are expressed in practices of violence against women and lesbian, gay, bisexual, transgender and intersex (LGBTI) persons. Violence based on gender, where the masculine is valued positively and the feminine is considered inferior, affects the violation of the sexual rights and reproductive rights of women and LGBTI persons.

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<sup>20</sup> Government of Ecuador. *National Agenda on Women and Gender Equality (2014-2017)*. Available at <http://www.planificacion.gob.ec/wp-content/uploads/downloads/2014/09/Agenda-Nacional-de-Mujeres-y-Igualdad-de-Genero.pdf>

<sup>21</sup> Ibid

In Ecuador, 92.5% of women nationally in fertile age know about some method of contraception, but only 49.4% use any of them. Regarding their use, it has been observed that women from rural areas are often the ones that most use these methods, although they have less information on them than women in urban areas.

According to the Population and Housing Census of 1982, the total average number of children per woman in Ecuador was 5.3 and 2.4 in 2010. This decrease can be seen both in the urban and rural areas. Although, adolescent pregnancy in 2013 has declined slightly with respect to 2003, it is still considered a problem within the country. 5% of adolescent women from 12 to 19 years of age are either mothers or breastfeeding. This incidence of teenage pregnancies is related, among other aspects, to limitations and inadequacies in access to sexual and reproductive health services, as well as lack of information and lack of access to sex education.

In Ecuador, the national maternal mortality rate experienced a significant decrease until 2006. However, the trend has increased since 2009, reaching 87.15 maternal deaths per 100,000 live births in 2012 (INEC - Yearbook of Births and Deaths, 2012). The economic and financial crisis of the years 1999-2000 had repercussions in the deterioration of the services of medical attention to women, which could explain in part the tendency to the increase of the maternal mortality. There is also a marked tendency for women to get sick from causes linked to the fulfillment of roles that are associated with their femininity. Pregnancies ending in abortion, maternal care related to the fetus and other complications related to pregnancy and childbirth, are the main causes of morbidity according to the statistics of the Yearbook of Hospital Expenditures 2012 of the INEC.

### 3. Legal and Administrative Framework Protecting Women and Protecting Gender Equality

#### *3.1 Key International Protocols and Frameworks Ratified by Ecuador in Support of Gender Equality and Women's Empowerment and Human Rights*

Ecuador has ratified and/or signed many key international conventions, treaties and plans of actions on gender equality, women's empowerment and human rights. Critical among them are:<sup>22</sup>

- UN Declaration on Human Rights;
- International Covenant on Civil and Political Rights;
- The Convention on the Elimination of All Forms of Discrimination against Women;
- The Inter-American Convention to Prevent, Punish and Eradicate Violence against the Woman "Convention of Belém do Pará";
- International Covenant on Economic, Social and Cultural Rights;
- The Beijing Declaration and Platform for Action of 1995;
- The Declaration on the Rights of Indigenous People (Voted in favour as a member);
- The International Convention on the Elimination of All Forms of Racial Discrimination;
- The International Convention on the Rights of the Child;
- The International Convention on the Protection of the Rights of all Migrant Workers and

<sup>22</sup> <https://www.ohchr.org/en/professionalinterest/pages/cerd.aspx>

- Members of their Families;
- Convention on the Rights of Persons with Disabilities.

### *3.2 Key National Gender Equality and Women's Empowerment Frameworks, Policies and Laws*

#### 3.2.1 Constitution<sup>23</sup>

Ecuador's Constitution provides for the formulation and execution of policies to achieve equality between women and men. For example, in Article 6, it states that all Ecuadorians are citizens and will enjoy the rights established in the Constitution, and therefore reaffirms the notion of equal rights between women and men. Similarly, Article 11 notes that all people are equal and will enjoy the same rights, duties and opportunities, wherein no one can be discriminated against because of their ethnicity, place of birth, age, sex, gender identity, cultural identity, civil status, language, religion, ideology, political affiliation, judicial past, socio-political condition, economic or migratory status, sexual orientation, disability, physical differences, or health issues.

Likewise, through Article 85, the Constitution guarantees the equitable distribution of the budget for execution of those public policies which are focused on achieving equality. It is also important to highlight that Article 333, paragraph 1 recognizes unpaid work self-supporting work, such as human care that is carried out in homes, as productive work. Likewise, article 369 guarantees social benefits for people who perform unpaid work and care tasks, which in turn is financed with contribution and contribution from the State.

Articles 57, 58, 59, guarantee following collective rights to indigenous communes, communities, peoples and nationalities: identity, non-racism, compensation for racism, communal lands, land ownership, usufruct of natural resources, prior consultation, programs to ensure conservation, proper forms of coexistence, customary law, no displacement, conservation of ancestral knowledge, natural and historical heritage, intercultural education, organization, participation in politics and public plans, legislative measures, relations on borders, clothing and emblems, and no military activities within their territories.

#### 3.2.2 Institutional Policy on Gender Equality (2016-2019)

In line of its mandate to ensure the protection of the human rights of all the inhabitants of Ecuador, guaranteeing non-discrimination based on sex, sexual orientation, gender, age, culture, beliefs, among others, the Ombudsman of Ecuador developed a Policy on Gender Equality which aims to significantly address structural inequality internally as well as within its institutions.

It seeks to contribute to the construction of a society that integrates the approach of gender equality and human rights through the use and creation of tools and spaces that facilitate the conception of equitable roles and social relations, contributing to the improvement of the quality of life. Its two main objectives include the following: 1) Mainstream a gender equality approach in the organizational

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<sup>23</sup> Ministry of Environment, Ecuador (2017) "Mainstreaming the gender approach in measures and actions in the face of Climate Change with emphasis on REDD + - Situational analysis and Recommendations"

culture; and 2) Provide services to the population from a gender equality perspective.<sup>24</sup>

### 3.2.3 National Agenda on Women and Gender Equality (2014-2017)

Although it is being currently evaluated and is only dated until 2017, the National Agenda on Women and Gender Equality (2014-2017) remains valid and the country continues to implement its approach.

The Agenda, structured across nine axes, focuses on rights and proposes public interventions to overcome gender inequality gaps. Its purpose lies in the transformation of discriminatory social relations towards a State in which real or substantive equality is guaranteed. It is framed around work of the State, to enable the restructuring of the colonial legacies of neoliberalism.

The Agenda is a technical-political tool whose main objective is to make effective the fulfillment of rights and the mainstreaming of gender equality in the country. Through the linking of the specialized mechanism with the Government and executing entities of public institutions, it contains a list of equality policies, which are oriented to intersectoral, sectoral and territorial public action in a medium term horizon of execution and compliance.<sup>25</sup>

### 3.2.3 National Plan for Good Living (2017-2021)

Developed by the National Secretariat of Planning and Development (Senplades) and approved by National Planning Council, the National Plan for Good Living 2017-2021, is the country's technical roadmap and the political instrument that directs the actions of the government from 2017-2021. It contains the guidelines to comply with the Government Program and guarantees the rights of citizens. Public policies, the programming and execution of budgets, as well as the prioritization of public investment are included within the Plan.

It is based on the achievements of the last 10 years and highlights the existence of new challenges to be achieved around three main axes: 1) rights for all throughout life; 2) economy at the service of society; and 3) more society, better State. The vision of the Plan is also part of international commitments to global development, such as the 2030 Agenda and its Sustainable Development Goals.

The Plan integrates gender equality and women's empowerment principles both within its policies and targets. It calls for the eradication of gender violence and notes comprehensive care for such victims will be guaranteed. It states advances will be seen in achieving co-responsibility in reproductive roles and the sustainability of life, contributing to the autonomy and participation of women in other spheres. Gender parity and equality in access to managerial positions in the public and private sectors will be promoted, with measures of affirmative action.

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<sup>24</sup> Ombudsman of Ecuador (2016). Institutional Policy on Gender Equality 2016-2019. Available at: <http://extwprlegs1.fao.org/docs/pdf/ecu164407.pdf>

<sup>25</sup> Government of Ecuador. *National Agenda on Women and Gender Equality (2014-2017)*. Available at <http://www.planificacion.gob.ec/wp-content/uploads/downloads/2014/09/Agenda-Nacional-de-Mujeres-y-Igualdad-de-Genero.pdf>

It further guarantees plural participation, with a focus on gender and emphasis on indigenous and peasant organizations, on the sustainable management of natural resources and environmental services. It will also strengthen systems focused on children in order to stimulate the capacities of girls and boys, taking into account the territorial contexts, interculturality and gender as well as promote safe and equitable access to rural land, particularly for women.

Some gender-sensitive targets within the Plan include decreasing the birth rate in adolescent girls between 15 to 19 years of age from 20.4% to 15% and reducing the gap in adequate employment between men and women from 35.5% to 32.30% and the wage gap between men and women from 21.9% to 18.18%.<sup>26</sup>

#### 3.2.4 Ministerial Policies on Gender

The Ministry of Environment (MAE) has developed a Strategy for the “Institutionalization of Gender and Interculturality Approaches in the Formulation of Plans, Programs and Projects”. Through this Strategy, MAE assumes responsibility and leadership for compliance with the constitutional mandates and international agreements signed by Ecuador regarding gender equality, management environmental and sustainable development. MAE demonstrates, with the Strategy, its willingness to be an active agent “in the definition of policies, mechanisms and strategies that make it possible to the inclusion of the gender and intercultural approach in programs, projects and actions related to environmental issues”. The Strategy uses a human development and gender equality approach and seeks to empower and channel the individual and collective capacities of women. It also promotes the mainstreaming of gender in the MAE for the achievement of gender equality goals, wherein gender is an integral part of the design, implementation, monitoring and evaluation of environmental policies.

The Ministry of Finance, in an effort to contribute to the investment in policies that guarantee equality and non-discrimination, as well as compliance with the rights of Nature, has developed classifiers in equality-related policies. These have been in use since May 31, 2013 and apply to the budgets of the institutions within the public sector (established in Article 100 of the Organic Code of Planning and Public Finance). This means that institutions must consider, in the Annual Planning of Public Policy (PAPP), the economic resources that will be allocated for supporting gender equality.<sup>27</sup>

#### 3.2.5 Additional frameworks and policies supporting gender equality and women’s empowerment

There are also other national policies, laws and legislation frameworks which also support gender equality and women’s empowerment in Ecuador. These include:<sup>28</sup>

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<sup>26</sup> National Secretariat of Planning and Development, Ecuador (2017). National Plan for Good Living 2017-2021. Available at <https://www.gobiernoelectronico.gob.ec/wp-content/uploads/downloads/2017/09/Plan-Nacional-para-el-Buen-Vivir-2017-2021.pdf>

<sup>27</sup> Ministry of Environment, Ecuador (2017) “Mainstreaming the gender approach in measures and actions in the face of Climate Change with emphasis on REDD + - Situational analysis and Recommendations”

<sup>28</sup> Ibid

- Organic Law of the National Councils for Equality
- National Agenda of the Nationalities and Peoples of Ecuador
- Plurinational Agenda for Equality
- National Environmental Policy
- National Climate Change Strategy
- Plurinational Plan to Eliminate Racial Discrimination and Ethnic and Cultural Exclusion
- Official Registry 184 of August 30, 2011 (Guide for the Elaboration of Public Policies)
- Comprehensive Criminal Organic Code
- Organic Code of Territorial Organization, Autonomy and Decentralization
- Organic Code of Planning and Public Finance
- Organic Law of Food Sovereignty
- Organic Law of Intercultural Education
- Organic Law of the Public Service 2010
- Organic Law of Popular and Solidarity Economy 2011

### 3.3 Institutional Arrangements

In order to promote equality of rights and opportunities, Consejos Nacionales de Igualdad (National Councils for Equality) were created in July 2014, and continue to be responsible for ensuring the full and effective exercise of the rights enshrined in the Constitution and international human rights instruments, including the right of gender equality. Among other things, these councils possess the authority to formulate, mainstream, observe, monitor and evaluate public policy concerning gender issues. These councils coordinate with the other institutions of government to ensure the protection of the right to equality and the matter of the elimination of all forms of discrimination against women – including in the context of climate change programming like REDD+.<sup>29</sup>

The Ombudsman of Ecuador is the National Human Rights Institution that promotes and protects the rights of the people, communities, peoples, nationalities and collectives that inhabit the country, of Ecuadorians and Ecuadorians living abroad, and the rights of the nature. The Institution, in all its operational plans, aligns its budget to the expenditures on gender equality policies of the Ministry of Finance of Ecuador, in order to verify the specific expenditures which are made in the subject. To fulfill its mandate, the Ombudsman undertakes different processes including the following: 1) Research and advocacy on public policy and regulations with a focus on human rights, focusing on the historically excluded population; 2) Protection of rights, through which the Ombudsman attends all the cases that come to their attention without making a differentiated attention by virtue of gender, since the analysis and assessment of the case is carried out according to the violated right; and 3) Education in human rights, rights of nature and rights of users and consumers.

## 4. Gender Issues Around Forests and REDD+<sup>30</sup>

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<sup>29</sup> Ministry of Environment, Ecuador (2017) “Mainstreaming the gender approach in measures and actions in the face of Climate Change with emphasis on REDD + - Situational analysis and Recommendations”

<sup>30</sup> UN-REDD Programme (2015). “Diagnosis of gender issues in the development and implementation of the National REDD+ Action Plan in Ecuador”

In Ecuador, women and men living in and around forests have differentiated roles as well as have gender differentiated use, access and control of forest resources. Women produce food (sowing, harvesting and harvesting), raise small animals, collect firewood, collect forest materials for crafts, clothes, decoration and medicinal plants. They are often involved in the collection of non-traditional forest products and agricultural practices, and usually visit the area of forests that are nearer to their homes and water sources. Some women living in and around forests are also leaders, and thus, it should not be assumed that all women are homemakers working on only reproductive activities. Men often perform activities that require more physical efforts, such as loading products, opening trails, cutting trees for firewood, hunting, fishing, and monitoring and surveillance of forests. They also access deep forest areas to undertake these activities. In certain communities there are cultural restrictions on access for women within some of the forested areas that men visit.

To note, gender roles also vary across cultures and territories living near and around forests in Ecuador. In some areas, roles and powers relations between women and men do not follow the trends discussed above. For example, in some instances and cultures, men are involved in the care of the children or in the preparation of food, and some women share authority with their husbands over the community.

For indigenous cultures and Afro-Ecuadorian people, forests, in a general way, are considered as holistic spaces of life and not only as a source of resources. In some indigenous and Afro cultures women fulfill ritual roles and in almost all, they possess knowledge about herbs and other therapeutic resources. In the Chachi and Afros cultures of the north of Esmeraldas, women play a role in the extraction of wood. Achuar women are involved in fishing and Achuar men in the collection of non-timber forest products. Many Afro women have important forms of agricultural work, and some sail in the sea and in the rivers, usually male domains.

This demonstrates that gender roles are less rigid in some cultures and forested areas within Ecuador. In some cases, reproductive and productive activities are conceived as areas of cooperation between women and men. Although it should be noted, that these areas are not exempt from men exercising domination over women.

Within Ecuador, the loss of forests has a different impact on men and women. For women, these negative effects are seen in the welfare and survival of families, while in the case of men, in the decrease in the generation of resources and/or income.

## 5. Gender integration within forest conservation efforts and REDD+ action in Ecuador

### 5.1 Socio Bosque Program

In 2008, in effort to conserve forests in the country, Ecuador created the Socio Bosque Program (PSB). The Program delivers economic incentives to peasants and indigenous communities who voluntarily commit themselves to the conservation and protection of their native forests, páramos or other native vegetation. The delivery of this incentive is conditional on the protection and conservation of its forests, which means that people receive the incentive once they comply with the monitoring

conditions that are determined in an agreement signed with the MAE.<sup>31</sup>

Under PSB, title holders of both genders were eligible to apply for and secure *convenios*. Also, the programme received numerous Investment Plans that contained budget line items for women's groups and initiatives. That said, the project provided many lessons learned on gender which is being used to help inform the new use of proceeds proposed under this funding proposal. For example, individual agreement data from PSM shows differences between men and women in terms of number of agreements, number of hectares included, annual incentives, and number of beneficiaries. There is an obvious, marked difference in this category in which the percentage of male beneficiaries is greater compared to female beneficiaries. Additionally, the PSB showed that when dealing with collective titles – the matter of female to male title holders becomes somewhat moot as it is the people/village that holds the title. There was also a need to ensure increased engagement of women in the project after the conclusion of *convenios* (as well as more *convenios* with women where individual landowners were in question).

### 5.2 REDD+ Design

From 2012-2015, a joint REDD+ National Programme between the UN-REDD Programme and the MAE was undertaken in order to support Ecuador in completing its preparation for the implementation of REDD+ at the national level through specific activities framed within the country's National REDD+ Strategy. During implementation of this joint REDD+ National Programme it became evident that significant differences in the exercise and enjoyment of the rights of women and men existed, including the rights to access and control over land and resources, decision-making and participation processes, among others. In response to this need, the joint Programme took stronger steps to address this need and promote that a gender approach would be sufficiently integrated into the country's efforts on REDD+, both in design and implementation. The large focus of this work involved the following three main tasks:

1. Undertaking a diagnosis of gender issues in the development and implementation of the National REDD+ Action Plan (dated April 2015);
2. Developing a gender and REDD+ awareness and training tool for technical staff and social actors (dated April 2015) to build capacity on gender among both government staff when implementing the REDD+ National Programme; and
3. Drafting a policy and corresponding action plan for mainstreaming gender in its REDD+ National Programme (dated May 2015).

Such actions were an important step to help promote that the country's approach on REDD+ would be in line the constitutional and legal framework of the country, which establishes gender equality as one of its central principles.

### 5.3 REDD+ Action Plan

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<sup>31</sup> For more information, see <http://sociobosque.ambiente.gob.ec/node/755>



The gender analyses and recommendations from the support provided on gender under the Joint Programme helped to inform and strengthen the gender approach of the REDD+ Action Plan, which was finalized in November 2016.

Within the National REDD+ Action Plan, gender is a fundamental transversal element and is incorporated and considered in all of its areas. It recognizes that to guarantee the success and sustainability of REDD+ in its implementation, it is essential that effective mechanisms be established to apply the constitutional, legal and international precepts regarding gender in national plans and programs.

A gender approach is also noted as one of the six components of the Action Plan. The Plan notes that its proposed measures and actions constitute instruments that seek to strengthen or deepen the processes in development as well as incorporate and internalize pragmatically gender equality guidelines. To achieve this, the Action Plan notes that the country's REDD+ efforts will involve the following:

1. Promote the participation of women in national and local participation spaces and in the decision-making associated with REDD+ implementation, according to their circumstances and considering gender roles and arrangements.
2. Establish a capacity development plan for women that is associated with their participation in the implementation of the different measures and actions of the REDD+ Action Plan.
3. Identify and generate measures and incentives, within the framework of deforestation factors, and for the enhancement of environmental and social co-benefits, which promote the participation of women and young people in the processes of productive transformation, such as agroforestry systems.
4. Identify and promote opportunities that allow the integration of knowledge, skills, abilities and experience of women in the implementation of REDD+ measures and actions.
5. Involve producers and members of women's associations in the processes of transitioning to sustainable production systems and initiatives to take advantage of NTFPs, in accordance with the role they have and the opportunities identified for their insertion in the value chain.
6. Encourage the full participation of women in the spaces of environmental management and natural resource management.
7. Promote the equal participation of rural women in the management and protection of water basins and water sources.
8. Promote equal opportunities for women producers, through training programs, strengthening leadership, and through incentives of various kinds, including those of a technological nature.
9. Promote, strengthen and improve the access of rural women to the means of production and commercialization, giving special consideration to agroecological practices, to traditional or ancestral sustainable practices and those that conserve biodiversity and environmental services.
10. Ensure that REDD+ local resource allocation mechanisms use data disaggregated by sex, seeking that women participate in the benefits of the implementation of REDD+ measures and actions.

Additionally, trainings and consultations on REDD+ were carried out in priority areas to ensure that a variety of stakeholders were aware of the objectives of the National REDD+ Action Plan and could contribute to its design and future implementation. For example, a total of 2,878 people were trained, of whom 976 were women. The consultations led to the development of the priority PAMs as well as their spatial prioritization.

While these gender considerations are encouraging, the Plan does not often clearly identify the subjects it is referencing, which is an essential element of a gender approach. The concrete inclusion of the gender approach in the design of the objectives and goals of the REDD + Action Plan is also not included. Given this, the real opportunity for mainstreaming a gender approach within the implementation of the REDD+ Action Plan is then within its implementation plans that respond to the strategic components and operational components of the Action Plan. If the gender approach is not mainstreamed in such implementation plans, the REDD+ Action Plan does not have a real opportunity to systematically impact the reduction of the gaps between women and men.<sup>32</sup>

#### *5.4 REDD+ Implementation*

Building upon this work on gender, and recognizing the importance of mainstreaming gender in the implementation of its REDD+ policies and actions, the Undersecretariat of Climate Change (SCC) (the responsible entity for the design and implementation of policies for mitigation and adaptation to climate change) sought to strengthen its plans for REDD+ implementation. To guide this effort, the SCC coordinated the development of an analysis on "Mainstreaming the gender approach in measures and actions in the face of Climate Change with emphasis on REDD + - Situational analysis and Recommendations", which was contracted through the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH within the framework of the Early Movers REDD Program. This 2017 analysis provides recommendations and practical actions to help strengthen the consideration of the gender approach in the planning, execution and monitoring of policies and actions of the SCC in mitigation and adaptation to climate change. It also gives an account of recommendations and specific actions to mainstream the gender approach in the implementation of the REDD + Action Pan and in the design of the implementation plans for REDD+ measures and actions.

To assist in the implementation of REDD+, the MAE and the Ministry of Agriculture and Livestock (MAG) receive financial assistance from the Global Environment Facility (GEF) for the Project "Integrated management of multiple use landscapes of high conservation value for the sustainable development of the Ecuadorian Amazon Region", and the Green Climate Fund (GCF) for the project "Promotion of financial instruments and land use planning to reduce emissions from deforestation", that as a whole - and potentially other additional programs – constitute the "Integrated Amazonian Program for Forest Conservation and Sustainable Production" (ProAmazonia) that address the relationship between forests and sustainable agricultural production. ProAmazonia seeks to link the national efforts of contribution to the reduction of deforestation with the national priority agendas and policies of the economic sectors of the country, to reduce the causes and agents of deforestation,

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<sup>32</sup> Ministry of Environment, Ecuador (2017) "Mainstreaming the gender approach in measures and actions in the face of Climate Change with emphasis on REDD + - Situational analysis and Recommendations"

as well as to promote a sustainable and integrated management of resources. that promotes the reduction of poverty and sustainable human development. This work is framed in the REDD+ Action Plan of Ecuador and Forests for Good Living 2016-2025.

While both of the GEF and GCF projects integrated a gender perspective into their design and background analysis, it will be critical to ensure, moving forward, that gender is integrated into the safeguards-related outputs undertaken as part of ProAmazonia project, including within safeguards-related output development (including TORs), implementation, monitoring and evaluation. Additionally, given the existing gender inequalities in the country and the potential gender risks identified by both of these GEF and GCF project documents, a gender action plan and corresponding theory of change will be developed to mitigate/avoid gender risks, define gender goals for the project and how they will be implemented, including across its other thematic and work areas. The need for additional gender-sensitive and sex-disaggregated baseline data will also be assessed, in order to see whether existing data provides enough adequate information to have a basis for comparison to appropriately monitor the implementation of a gender approach in the ProAmazonia project.

Additionally, given its experience and technical expertise on gender and women's empowerment issues, it is planned to have UN Women assist the government of Ecuador to mainstream gender within the ProAmazonia program. An agreement is in the process of being written to formalize this support.

## 6. Recommendations

This preliminary gender analysis acts as an entry point for gender mainstreaming throughout design and implementation of the proposed project. The results and findings of the gender analysis has also informed and guided the development of a Gender Action Plan (please see Section 7 below).

This gender analysis, conducted through desk review, resulted in the following actions:

- Identification of gender inequalities and challenges and risks faced by women and other marginalized groups in Ecuador around thematic areas of relevance to REDD+ action, such as national policies and regulations, decision-making processes, agricultural production, forest use, land tenure, education, etc.;
- Identification of gaps, entry points and opportunities for mainstreaming gender in the proposed project, and in the implementation of REDD+ action more broadly;
- Development of the gender approach used within this proposal to effectively integrate gender and women's and youth empowerment considerations within the social, economic, political and local context within the country;
- Identification of sectors and thematic area of particular relevance in REDD+ in which gender-responsive actions can catalyze transformational positive change for marginalized groups, such as women and youth;
- Demonstration of the need to develop a gender-responsive environmental and social impact assessment (ESIA), in which the need for additional gender-sensitive and sex-disaggregated baseline data (e.g. on land tenure, value chains, etc.) is also assessed (and addressed as

necessary)

- Demonstration of the need to ensure the stakeholder consultations and engagement efforts for the ESIA are designed and undertaken using a gender approach and equitably include representatives from more marginalized groups, including women, youth, single-family households.
- Establishment of recommendations to incorporate into the preliminary Gender Action Plan.

Key entry points and recommendations for gender action within programme design and implementation are listed below. To note, these recommendations are based on preliminary findings of this assessment (based solely on a desk review). Thus, the findings and recommendations of this gender assessment, including the gender-responsive actions, indicators, etc., noted in the Gender Action Plan in Section 7 below, will need re-assessed and revised as necessary during the ESIA process, as well as will need to be consulted with and validated by state and non-state stakeholders, including those more marginalized, such as women, youth, indigenous, people, etc.<sup>33</sup>

- Develop a gender-responsive ESIA in which the need for additional gender-sensitive and sex-disaggregated baseline data (e.g. on land tenure, value chains, etc.) is also assessed (and addressed as necessary).
- In partnership with the MAE and REDD+ stakeholders, including those more marginalized, such as women, youth, indigenous, people, etc., develop a gender policy to guide the mainstreaming of gender within the implementation of the REDD+ Action Plan.
- Review and assess land tenure (both individual and collective) arrangements and regulations around REDD+ and forest conservation, to help ensure women can actively participate in REDD+ and receive equitable benefits and rewards for their efforts.
- Mainstream gender within the implementation plans that respond to the strategic components and operational components of the Nation REDD+ Action Plan.
- Take affirmative measures to solicit and incorporate the perspectives of women in the design, implementation, monitoring, and evaluation of the proposed outputs of this proposed programme.
- Modify the Guide to the Participation of Actors in the REDD+ (*Mesa de Trabajo*) to ensure the REDD+ *Mesa de Trabajo* has gender equitable participation as well as the equitable representation and involvement of representatives of more marginalized groups, such as women, youth, indigenous, people, etc.
- Create a specialized team composed of male and female experts focusing on supporting the mainstreaming of gender throughout the design and implementation of the 4 proposed outputs, as well as any associated gender action plans and mitigation measures that are developed during the safeguards work and social and environmental assessments, etc.
- Build capacity of women and youth from local and indigenous communities on REDD+ and provide them with adequate resources (e.g. financing, know-how, etc.) to actively participate and benefit from the activities of the proposed programme.
- Elaborate an internal and external communication strategy that socializes the gender focus in

<sup>33</sup> These recommendations are strongly informed by the analysis and findings of the GIZ 2017 “Mainstreaming the gender approach in measures and actions in the face of Climate Change with emphasis on REDD + - Situational analysis and Recommendations” report.

REDD+ programming.

- Carry out training and capacity building among Ministry of Environment and REDD+ staff, stakeholders and partners on matters of gender equality, the contributions of women to REDD+, and the specific harms faced by women in the context of ecosystem destruction and conversion.
- As the National Councils for Equality possess the authority to formulate, mainstream, observe, monitor and evaluate public policy concerning gender issues, train and build capacity of their members on REDD+ as necessary, so that their guidance can be context specific and they can be used as resource to help gender integration into REDD+
- Require and develop capacities to collect and report on accurate disaggregated data around all REDD+ activities with respect to male and female participation, benefit sharing, positive and negative impacts, then share it across government institutions, and make such data publicly accessible.
- While strengthening the Safeguards information System, review, build upon and incorporate the gender indicators recommended in the 2017 GIZ “Mainstreaming the gender approach in measures and actions in the face of Climate Change with emphasis on REDD + - Situational analysis and Recommendations” report (pp. 32, 38-42) into all monitoring and reporting activities.
- Devote and allocate adequate funds, resources and expertise for implementing gender-related strategies, monitoring the results of implementation, and holding individuals and institutions accountable for outcomes that promote gender equality.
- During project implementation conduct qualitative assessments on the gender-specific benefits that can be directly associated to the project.

Addressing the gender dimensions and gaps identified within this assessment and implementing the corresponding recommendations noted above and gender-responsive actions noted below in the Gender Action Plan within project design and implementation, will help to ensure the project provides gender-responsive results.

## 7. Gender Action Plan

Data presented above provides context and an overall baseline assessment on the gender dynamics, inequalities and state-of-play within Ecuador, its forest sector and in its efforts on REDD+ action to date. This analysis identified the differences between men and women and has helped to identify gaps and provide a baseline for comparison.

Addressing the gender gaps noted above, this Gender Action Plan provides suggested entry points for gender-responsive actions to be taken under the applicable activities of the proposed project. In addition, specific indicators are also proposed to measure and track progress on these actions at the activity level. This can be incorporated into the detailed M&E plan which will be developed at the start of implementation, and provides concrete recommendations on how to ensure gender (including disaggregated data) continues to be collected and measured throughout implementation.

The gender budget assigned to each of the activities below reflects the portion of the activity and corresponding budget, which either has gender equality as a significant objective or has gender equality as a principal objective within it. So, for example, for Activity 1.1, the overall budget is 1,160,283 USD. However, the portion of the sub-activities and corresponding budget for Activity 1.1, which either has gender equality as a significant objective or has gender equality as a principal objective, is 66,936 USD. Thus, it is this amount which is reflected in the budget column within the Gender Action Plan below.

To note, as additional gender data collection in the field still needs to be undertaken in the forest sector and around REDD+ issues within the country, detailed gender baseline data, as they pertain to the project activities, in many cases are not yet known. In these instances, baseline information for the activities within the Gender Action Plan are currently marked with a '0', to illustrate that such information is not yet available. Such information will be collected during the process of developing the gender-responsive ESIA, wherein the generation of gender-responsive baseline data for the proposed programme will be undertaken. Thereafter, the Gender Action Plan below will be revised as necessary and gender baseline information will be provided.