



COSTA RICA: GENDER ACTION PLAN

FOR THE NATIONAL REDD+ STRATEGY



WORLD BANK GROUP



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MINISTERIO DE AMBIENTE Y ENERGÍA



REDD+

COSTA RICA

REDUCCIÓN DE EMISIONES
POR DEFORESTACIÓN Y
DEGRADACIÓN DEL BOSQUE
Y MAE

FOREST
CARBON
PARTNERSHIP
FACILITY

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Costa Rica's Gender Action Plan for the National REDD+ Strategy is part of the efforts undertaken by the REDD+ Secretariat since 2011 to adequately address the issue of gender in REDD+ related processes. These processes

are based on the Gender and REDD+ Road Map developed by the REDD+ Secretariat in 2016. Thanks to these efforts, the REDD+ Secretariat conducted the first analysis of the country's current situation with regard to forests, gender, and climate change mitigation, including the present publication.

To gather information for this publication, several field visits were arranged and performed in 2018, and interviews were conducted with government officials, local community members, and other relevant interested parties.

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TC

TABLE OF CONTENTS

AC

ACRONYMS

5

01

EXECUTIVE SUMMARY

7

02

INTRODUCTION

11

03

METHODOLOGY

14

04NATIONAL REDD+
STRATEGY, FORESTS,
AND GENDER IN
COSTA RICA

20

05ANALYSIS OF GENDER
ROLES, GAPS, AND
OPPORTUNITIES

29

5.1 Gender Roles

31

5.2 Gender Gaps

36

5.3 Gender Opportunities

57

06

GENDER ACTION PLAN

68

07

CONCLUSIONS

85

08

BIBLIOGRAPHY

88

09

ANNEXES

90

FIGURES, MAPS, TABLES

FIGURES		MAPS		TABLES	
1	15	1	43	1	16
2	21	2	54	2	18
3	22	3	60	3	37
4	23	4	61	4	58
5	26	5	62		
6	31	6	63		
7	32	7	64		
8	33	8	65		
9	35	9	66		
10	38				
11	39				
12	40				
13	41				
14	53				
15	56				
16	86				

SECCIÓN



ACRONYMS AND ABBREVIATIONS

ACOMUITA	Talamanca Indigenous Women's Association	ENCC	National Climate Change Strategy
ADITICA	Indigenous Cabécar Integral Development Association	ENGBC	National Strategy for Low-Carbon Livestock Farming
ASADAS	Administrative Associations of Communal Water and Sanitation Systems in Costa Rica	FCPF	Forest Carbon Partnership Facility
CATIE	Tropical Agriculture Research and Higher Education Center	FONAFIFO	National Forestry Financing Fund
CDB	Convention on Biological Diversity	FUNCEJE	Jesus's Mountains Foundation
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women	FUNDECOR	Central Volcanic Mountains Development Foundation
CENIGA	National Center for GeoEnvironmental Information	FUNPADEM	Foundation for Peace and Democracy
CNP	National Production Council	GAP	Gender Action Plan
COLAC	Local Conservation Area Council	GEF	Global Environment Facility
CONAC	National Conservation Areas Council	GIZ	German International Cooperation Agency
CONAGEBIO	National Commission for Biodiversity Management	IAFN	International Analog Forestry Network
CORAC	Regional Conservation Area Council	IFAM	Institute of Development and Municipal Advisory Services
COVIRENAS	Committees for Monitoring Natural Resources	IMAS	Joint Social Welfare Institute
CREF	Forest Emission Reduction Contract	INA	National Learning Institute
CTDR	Territorial Council for Rural Development	INAMU	National Institute for Women
DCC	Climate Change Directorate	INCOPESCA	Costa Rican Institute of Fisheries and Aquaculture
DIGECA	Environmental Quality Management Agency	INDER	Rural Development Institute
ECADERT	Central American Strategy for Territorial Rural Development	INEC	National Institute of Statistics and Census
ENAH0	National Household Survey	INEC	National Institute of Statistics and Census
		IUCN	International Union for the Conservation of Nature
		MAG	Ministry of Agriculture and Livestock
		MIDEPLAN	Ministry of National Planning and Economic Policy
		MINAE	Ministry of Environment and Energy
		NAMA	Nationally Appropriate Mitigation Action

NAP	National Action Plan to Combat Land Degradation in Costa Rica	Rescamur	Sancarleña Network of Rural Women
NCCAP	National Climate Change Adaptation Plan	RIBCA	Bribri and Cabecar Indigenous Network
NDC	Nationally Determined Contribution	RIP	Relevant Interested Party
NDP	National Development Plan	R-PP	REDD+ Readiness Preparation Proposal
NFDP	National Forestry Development Program	SAF	Agroforestry Systems
NMI	National Meteorological Institute	SDG	Sustainable Development Goals
ONF	National Forestry Office	SEN	National Statistical System
PAM	REDD+ Policies, Actions, and Measures	SEPLASA	Sectoral Planning Secretariat of Environment, Energy, Ocean and Territorial Planning
PEDRT	State Policy for Territorial Rural Development in Costa Rica	SESA	Strategic Environmental and Social Assessment
PEN	State of the Nation Program	SINAC	National System of Conservation Areas
PES	Payment for Environmental Services	UNAFOR	National Agroforestry Union
PESP	Payment for Environmental Services Program	UNCCD	United Nations Convention to Combat Desertification
PIEG	National Policy for Gender Equality and Equity	UNDP	United Nations Development Programme
PWA	Protected Wildlife Area	UNDRIP	United Nations Declaration on the Rights of Indigenous Peoples
RECOPE	Costa Rican Petroleum Refinery	UNFCCC	United Nations Framework Convention on Climate Change
REDD+	Reducing emissions from deforestation and forest degradation and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks	WISE	Widening Informed Stakeholder Engagement for REDD+

SECTION

01

EXECUTIVE SUMMARY



KEY MESSAGES



- This report summarizes the process involved in development the Costa Rican Gender Action Plan (GAP) for the National REDD+ Strategy, the outcomes obtained, and the actions proposed to address gender gaps and enhance gender-differentiated opportunities through its implementation.
- The GAP for the National REDD+ Strategy is the first climate-related gender action plan in Costa Rica and provides a clear path for continuing the work on gender and the environment in the country.
- In Costa Rica, roughly 12,598 women producers own 106,564 hectares of land in different regions of the country. This accounts for 15.6 percent of all the farms and 8.1 percent of the total agricultural land owned by individuals in Costa Rica.
- Many areas with a high percentage of farms owned by women producers are in areas with a lower social development index and in priority areas for forest conservation and management, forest landscape and ecosystem restoration, and the promotion of low-carbon production systems.



- There is a great potential therefore to increase the participation of these women in sustainable productive landscape initiatives and other land use activities capable of generating income opportunities and improving their livelihoods while contributing to the conservation and sustainable management of the country's priority forest areas.
- However, Costa Rican rural women are facing a series of gender gaps related to recognition, procedures, and distribution in natural resource management, which are preventing them from becoming involved in and benefiting from these initiatives.
- The gender analysis conducted as part of the GAP provided a better understanding of the current situation of Costa Rican women and men as well as data indicating the presence of gender-differentiated roles, gaps, and opportunities in relation to natural resource management in Costa Rica.
- The GAP therefore proposes a range of activities for each of the policies, actions, and measures (PAMs) of the National REDD+ Strategy that can provide significant rural development opportunities to a wide range of women while reducing deforestation and forest degradation and increasing carbon stocks.
- The design of the GAP was based on a bottom-up participatory approach that facilitated the proposal of specific actions in line with the reality of Costa Rica and the validation of the ideas and contributions of women, as well as greater ownership of the GAP development process by the women and groups consulted.

Costa Rica has made great strides in establishing environmental sector public policies that have led to a clear trend toward restoration of the forest cover in the country in recent decades. This is attributable to the country's efforts to design forest policies at an early stage, which led to a reduction in the sector's emissions and preservation of the vital functions of critical ecosystems, thus making them more resilient to climate change and providing opportunities for access to critical environmental and economic resources, particularly in rural areas.

With regards to gender, the trend in environmental policies over time has been positive. The country has a specific and robust regulatory framework to promote gender equality; it is a signatory to and has ratified the main declarations and agreements promoting women's rights; and it has established the National Institute for Women (INAMU). This has had a major impact on policies related to the environment, forests, and climate change which, in the last decade, have moved from a gender-neutral approach to a gender-sensitive or gender-responsive one.

Consequently, since 2016, the REDD+ Secretariat, composed of FONAFIFO and SINAC, has been preparing a gender and REDD+ roadmap that concludes with the Gender Action Plan (GAP) for the National REDD+ Strategy. The GAP has been developed in collaboration with gender experts, State institutions, civil society organizations, and various indigenous and small rural producer women's groups. This report summarizes the GAP development process, the outcomes obtained, and the actions proposed to address gender gaps and enhance gender-differentiated opportunities through the implementation of the National REDD+ Strategy. To this end, the REDD+ Secretariat conducted the first gender analysis in the country related to forests and climate change, which included a review of the gender-related regulatory, institutional, academic, and social framework relevant to REDD+, supplemented by field visits and participatory processes in order to identify gaps and opportunities, case studies, and lessons learned.

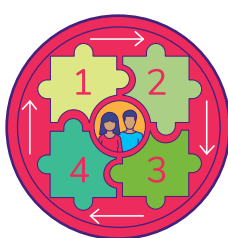
The gender analysis provided a better understanding of the current situation of Costa Rican men and women related to forest management and yielded quantitative and qualitative data on gender-differentiated roles, gaps, and opportunities.

Costa Rican women face a number of gender gaps related to recognition, procedures, and distribution in natural resource management that are limiting their participation in initiatives to reduce deforestation and forest degradation, which are summarized below.



Recognition

- Women in the agriculture and environment sectors are marginalized.
- Fewer and smaller farms are owned by women.
- Gender-differentiated contributions to and knowledge of forest conservation and management are not recognized.



Procedures

- Women have greater difficulty participating in forest activities and projects because they have more caregiving responsibilities.
- Gender stereotypes limit the participation of women in forest activities and projects.
- Fewer women participate in decision-making processes related to natural resource management.
- Women producers have less access to information and receive less technical and extension services support for their farms.
- A smaller percentage of professional women are involved in technical work and extension activities.
- Female government officials employed by environmental institutions are limited in their ability to implement gender-sensitive or gender-responsive initiatives.



Distribution

- Poverty rates are higher among women producers.
- Women producers receive less financial support for their farms.
- The number of women-owned farms included in PES has been declining in recent years.

At the same time, there is a great potential to increase the participation of women from different regions of the country in sustainable productive landscape initiatives, given their interest in a wide range of activities aligned with the National REDD+ Strategy. In Costa Rica, roughly 12,598 women producers own 106,563.6 hectares of agricultural land. This accounts for 15.6 percent of the farms and 8.1 percent of the total agricultural land owned by individuals in the country. Priority activities include reforestation, ecotourism, cocoa farming, nurseries, improved vegetable gardens, the harvesting of non-timber forest products (medicinal plants, seeds, or species used in construction), and the development of agroforestry systems. Most of these activities can be conducted near women's homes, allowing them to participate in the activities proposed in the National REDD+ Strategy.

The activities included in the GAP can create significant rural development opportunities that generate income and improve the livelihoods of a wide range of women while reducing deforestation and forest degradation and increasing carbon stocks. The gender analysis showed that many areas with a high percentage of farms owned by women producers are also in areas with a lower social development index and in priority areas for forest conservation and management, forest landscape and ecosystem restoration, and the promotion of low-carbon production systems. The analysis further revealed that many of the activities to which women assigned priority during the development of the GAP are in line with or can be strengthened with activities included in the Territorial Rural Development Plans for the rural areas of the country.

The GAP is based on six National REDD+ Strategy policies, actions, and measures (PAMs) and is composed of six gender-related goals (one for each PAM) and twenty expected outcomes, along with a description of the specific actions for achievement of the outcomes, monitoring indicators, and responsible institutions. The GAP

proposes a range of actions that cover (a) policy changes at the national level; (b) institutional strengthening; and (c) changes at the local level through gender-responsive forest projects. Through these actions, it is hoped that the priority gender considerations in the forest sector can be addressed and strategic partnerships formed among various government institutions, NGOs, and women's groups for its implementation.

The design of the GAP was based on a bottom-up participatory approach that facilitated the identification of specific actions that reflect the reality, ideas and contributions of Costa Rican women, as well as greater ownership of the GAP development process by the women and groups consulted, resulting in a proposal for social and environmental change based on the needs and priorities of the men and women who contribute day in, day out to the conservation and sustainable management of Costa Rica's forests. Furthermore, the GAP was a major achievement for the REDD+ Secretariat due to the collaboration and communication with INAMU during the GAP development process.

This GAP reaffirms Costa Rica's commitment to human rights and gender issues and provides a clear path to continue the work on gender and the environment in the country. The GAP for the National REDD+ Strategy is the first climate-related gender action plan prepared in Costa Rica and represents an important step that strengthens the commitment made in its Nationally Determined Contribution (NDC). With this GAP, Costa Rica becomes one of the few countries to have prepared a Gender Action Plan for its National REDD+ Strategy.

SECTION

02

INTRODUCTION



In recent years, the Government of Costa Rica has recognized the importance of appropriately addressing the gender issue in REDD+ associated processes.¹ The

REDD+ Secretariat, composed of the National Forestry Financing Fund (FONAFIFO) and the National System of Conservation Areas (SINAC), as the executing unit, has been incorporating the gender issue into various processes related to the preparation of the National REDD+ Strategy, in collaboration with gender experts,

civil society organizations, and various indigenous and small rural forest producer women's groups.

In development the Gender Action Plan (GAP), Costa Rica becomes one of the few countries to create a GAP for its National REDD+ Strategy. Costa Rica was one of the first countries to make a commitment to this issue and started to integrate a gender approach into the REDD+ readiness phase as far back as 2011.

¹ REDD+ refers to the reduction of greenhouse gas emissions from deforestation and forest degradation as well as forest conservation and the sustainable management and enhancement of forest carbon stocks.

Consequently, the National REDD+ Strategy reaffirms its commitment to the gender mandates of the United Nations Framework Convention on Climate Change (UNFCCC), which recommend that National REDD+ Strategies or Action Plans take gender considerations into account.

The REDD+ Secretariat has recognized that working with a gender approach not only entails mentioning the issue as a priority or principle; relevant gender considerations must be identified and specific actions proposed to promote gender equality in the implementation of the National REDD+ Strategy.

To fulfill the UNFCCC mandate and align it with this proactive vision, Costa Rica began to include specific actions to address gender considerations in the National REDD+ Strategy Implementation Plan, which proposes, as an enabling condition, the development and execution of a strategy for the participation of special and gender-centric groups. The first step in this strategy was the preparation of a Gender and REDD+ Roadmap for Costa Rica in 2016, through a participatory process that facilitated the identification of the gender considerations relevant to REDD+, based on the country context, as well as gender inequalities, the situation faced by women, lessons learned from previous forest projects, and the experience of the Relevant Interested Parties (RIPs).

Based on this roadmap, in 2017 the REDD+ Secretariat proposed the development of the GAP for the National REDD+ Strategy through a multi-stakeholder process and based on the own reality and proposals of Costa Rican women. To this end, the REDD+ Secretariat is conducting the first analysis of the situation in the country related to forests, gender, and climate change mitigation, which included field visits, case studies, analysis of inequalities, opportunities, challenges, and lessons learned, as well as the analysis of the gender-

related regulatory, institutional, academic, and social framework relevant to REDD+. The actions proposed by the GAP are specific and detailed as they are based on the policies, actions, and measures (PAMs) of the National REDD+ Strategy approved by the different RIPs in the country. To prepare these actions, an analysis was done of the gender considerations relevant to the PAMs and their Implementation Plan, in order to ensure that the expected outcomes are not only achievable, but also address the gaps faced by Costa Rican women and recognize gender roles and how the latter contribute to the conservation and sustainable management of forests.

Lastly, it is important to mention that since 2015, Costa Rica has been leading gender negotiations in the context of the UNFCCC and is one of the Gender Action Plan agents for this convention. This commitment is reflected in national policies, with Costa Rica's Nationally Determined Contribution (NDC) indicating the country's support for a transformational gender approach to public climate governance as well as the participation of women in the policy formulation and implementation of climate-related activities. The GAP for the National REDD+ Strategy is the first climate-related Gender Action Plan prepared by Costa Rica and thus represents an important step that strengthens the commitment made by it in its NDC.

The objective of this report is to present Costa Rica's GAP for the National REDD+ Strategy. The report includes a summary of the relevant gender- and forest-related information obtained during the course of the analysis of the current situation in Costa Rica, the analysis of the gaps and opportunities in the country that form the basis of the GAP, the expected outcomes, actions, and indicators proposed in the action plan, and an analysis of the relationship between the GAP and the main international gender-related

mandates. Furthermore, this GAP reaffirms Costa Rica's commitment to human rights and gender equality, and demonstrates how a country can implement its gender-sensitive climate policies through a gender-responsive climate strategy. However, the GAP for the National REDD+ Strategy is not only a compliance

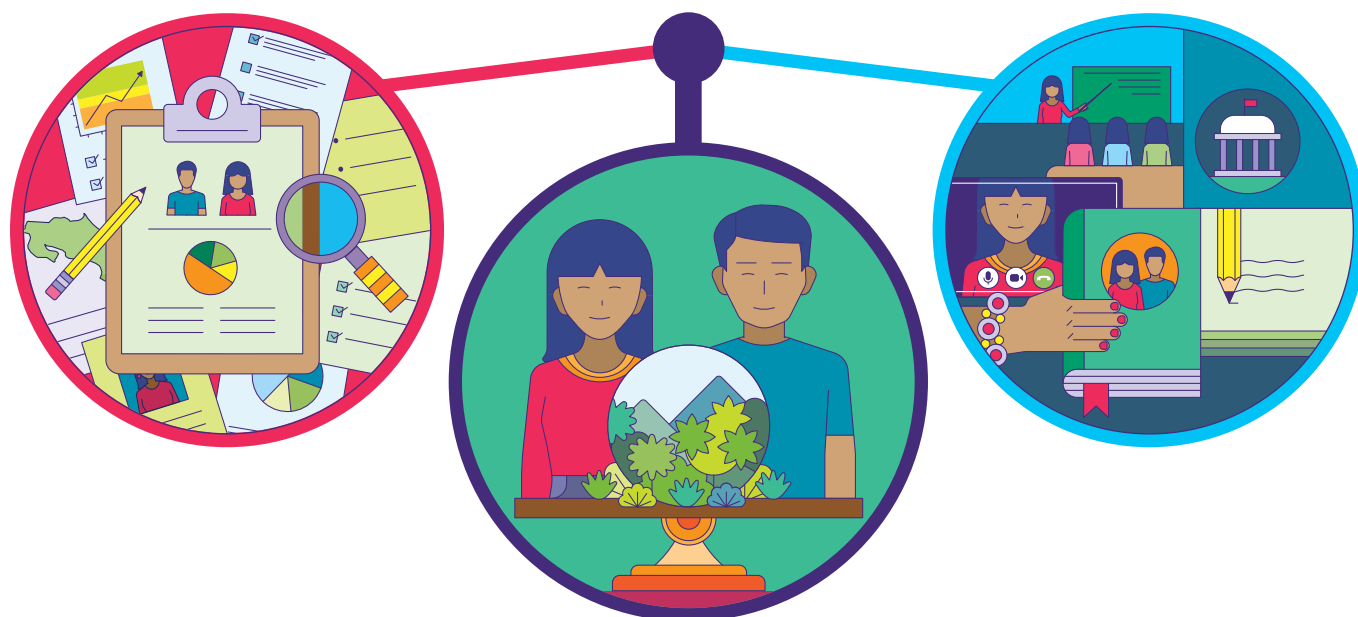
instrument; it is a proposal for concrete and innovative social and environmental change based on the realities, needs, and priorities of the men and women who contribute day in, day out to the conservation and sustainable management of Costa Rica's forests in a meaningful way.

	CONCEPTS	DEFINITION
	Gender blind	Used where gender is not considered a relevant component for the outcome of the project.
	Gender neutral	Applies if gender-related themes are not mentioned or gender considerations are not addressed.
	Gender sensitive	Applies where gender is recognized as an essential issue, and gender norms, roles, and inequalities are taken into account as part of its objectives.
	Gender responsive	Used if gender is considered to be integral to the outcomes and expected results and includes gender indicators in its monitoring and evaluation.
	Gender transformative	Applies if unequal gender relations are transformed to promote control over resources, equitable decision making, and empowerment.

SECTION

03

METHODOLOGY



The REDD+ Secretariat developed the GAP with the assistance of the Forest Carbon Partnership Facility (FCPF) and the World Bank. The GAP development process was based on five key principles:² (a) using an approach guided by and adapted to the country's circumstances; (b) acquiring greater knowledge of the country's current situation and successful experiences; (c) building on the basis of national capacity and structures; (d) outlining a strategic approach to promote gender equality in national environmental and climate

strategies; and (e) promoting partnerships to achieve the strategic outcomes proposed.

The GAP development process proposes a conceptual framework with three action areas that address the gender considerations relevant to the country. Most of these gender factors were identified when the Gender and REDD+ Roadmap for Costa Rica was prepared in 2016 and three specific action areas with 10 gender considerations were proposed (see figure 1).³ This

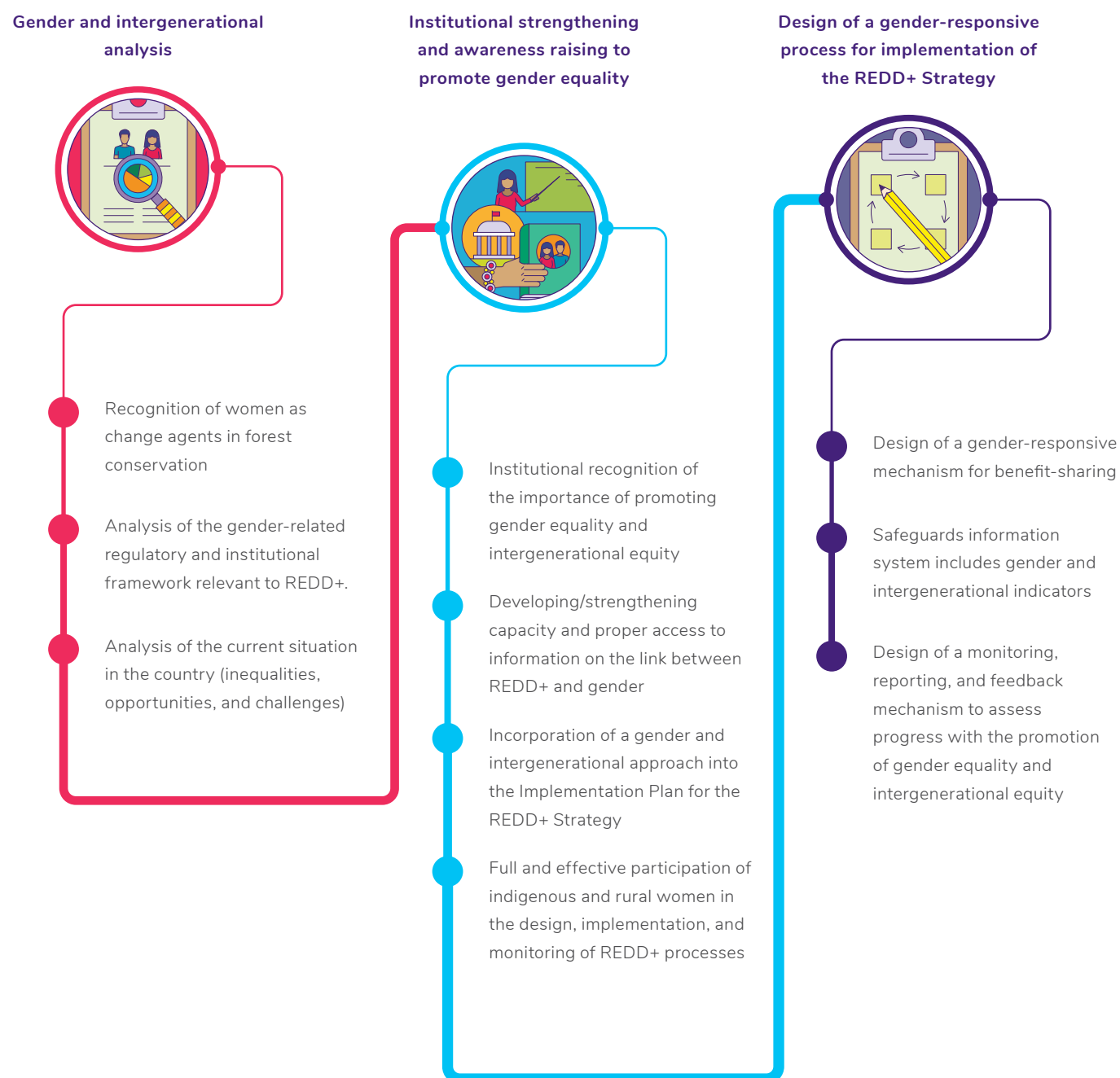
² These principles are set forth in the five proposed actions for implementation of the World Bank's Gender Strategy.

³ It is important to mention that the roadmap had four areas of action; however, in the design of the GAP, it was considered that the last two could be combined into one broader line of action covering all the areas included in the National REDD+ Strategy and PAM proposals.

approach was chosen because three main gender gaps in Costa Rica were identified, which had to be taken into account before proposing specific actions related to the National REDD+ Strategy: (a) the lack of recognition of

women as forest conservation agents; (b) the lack of information on gender and forests; and (c) the need to strengthen institutional capacity and raise awareness of gender and environmental issues.

FIGURE 1. CONCEPTUAL FRAMEWORK FOR THE DEVELOPMENT OF THE GENDER ACTION PLAN (GAP) FOR THE NATIONAL REDD+ STRATEGY



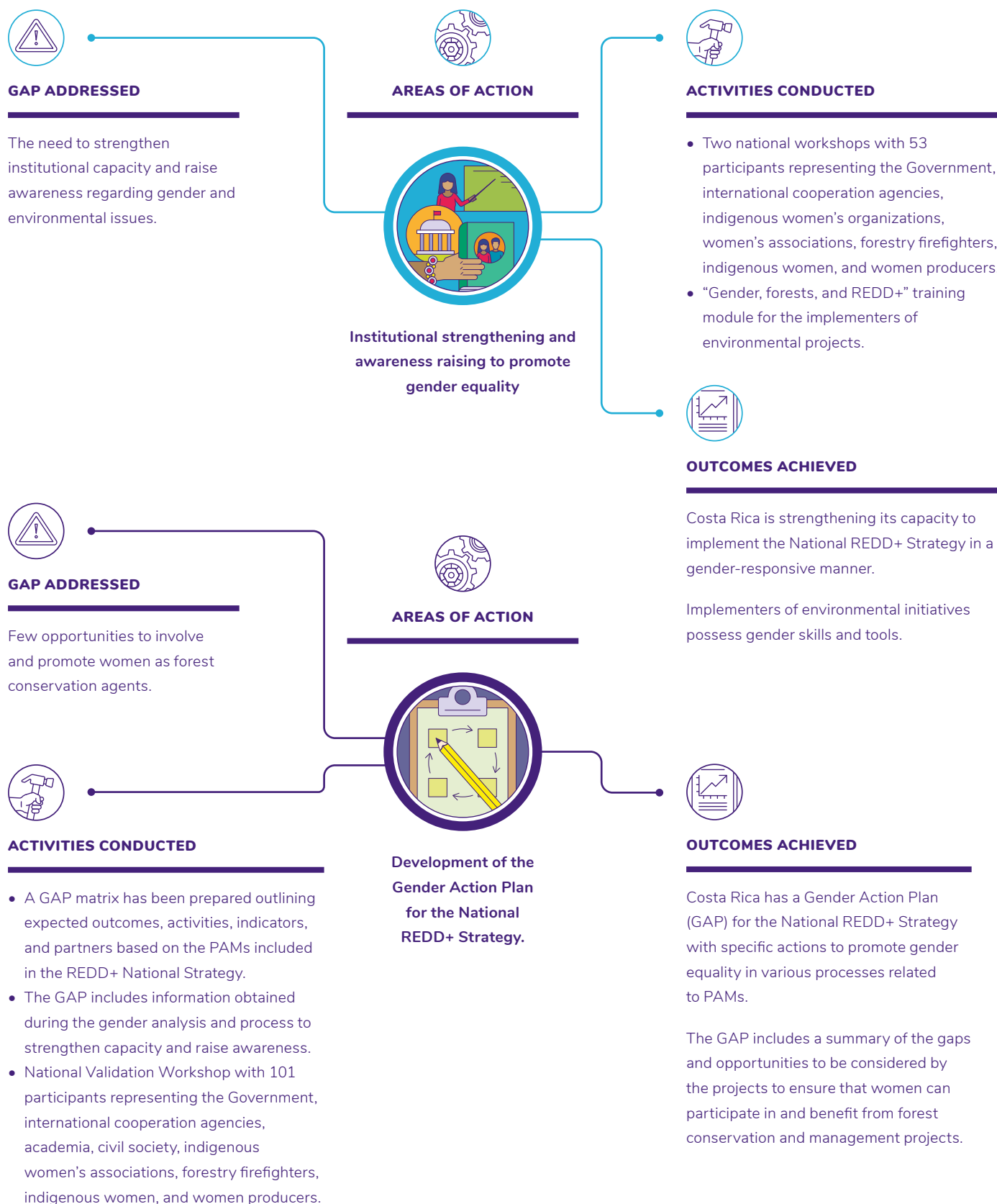
To determine specific actions and draft the GAP, a multi-stakeholder participatory process was proposed that took into account the principles and conceptual framework identified. It is important to stress that the three areas of action are interrelated; consequently, the methodology applied was based on a theory of change that identified the activities needed to achieve the expected outcomes (see table 1). The methodology combined a literature review and data

analysis together with interviews, field visits, awareness-raising workshops, and a national, participatory, and *multi-stakeholder* validation process. By combining these activities, quantitative and qualitative data were obtained, undocumented information identified, including case studies throughout the country, and different recommendations received on local, national, and institutional factors.

TABLE 1. SUMMARY OF THE PROCESS FOR THE DEVELOPMENT OF THE GAP AND ACHIEVED OUTCOMES



TABLE 1. SUMMARY OF THE PROPOSAL FOR DEVELOPMENT THE GAP AND OUTCOMES ACHIEVED (CONT.)



Through the gradual implementation of this process, the information needed to create the GAP was obtained and coordinated. The actions and suggestions identified

and proposed during the activities related to the first two areas of action—gender analysis and institutional awareness raising—determined the activities, indicators, and partnerships proposed in the GAP for each PAM in the National REDD+ Strategy (see figure 2). It should be noted that the second area of action for development the GAP was very important as the interviews indicated that one of the biggest challenges faced by the staff working on environmental issues is availability of the right skills and tools to incorporate a gender perspective into their initiatives, programs, and projects. Another

key point related to development of the GAP was related to the field visits, which facilitated an understanding of the reality faced by rural women and men. Lastly, once the draft GAP was prepared, its validation process involving government representatives, civil society, rural communities, indigenous peoples, academia, and gender experts was critical. This process facilitated greater ownership of the GAP and helped strengthen strategic partnerships among government institutions, civil society, and women's groups with a view to its implementation. Several lessons were also learned from the GAP development process that could be taken into account in similar initiatives. They are summarized below.

TABLE 2. LESSONS LEARNED: FROM THE DEVELOPMENT OF THE GAP IN COSTA RICA



The REDD+ Secretariat led the GAP development process.

The active involvement of the REDD+ Secretariat paved the way for strengthening staff capacity throughout the process and building partnerships with other government institutions, and promoted greater ownership of the GAP at the institutional level. It also ensured that the GAP goals and proposed actions were more concrete and consistent with the Policies, Actions, and Measures of the National REDD+ Strategy and the Institutional Operating Plans of the entities tasked with implementing the National REDD+ Strategy.

Strategic partnerships were established for the GAP development process.

As a preliminary step toward the development and rollout of the GAP, a strategic partnership was established with the National Institute for Women (INAMU). INAMU is the national lead agency for the promotion and protection of the human rights of women, and works in conjunction with the State and civil society. As a result of this partnership, the gender issue was once more incorporated into the activities of MINAE, while INAMU included environmental issues in its agenda on women and the National Policy for Effective Equality between Men and Women for 2018-2030.



The GAP development process was driven by a theory of change.

The approach used for the preparation of the GAP involved identifying existing gaps and implementing three interrelated areas of action, thereby ensuring that all aspects of the GAP were properly coordinated. As a result, the actions proposed for the first two areas, namely gender analysis and capacity strengthening, were gradually rolled out as a necessary preliminary step to the development of the Action Plan to address existing gaps at the national level relating to gender and forests. In other words, the expected outcomes and specific actions implemented under the first two areas of action were the required enabling conditions for designing the GAP and implementing its related activities.

A methodology incorporating a combination of analytical and participatory approaches was used to prepare the GAP.

This methodology made it possible to collect very diverse data, which were used as a basis for proposing actions in the GAP that have an impact at the national and local levels. These activities also help minimize the gaps and maximize opportunities in various environmental sectors. The organization of focus groups and workshops to complement the desk research served to underscore the importance of visiting and interacting with various Relevant Interested Parties (RIPs) throughout the country, especially in the local communities.



The GAP was developed using a “bottom-up” approach.

This approach made it possible to propose concrete actions under the GAP that reflect the prevailing reality within the country and validate the ideas and contributions of women. It was therefore easier for women and the groups consulted to take greater ownership of the GAP development process.

The GAP was prepared in parallel with a sensitization campaign conducted at the national and local levels to build awareness of issues relating to gender and forests.

The activities implemented in preparing the gender analysis provided a useful platform for sensitizing and sharing information with government officials interviewed, as well with the communities visited. In addition, two nationwide awareness-raising workshops were held, thus enabling the dissemination of information to a wide cross-section of stakeholders at the national level.

SECTION

04

NATIONAL REDD+ STRATEGY, FORESTS, AND GENDER IN COSTA RICA



STATE OF FORESTS IN COSTA RICA

Costa Rica has made significant strides in formulating public policies for the promotion of protected wildlife areas and payment for environmental services programs. These policies have been instrumental in the fight against deforestation, the recovery of forest cover, the promotion of sustainable forest management, the establishment of institutional frameworks, and the development of financing instruments for the conservation and restoration of forest ecosystems. There are 3,218,468 hectares of forest cover in Costa Rica, of which 2,418,940

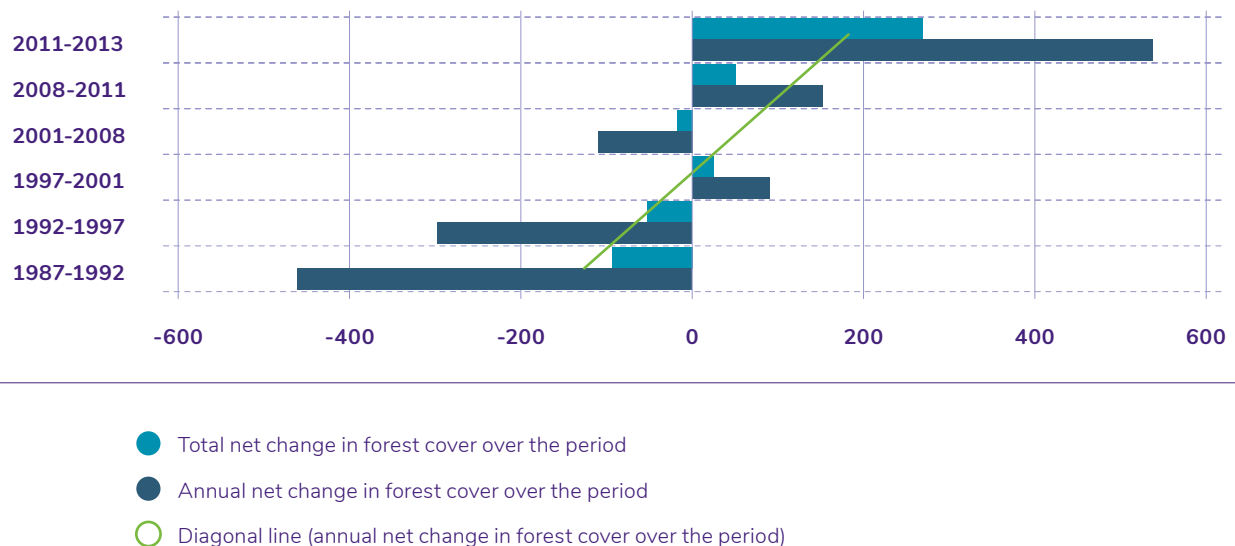
hectares are mature forests. Between 1986 and 2013, gross annual anthropic deforestation ranged between 23,255 and 54,442 hectares per year. Forest regeneration has improved substantially and the growth of secondary forest cover has risen steadily over time.

As a result of these efforts, there is a clear trend toward the restoration of Costa Rica's forest cover. The country has transitioned from a situation of net loss to one of net gain in forest cover. Beginning in 1997, the deforested

area begun to gradually decline through to 2013, while the regenerated area grew consistently toward the end of the same period, reflecting a positive trend toward increased net forest cover, as illustrated in figure 2. These outcomes underline the extent to which the country has been able to successfully design forest policies at an early stage which

have been instrumental in reducing emissions in the sector and preserving the vital functions of critical ecosystems, while improving their resilience to climate change and providing opportunities for access to critical environmental and economic resources for local communities, especially in rural areas.

FIGURE 2. CHANGE IN FOREST AREAS IN COSTA RICA OVER THE PERIOD 1987-2013 (KM2)



Source: COSTA RICA NATIONAL REDD+ STRATEGY

Despite this positive trend, deforestation and degradation in Costa Rica have not been entirely eliminated. Although forest cover is increasing, forest degradation is continuing in some areas of the country and forest land-use changes continue to occur in others. An analysis of the changing patterns of land use over the period in question reveals a rate of deforestation in primary forests that is inversely proportionate to the extent to which management of forest lands is controlled. As such, the rate of deforestation in non-Protected Areas is 40 percent higher than for land outside of Protected Areas. Some of the drivers of deforestation are: the conversion of forests for agricultural use and livestock farming, access to wood resources, and the fact that

since under Costa Rican law forest land use change is prohibited, landowners do not allow forests to fully regenerate in their lands, constantly clearing secondary forests. For their part, small-scale forestry producers and farmers point to over-regulation and administrative restrictions regarding the sustainable management of primary and secondary forests; restrictions regarding access to Payments for Environmental Services (PES) or recognition of the value of standing timber as owners and users of natural forests, and the fact that forest resources cannot compete with alternative land uses which are more profitable. Weaknesses of State control mechanisms and the factors cited above are all drivers of deforestation and forest degradation.

NATIONAL ENVIRONMENTAL POLICY

Costa Rica's regulatory framework for the environment guarantees the right of its inhabitants to a healthy and sustainable environment. Article 50 of the Constitution reaffirms that the State defends and preserves this right for the welfare of all inhabitants of the Nation. Moreover, Costa Rica is signatory to, and has ratified, the most relevant international and regional conventions pertaining to the environment, and has enacted laws and regulations to enforce and operationalize the principles enshrined in the Constitution, in particular through the promulgation of Organic Law No. 7554 and Forestry Law No. 7575. This legislation represents the third generation of rights for Costa Rican citizens, and has led to a significant shift in behavior and cultural mindset, as these rights have allowed them to take ownership over the conservation and sustainable management of natural resources.

With regards to gender, the trend in environmental policies over time has been positive. The country has a specific and robust regulatory framework to promote gender equality; it is a signatory to and has ratified the main declarations and agreements promoting women's rights; and it has established the National Institute for Women (INAMU). The 2019-2022 National Development Plan is grounded in a gender-rights and a gender-equality approach. These social policies have had a major impact on environmental policies, especially considering that legislation passed in the nineties, such as the Organic Law on the Environment and the Forestry Law, make no mention of the gender-based approach. In contrast, the policies and plans proposed over the last decade do include gender considerations and recognize the importance of the gender-based approach when carrying out activities for the conservation and sustainable management of natural resources. This trend may be observed in the policies related to the environment, forests, and climate change, which have evolved from a gender-neutral to a gender-sensitive or gender-responsive approach (see figures 3, 4, and 5).

FIGURE 3. GENDER TIMELINE – BIODIVERSITY-RELATED POLICIES

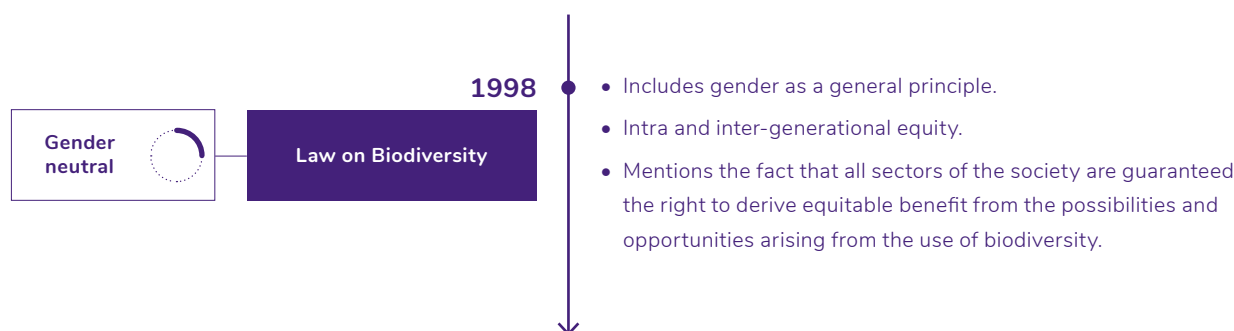




FIGURE 4. GENDER TIMELINE – CLIMATE CHANGE-RELATED POLICIES

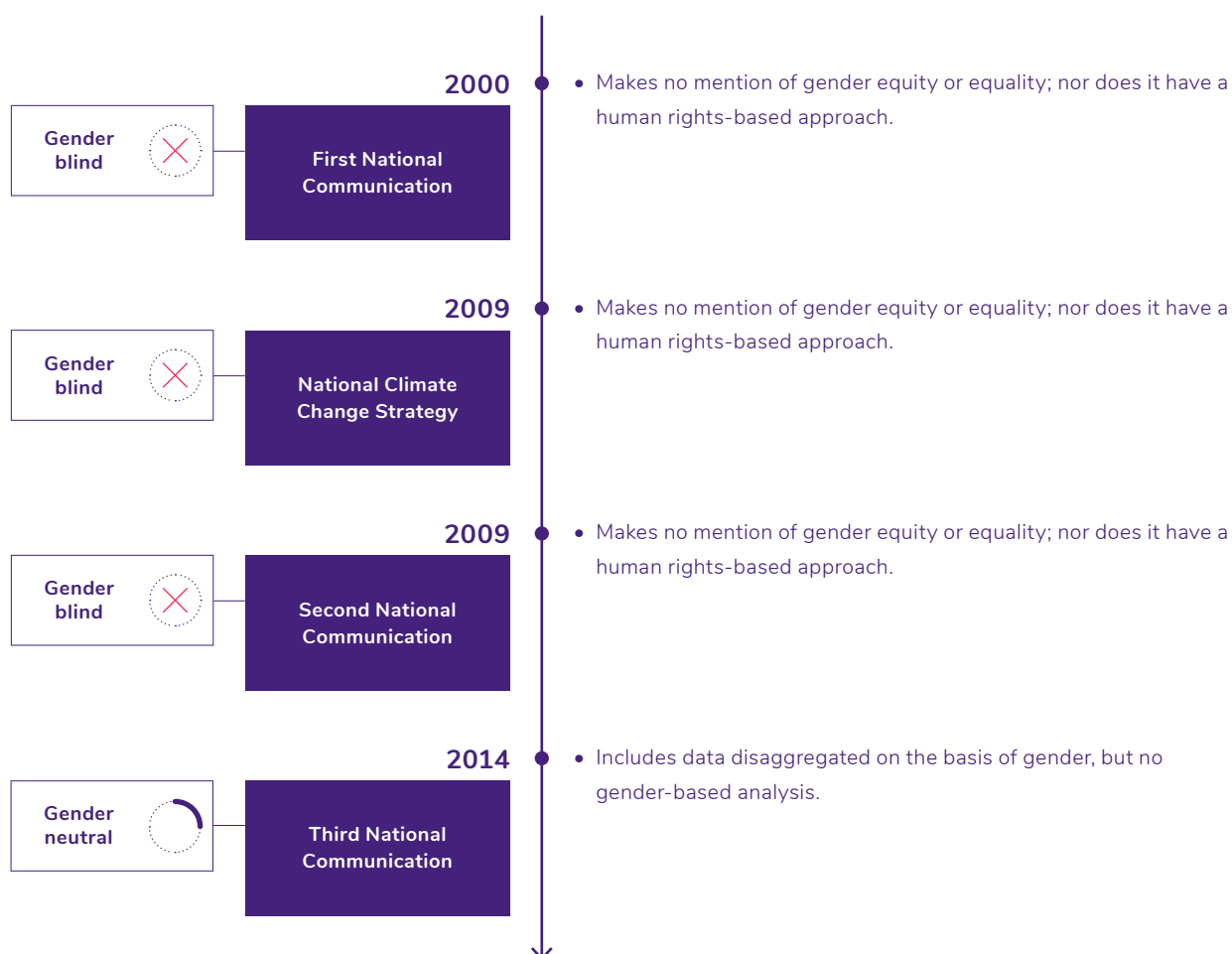
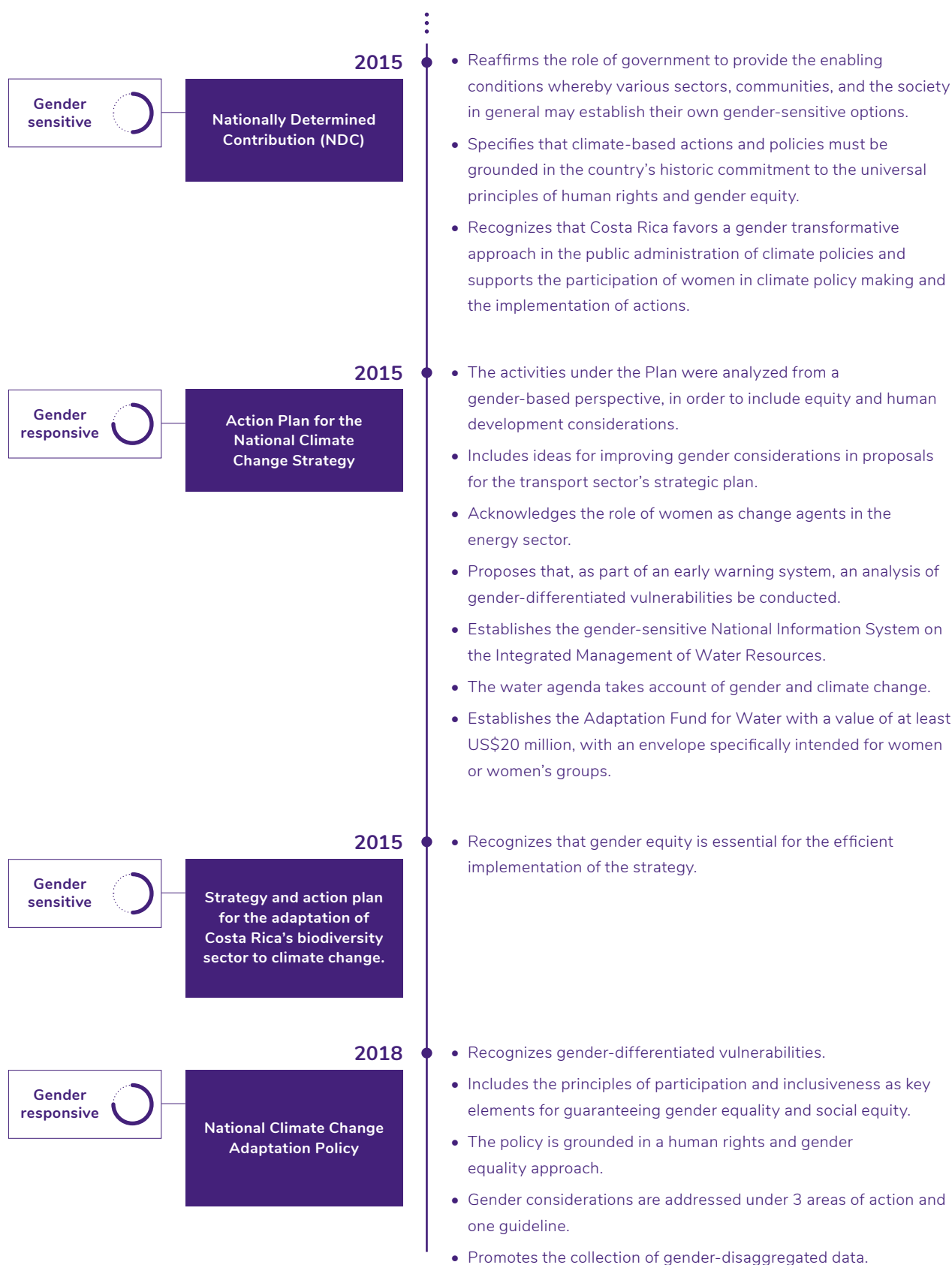


FIGURE 4. GENDER TIMELINE – CLIMATE CHANGE-RELATED POLICIES (CONT.)



NATIONAL FORESTRY DEVELOPMENT POLICY

The National Forestry Development Plan (NFDP)

2011-2020 is the current official planning instrument governing the use, management, and protection of

forest resources. The NFDP policy framework is made up of one overarching policy and 12 specific policies, which are, in turn, broken down into goals and implementation strategies. The Government of Costa Rica is currently seeking to strengthen implementation of the NFDP through a multi-sector initiative called the Forests and Rural Development Program.

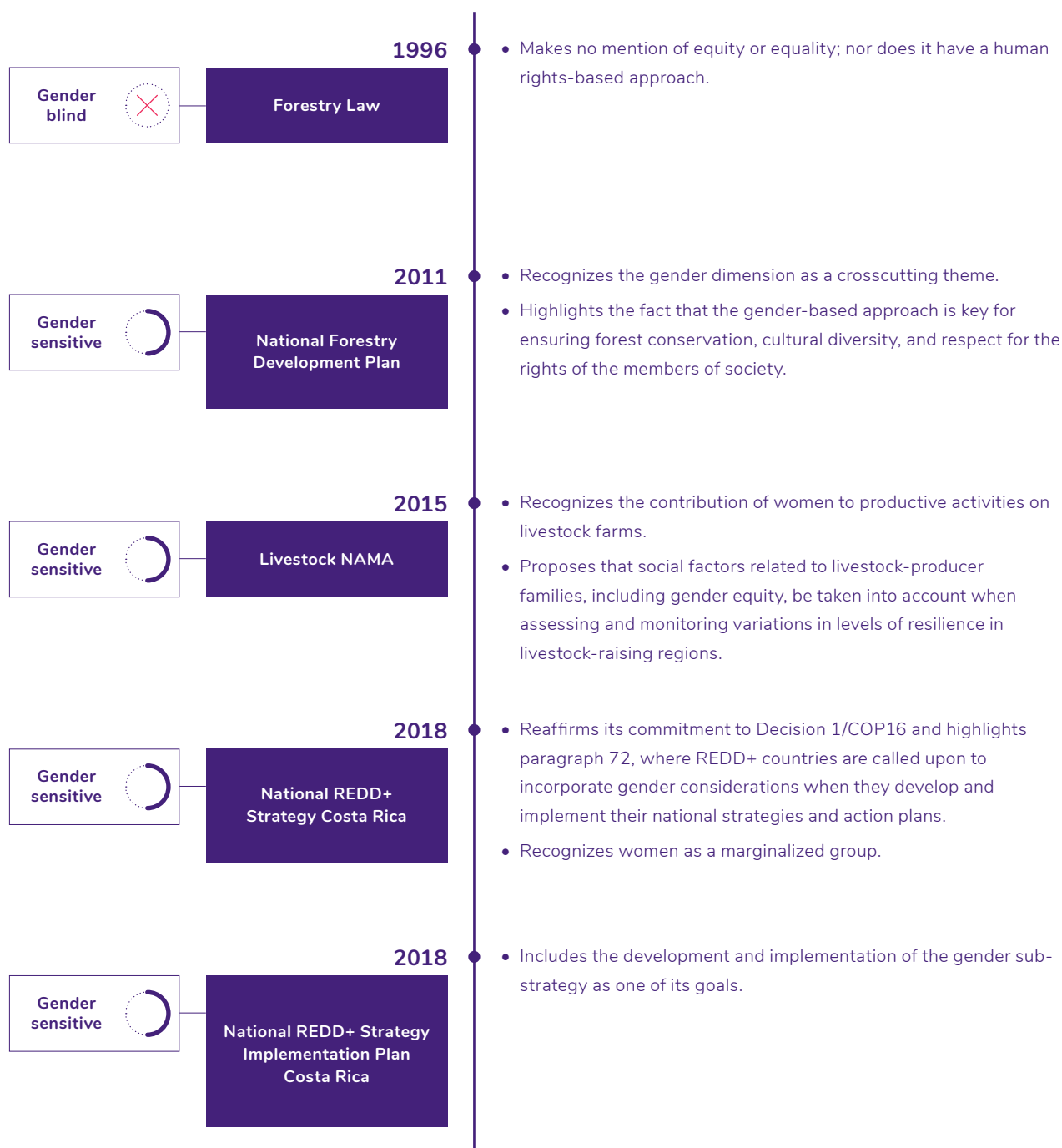
The NFDP 2011-2020 is the first forest policy in which gender is included as a crosscutting theme.

The NFDP recognizes that, in order to ensure conservation of biodiversity and the sustainable use of forest land, as well as cultural diversity and respect for the rights of all members of society, the gender perspective must be taken into account and full participation of citizens in decision-making processes guaranteed. Despite the significance of this development in forestry legislation, it should be seen as a mere starting point, since the gender-based approach must include actions that go far beyond women's participation in decision-making processes.

Forestry policies are evolving from being gender blind to being gender sensitive

(see figure 6). Despite the fact that the Forestry Law makes no specific mention of gender, some of its articles may be interpreted in such a way as to include the gender dimension. For example, article 10 states that one of the functions of the National Forestry Office (ONF) is to promote the development of the forestry sector by facilitating the establishment and strengthening of organized groups and associations. Priority should be given to including smallholders and small-scale producers. It is therefore essential to strengthen the gender-sensitive capacities of the ONF so that it may equitably promote the creation and strengthening of organized women's and men's groups. In addition, the ONF should take account of the roles, capacities, and needs of women farmers and small-scale producers so that they may be empowered to organize themselves and exploit, market, and process forest products. These recommendations may also apply to article 10 of the Law on Park Services, which states that one of the functions of the ONF is to promote programs that are aimed at rural communities with a view to engaging small landowners in reforestation programs.

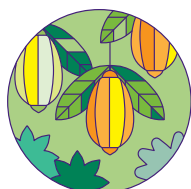
FIGURE 5. GENDER TIMELINE – FOREST-RELATED POLICIES



NATIONAL REDD+ STRATEGY

For over two decades, Costa Rica has generated REDD+ actions and policies that have served as the road map for governments of different political parties. Since their introduction in 1986, the Forest Credit Certificate and, subsequently, the Payment for Environmental Services (PES) programs have been financed mainly through domestic resources, obtained, for example, from regular budgets or the single tax on fossil fuels. They have been also financed through two World Bank loans, supplemented by bilateral and multilateral grants, as well as by various national public-private initiatives. These initiatives serve to underline Costa Rica's sustained commitment to the protection of its natural resources, and underscore the international community's recognition of the country's efforts in this area.

Costa Rica's National REDD+ Strategy was developed on the basis of an extensive consultation process with Relevant Interested Parties (RIPs) between 2011 and 2017. The country's REDD+ Policies, Actions, and Measures (PAMs) were defined based on a systemization of a multitude of social, political, and environmental risks, and were developed to strengthen the mitigation measures under applicable safeguards. The PAMs were also aligned with the official planning framework for Costa Rica's forest sector (NFDP 2011-2020) to ensure that both instruments would complement each other. The following figure outlines the six policies of the National REDD+ Strategy:



Policy 1

Promotion of low-carbon production systems.



Policy 2

Strengthening of programs to prevent and control land use change and fires.



Policy 3

Incentives for conservation and sustainable forest management.



Policy 4

Restoration of forest landscapes and ecosystems.



Policy 5

Participation of indigenous peoples.



Policy 6

Enabling conditions.

In 2011, Costa Rica began mainstreaming the gender approach into the REDD+ Readiness Phase. In the same year, FONAFIFO organized the first awareness-raising workshop on gender and forests, in collaboration with the International Union for the Conservation of Nature (IUCN). The recognition of this issue and the initial institutional sensitization were instrumental in ensuring that gender was discussed in a number of processes associated with the REDD+ readiness phase in Costa Rica. For example, in the self-assessment workshop with the RIPs, participants identified the need to address gender. As a result, this issue was discussed by participants during the Strategic Environmental and Social Assessment (SESA) workshop. The resulting SESA includes specific actions to address the gender issue, but also mentions that the RIPs noted that failure to address the issue would lead to the exclusion and marginalization of women. The SESA also recognizes that there are various constraints to incorporating the gender issue in the country's REDD+ process.

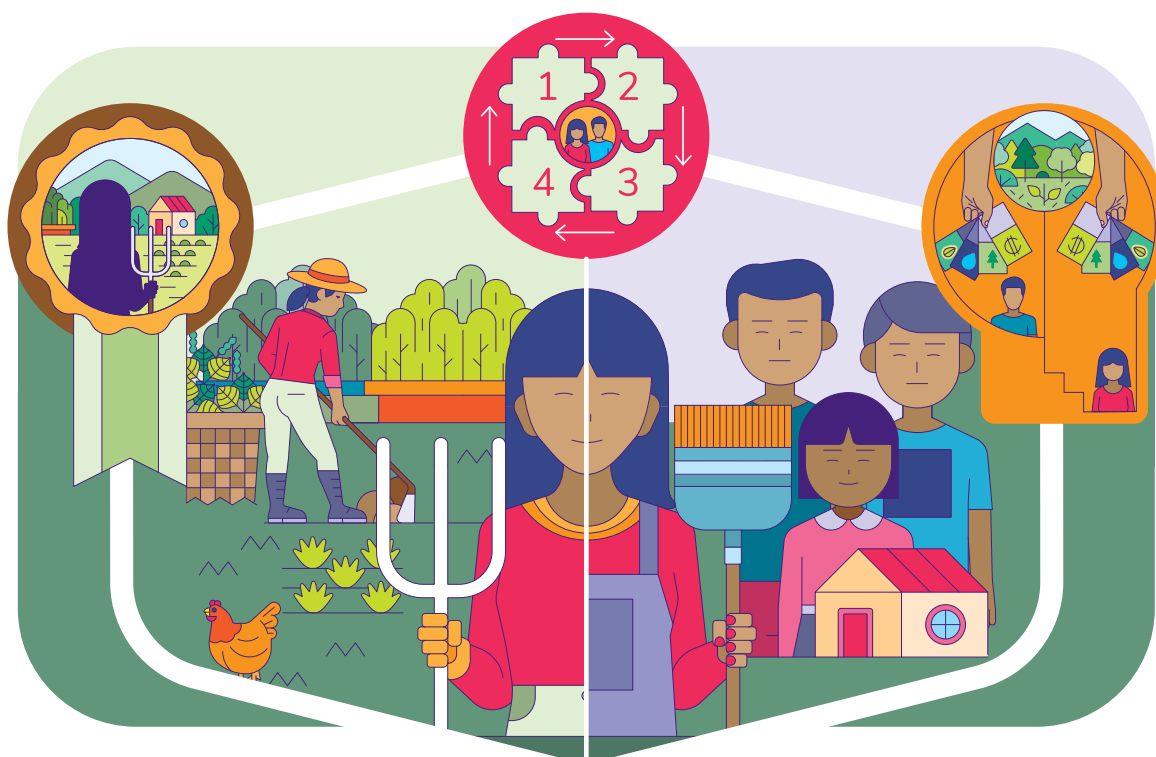
As a result of these efforts, the National REDD+ Strategy reaffirms its commitment to Decision 1/ COP16, and highlights paragraph 72, which requests REDD+ countries, when developing and implementing their national strategies or action plans, to address gender considerations. In pursuit of this mandate, Costa Rica outlined the actions needed to ensure that the Gender Action Plan was prepared in harmony with the REDD+ PAMs included in the National REDD+ Strategy. Costa Rica also took steps to ensure that the National REDD+ Strategy Implementation Plan for Costa Rica and the Benefit-Sharing Plan of the Emissions Reduction Program under the FCPF Carbon

Fund would begin to include specific actions to address gender considerations. The Implementation Plan for the National REDD+ Strategy was particularly explicit in recognizing, as an enabling condition, the importance of including and operationalizing a specific component within the plan to address the participation of special groups, and deal with gender considerations.

As a first step toward addressing the gender issue, the Gender and REDD+ Roadmap for Costa Rica was prepared in 2016. The roadmap was developed using a multi-stakeholder, participatory approach during a workshop on *Finalizing the Design of the Critical Roadmap for Addressing Gender in the REDD+ Process*, with the support of the WISE program. The general objectives of the workshop were to explore the gender considerations that needed to be taken into account in the REDD+ process in Costa Rica, and to propose a plan for effectively tackling these issues. The national workshop was attended by 32 representatives from the Government, NGOs, academia, international partners, indigenous women's organizations, community organizations, and rural women participating in the preparation of the National REDD+ Strategy and REDD+ projects practitioners. The workshop resulted in the creation of a roadmap with four areas of action and 10 gender considerations that are relevant to the REDD+ process in Costa Rica. The roadmap included expected outcomes and actions for each area, and identified the organizations that could lead them. In addition, the roadmap was used as a guide to inform the preparation of the Gender Action Plan for the National REDD+ Strategy.

SECTION

05

ANALYSIS OF GENDER ROLES,
GAPS, AND OPPORTUNITIES

This Gender Action Plan is based on a holistic gender analysis that recognizes the gender-differentiated roles, gaps, and opportunities in the Costa Rican forest sector.

Gender analyses typically focus solely on gender gaps. However, a holistic gender analysis goes beyond merely highlighting disparities between gender to examine the differences that exist between men, women, girls, and boys, in terms of the roles, activities, needs, opportunities and rights of each group in certain situations and contexts.⁴ A holistic gender

analysis helps to better understand the complexity of the social landscape and can have a positive impact by defining actions that are more comprehensive in scope. As a result, the goals and actions proposed in the GAP have the potential not only to bridge the identified gaps, but also to open up new opportunities for Costa Rican women and men who live in, depend on, and protect the country's forests and biodiversity.

⁴ Methodology based on UNICEF, UNFPA, UNDP, UN Women. "Gender Equality, UN Coherence and You."

The gender analysis provided a better understanding of the realities faced by Costa Rican women and yielded quantitative and qualitative data on gender roles, gaps, and opportunities. At the local and national level, women face gender inequalities in relation to land tenure, participation in decision making, training and access to information, access to and control of economic resources, and childcare responsibilities. At the same time, many women from different regions of the country are interested in participating in activities to reduce deforestation and combat forest degradation. A summary of the data and information that emerged

from the gender analysis and which are relevant to the GAP of the National REDD+ Strategy is provided below. It should be noted that there are a large number of gender inequalities at the national level, such as those related to domestic violence or the household economy. However, these are not covered in this document as the gender analysis used to prepare the GAP focused on the roles, gaps, and opportunities directly related to natural resources as mentioned in the course of the interviews, local focus group discussions, and workshops conducted to inform the preparation of the GAP.



GENDER ROLES

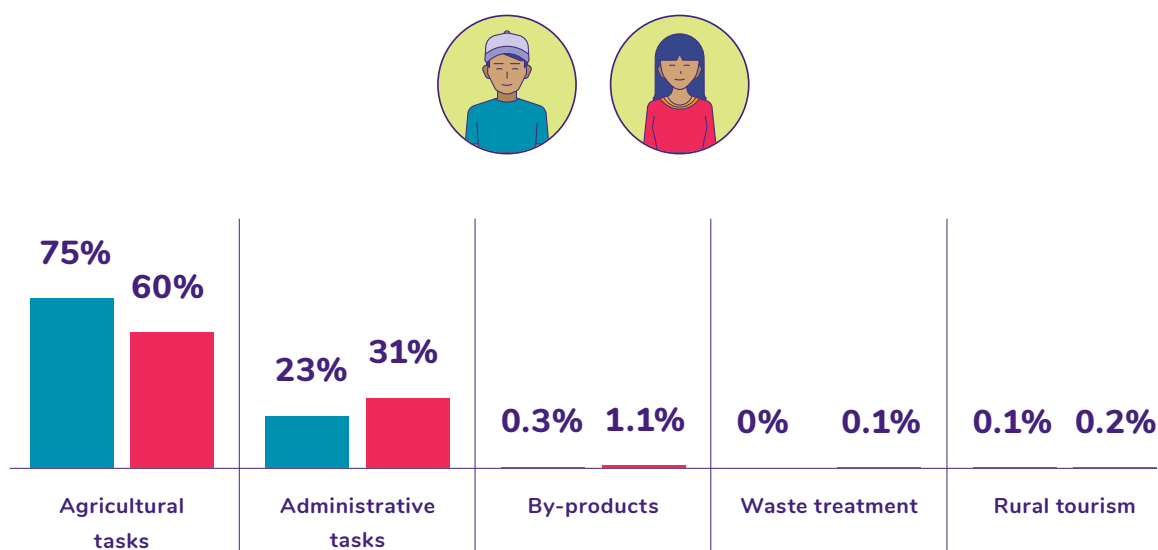
Rural women in Costa Rica are involved in a variety of agricultural and forest activities for production purposes.

A recent study conducted by the Ministry of Agriculture and Livestock (MAG) found that women participate in the production of agricultural products and other goods and services related to agroprocessing, and carry out various administrative functions.⁵ The study confirmed that women are constantly engaged in a plethora of activities linked to the agricultural production cycle. Nevertheless, it was frequently mentioned during the focus group discussions that the agricultural work and farming activities performed by women are often not recognized by institutions, communities, or even by women themselves.

At the national level, there are specific gender roles associated with certain agricultural and forest activities.

In the case of farms run by women producers, a lower percentage of women participate in agricultural tasks, and a higher percentage are engaged in administrative functions and other duties, compared to men, who work mainly in the area of agricultural production. Women tend to play a greater role in other duties, such as the processing of by-products, rural tourism, and waste treatment (figure 6).⁶

FIGURE 6. MAIN TASKS PERFORMED ON FARMS, DISAGGREGATED BY GENDER



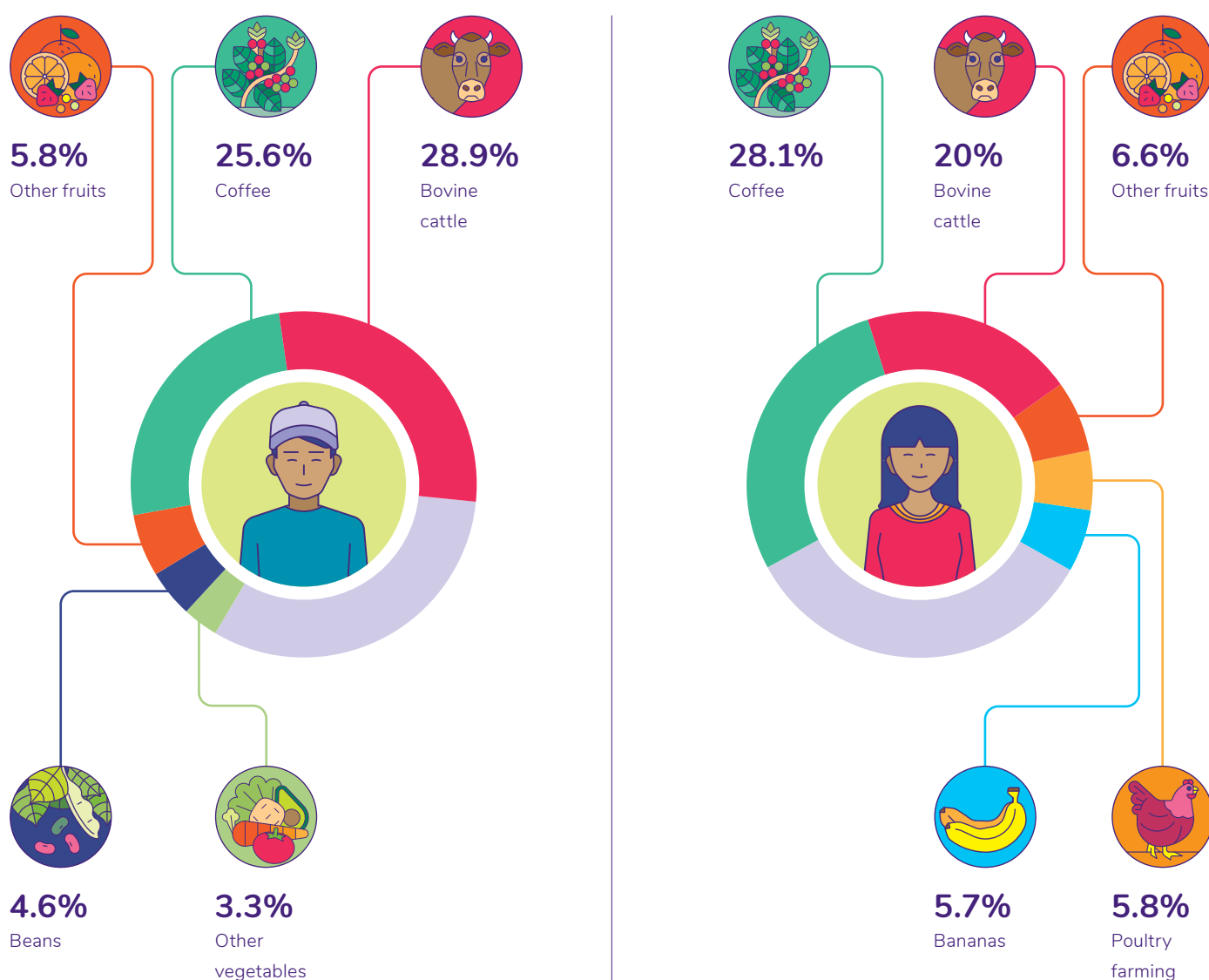
⁵ MAG, 2017. Our Farm Notebook. Women Agricultural Producers.

⁶ INEC, 2017. A Vision of the Agricultural Sector based on the 2014 National Agricultural Census.

Men and women carry out different productive activities and, in some cases, produce different crops. There are differences between the main productive activities of women and men. For women, coffee production is the main activity, while for men,

it is livestock farming, followed by coffee production (figure 7).⁷ It should also be noted that a greater percentage of women are engaged in the management and protection of natural forests.

FIGURE 7. MAIN PRODUCTIVE ACTIVITIES ON FARMS, DISAGGREGATED BY GENDER



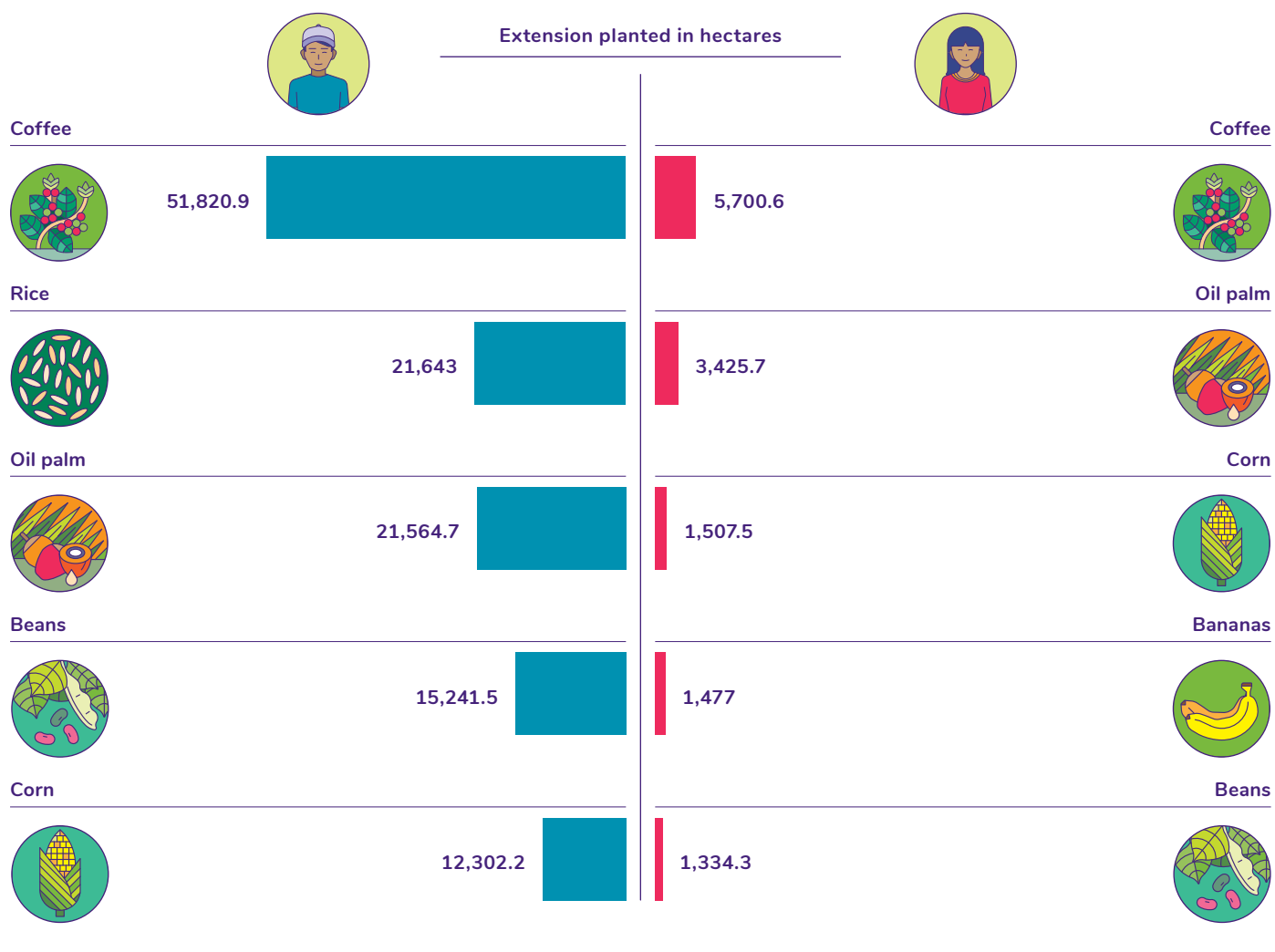
7 INEC, 2017. A Vision of the Agricultural Sector based on the 2014 National Agricultural Census.

Coffee is the dominant crop in all regions of the country, in terms of both number and size of farms, for both men and women producers. However, other than

coffee, men and women plant different crops. In farms run by men, the five main crops, other than coffee, by area under cultivation, are rice, oil palm, beans, corn, and sugar cane. In farms run by women, the five main crops, other than coffee, by area under cultivation, are oil palm, corn, bananas, beans, and sugar cane (figure 8).⁸

Another example of the difference in agricultural activity between men and women can be found in the area of livestock farming, where 62 percent of livestock is owned by men, compared to only 5 percent by women, with the remainder in the hands of non-natural persons.⁹ In the case of poultry farms, 75 percent of such farms are owned by men and 17 percent by women, with the remainder in the hands of non-natural persons.

FIGURE 8. MAIN CROPS BY EXTENT OF CULTIVATED AREA, DISAGGREGATED BY GENDER



⁸ INEC, 2017. A Vision of the Agricultural Sector based on the 2014 National Agricultural Census.

⁹ This term is used in the agricultural census and refers to legal entities.

The farms operated by women are almost as diverse as those run by men in terms of the variety of crops grown, despite the smaller number of farms in the hands of women and the smaller area at their disposal for growing crops.¹⁰ Farms managed by

women producers produce a total of 278 crops, while those run by men produce 359 crops. This level of diversity means that it is possible to involve both men and women in projects that promote agroforestry development, especially in farms that produce avocado, cocoa, coffee, hearts of palm, plantain, and bananas, where agroforestry systems could be established. Programs designed to strengthen agroforestry systems and extension services provided should take account of the differences in size between the farms of men and women to ensure that the models and practices proposed for these systems and services can be implemented across the full range of farms. This diversity can also be used to create productive landscapes that involve both women and men, despite the fact that women own less property and smaller land parcels.

Although the main land uses are similar for the farms of both men and women producers, there are differences in terms of the uses preferred by each.

Based on disaggregated data from the Agricultural Census,¹¹ the main form of land use for both men and women producers is natural pastures, accounting for 28 percent of their farms. To a certain extent, this reflects the degree to which women are involved in livestock

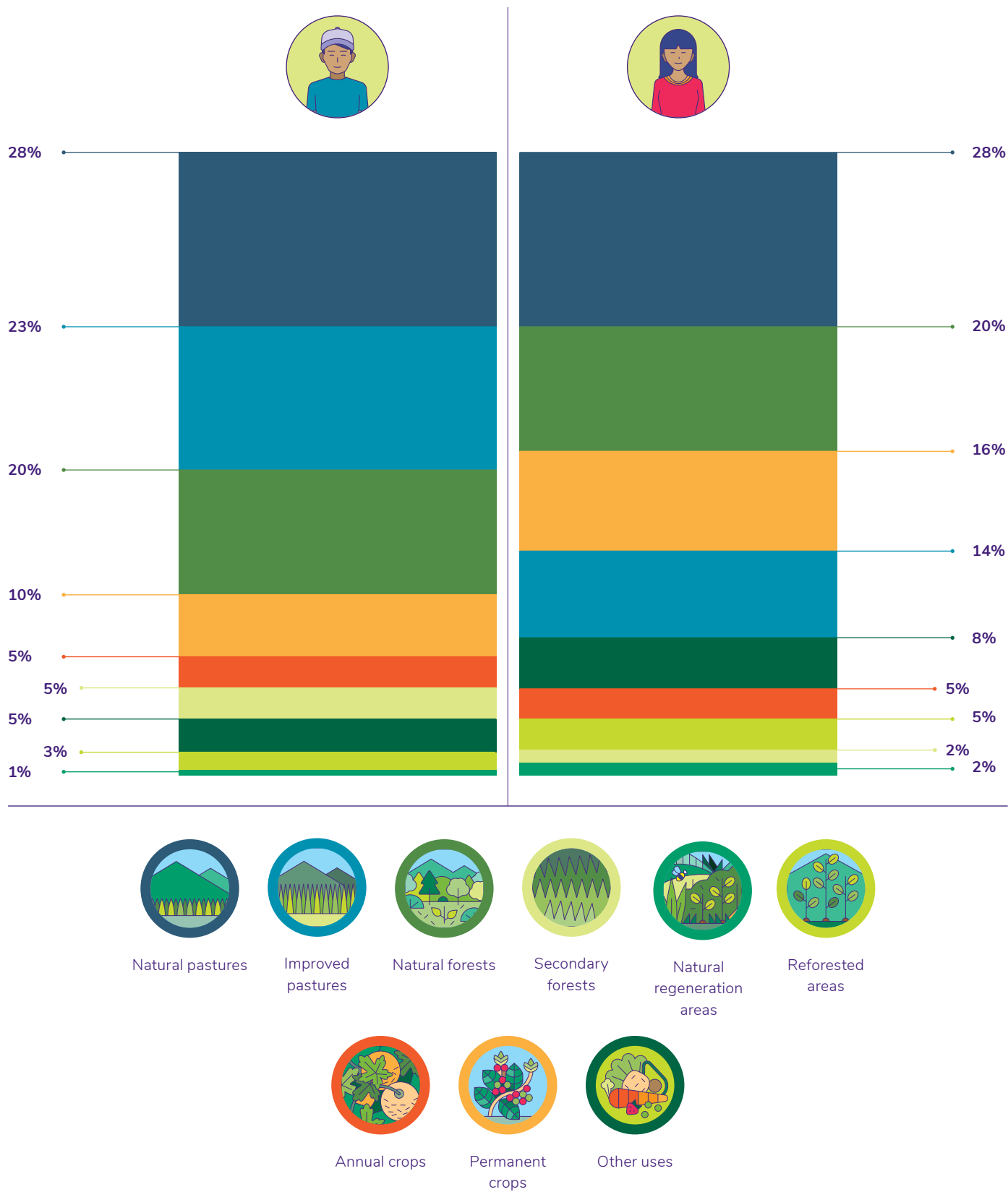
activities, even though fewer women engage in livestock farming and tend to do so less intensively than men. The difference in land use between men and women can be seen in the percentage of hectares dedicated to forests, permanent crops, and improved pastures. The main land uses for men producers are improved pastures (23 percent of the total area of their farms, in hectares) and natural forests (20 percent of total hectares), followed by permanent crops (10 percent of total hectares). These findings are consistent with the greater involvement of men in livestock activities. The preferred forms of land use for women producers differ from those of men, with natural forests accounting for 20 percent of the total hectares of their farms, permanent crops at 16 percent, and improved pastures at 14 percent. These findings are consistent with the greater involvement of women in small-scale agroforestry activities on plots closer to home. Finally, although other uses take up a lower percentage of their land, men account for a slightly higher percentage of reforested areas (3 percent of total hectares for farms owned by men, compared to 2 percent for farms owned by women), while women have a slightly higher percentage of natural regeneration areas (1 percent for farms owned by men compared to 3 percent for farms owned by women) (figure 9).¹² This data is also consistent with the findings on gender-differentiated productive forest activities, as in general men tend to be more interested in exploiting timber for sale, while women prefer to sell and use non-timber forest products, such as seeds and medicinal plants, among others.

¹⁰ See data on land tenure included in the section on gaps.

¹¹ INEC, 2017. A Vision of the Agricultural Sector based on the 2014 National Agricultural Census.

¹² INEC, 2017. A Vision of the Agricultural Sector based on the 2014 National Agricultural Census.

FIGURE 9. MAIN LAND USES, DISAGGREGATED BY GENDER



GENDER GAPS

The starting point for the gender-gap analysis was the conceptual framework on social equity that was recognized at the last Conference of Parties to the Convention on Biological Diversity (CBD)¹³ as a model for effective and equitable governance, and has been used to analyze REDD+ processes.¹⁴ This conceptual framework establishes that social equity has three dimensions: recognition, procedure, and distribution. Based on the language agreed by the Parties to the CBD, **“recognition”** is the acknowledgement of the rights and the diversity of identities, values, knowledge systems and institutions of rights holders and stakeholders; **“procedure”** refers to inclusiveness of rule- and decision-making; and **“distribution”** implies that costs and benefits resulting from the management of natural resources must be equitably shared among different actors.¹⁵ These three dimensions are part of a broader framework, in which the gender inequalities identified for each dimension must be considered against the background of any preexisting inequities that may have been created by political, economic, and social conditions, which dictate who may enjoy their rights, or

participate in and enjoy benefit sharing. In the case of Costa Rica, this conceptual framework was applied to address the country’s particular concerns in the areas of (a) harmonizing the international environmental mandates of different conventions (see annex 1); (b) implementing innovative methodologies that take account of the rights-based and social equity approach promoted by the country; and (c) ensuring the availability of a neutral structure that would allow the country a degree of flexibility in the search for financial support to implement the proposed actions.

A summary of the gender-gap analysis is outlined below. The gaps are divided into the three dimensions of social equity mentioned above. The summary includes the quantitative and qualitative data on each dimension that were obtained during the analysis that was used to inform the Gender Action Plan. The qualitative data were derived from the focus group discussions and the information obtained during the interviews.

¹³ CBD, 2018. Decision CBD/COP/14/L.19.

¹⁴ Pascual, U. et al., 2014; Franks, P. et al., 2014; Franks, P. et al., 2016a; Franks, P. et al., 2016b; Quesada-Aguilar, A. et al., 2015.

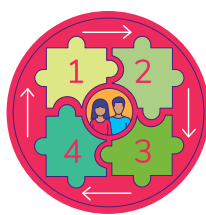
¹⁵ CBD, 2018. Decision CBD/COP/14/L.19.

TABLE 3. SUMMARY OF GENDER GAPS IN RELATION TO FOREST MANAGEMENT AND CONSERVATION IN COSTA RICA



Recognition

- Women in the agriculture and environment sectors are marginalized.
- Fewer and smaller farms are owned by women.
- Gender-differentiated contributions to and knowledge of forest conservation and management are not recognized.



Procedures

- Women have greater difficulty participating in forest activities and projects because they have more caregiving responsibilities.
- Gender stereotypes limit the participation of women in forest activities and projects.
- Fewer women participate in decision-making processes related to natural resource management.
- Women producers have less access to information and receive less technical and extension services support for their farms.
- A smaller percentage of professional women are involved in technical work and extension activities.
- Female government officials employed by environmental institutions are limited in their ability to implement gender-sensitive or gender-responsive initiatives.



Distribution

- Poverty rates are higher among women producers.
- Women producers receive less financial support for their farms.
- The number of women-owned farms included in the PES has been declining in recent years.

GENDER GAPS RELATED TO RECOGNITION

Women in the agriculture and environment sectors are marginalized

There are around 12,598 women producers in Costa Rica.¹⁶ However, in many cases, the women themselves fail to recognize their contributions, and consider their activities to be part of their domestic tasks.¹⁷ The field visits revealed that many women carry

out productive activities on family farms, but that their contribution is not recognized. The lack of recognition of the contributions made by women to work in the field is also due to the fact that women play a greater role in the processing of by-products, with more than two times as many women than men engaged in this activity (11,645 women and 5,637 men).

¹⁶ INEC, 2017. A Vision of the Agricultural Sector based on the 2014 National Agricultural Census.

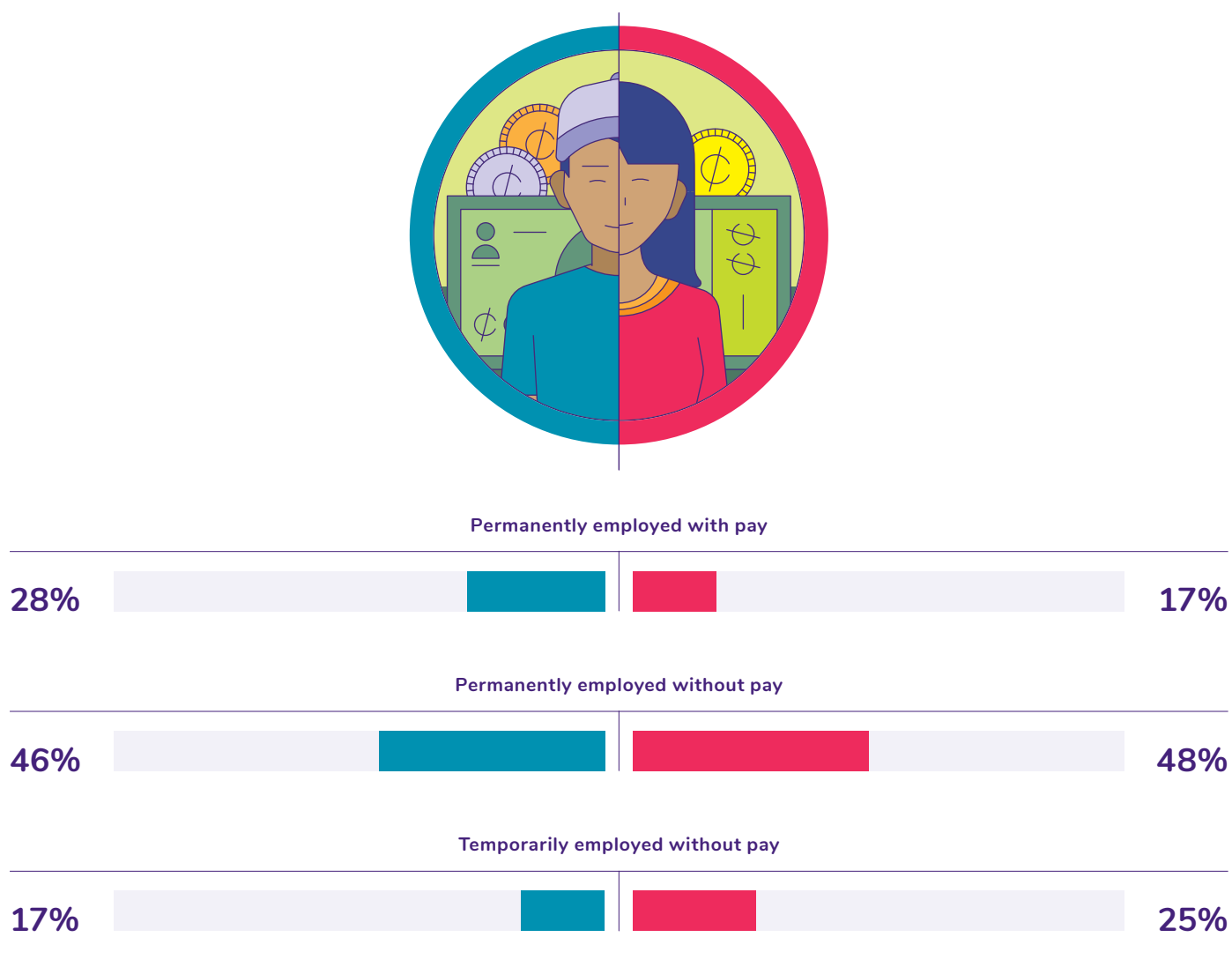
¹⁷ Focus Group discussions held in the *Golfo Dulce*, *Hojancha*, and *Sarapiquí* Forest Reserves and in the *Bribri* and *Cabécar* Indigenous Territories, to inform the preparation of the GAP.

The work performed by women on farms is considered in general as informal labor and is often unpaid.

According to the 2014 Agricultural Census, 72.8 percent of women who work on farms typically receive no form of payment or remuneration. A further examination of the data reveals that 17.2 percent of women are permanently employed with pay, 48 percent are permanently employed without pay, 9.9 percent are

employed temporarily with pay, and 24.8 percent are temporarily employed without pay. By contrast, 27.6 percent of men are permanently employed with pay, 45.8 percent are permanently employed without pay, 9.3 percent are temporarily employed with pay, and 17.3 percent are temporarily employed without pay (Figure 10).¹⁸

FIGURE 10. PERCENTAGE OF PAID WORK ON FARMS, DISAGGREGATED BY GENDER



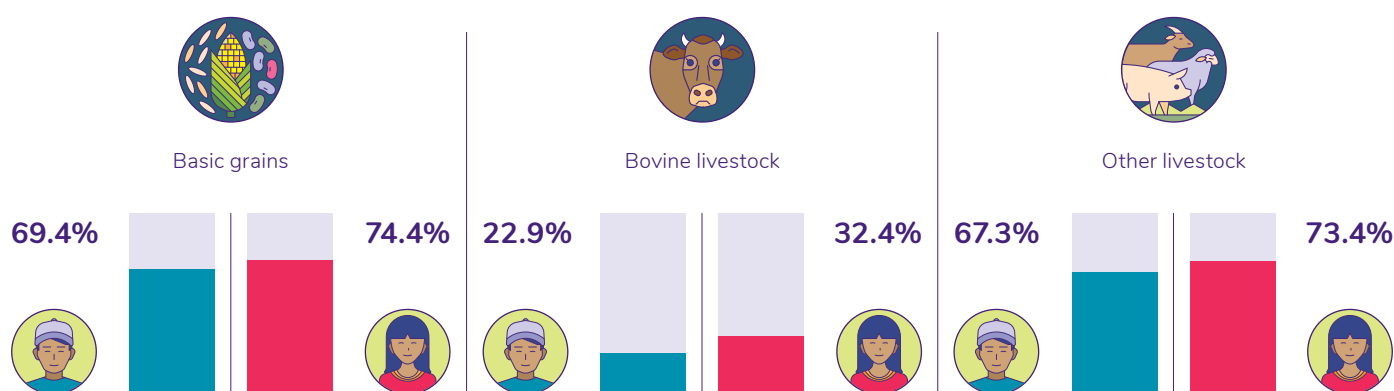
¹⁸ INEC, 2017. A Vision of the Agricultural Sector based on the 2014 National Agricultural Census.

In general, programs and projects tend not to differentiate between gender roles in the agriculture and environment sectors. It became clear from many of the field interviews that one problem affecting the agriculture and environment sectors was the use of non-inclusive language that tended to refer only to male producers, rather than reflecting the diversity of actors or the different kinds of activity carried out by men and women. Nevertheless, gender-specific roles related to farming and forest activities do in fact exist at the national level.

In many cases, women are not considered as producers with specific roles, characteristics, and needs, as they tend to be associated with domestic activities or caregiving. In the course of the field visits, male and female participants were asked to identify the activities carried out by men and women. Women were identified as carrying out domestic work and caregiving,

while men were more often associated with economic activities.¹⁹ However, by eliciting more detailed information from participants on agricultural activities, they noted that, in many cases, men and women actually carried out the same activities on farms, with the exception of physically demanding tasks, such as logging. This feedback was consistent with the INAMU findings which noted that “rural women tend to combine domestic work with a great variety of other tasks, such as animal farming (cattle, poultry, goats, rabbits, tilapia), the production and sale of goods (cheese, bread, handicraft), and the sowing and harvesting of basic grains for subsistence farming, among others.”²⁰ The 2014 Agricultural Census also recognized that a high percentage of crops produced by women were for household consumption (figure 11).²¹ Furthermore, data on other kinds of farming activities indicated that the majority of women producers raising chickens were working as subsistence farmers.²²

FIGURE 11. PERCENTAGE OF AGRICULTURAL ACTIVITIES CARRIED OUT FOR SUBSISTENCE, DISAGGREGATED BY GENDER



¹⁹ Focus Group discussions held in the Golfo Dulce, Hojancha, and Sarapiquí Forest Reserves and in the Bribri and Cabécar Indigenous Territories, to inform the preparation of the GAP.

²⁰ Executive Secretariat for Agriculture Sector Planning, 2003. Gender policy and strategic action plan 2002-2010.

²¹ INEC, 2017. A Vision of the Agricultural Sector based on the 2014 National Agricultural Census.

²² INEC, 2017. A Vision of the Agricultural Sector based on the 2014 National Agricultural Census.

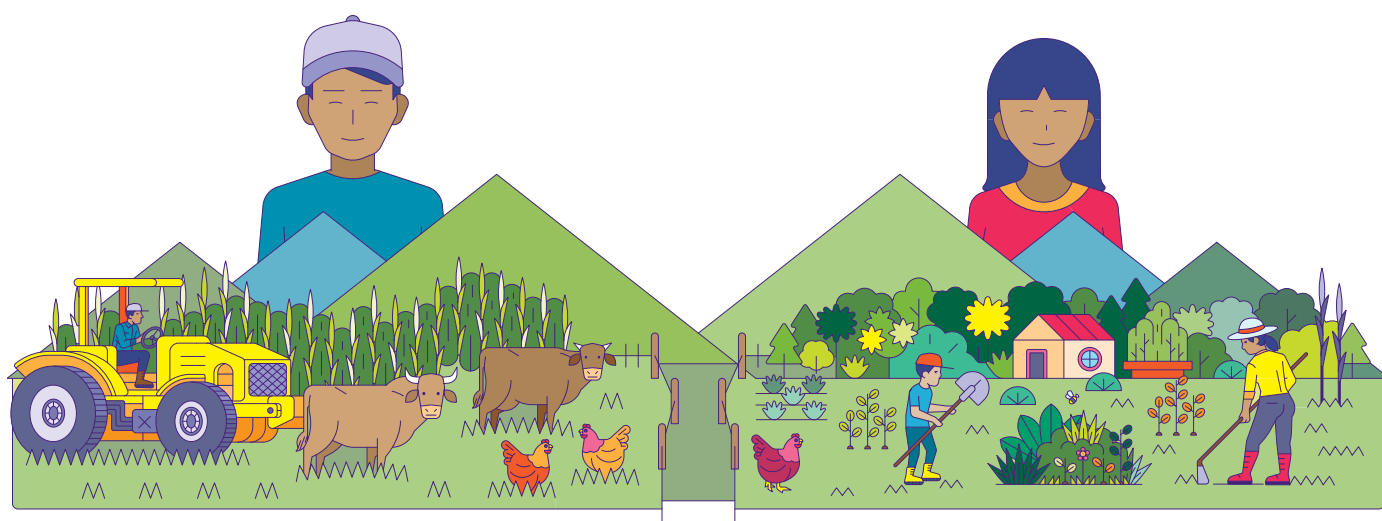
Fewer and smaller farms are owned by women

According to the 2014 Agricultural Census, only 15.6 percent of farm owners in Costa Rica are women.

A total of 80,987 (87 percent) farms are owned by natural persons. These farms account for 54.7 percent (1,316,807.3 hectares) of the total area under agricultural production. The majority of farms owned by individuals (84.4 percent, or 68,389 farms) are held by men. Such

farms cover an area of 1,210,243.8 hectares (91.9 percent). By contrast, women hold property titles to only 12,598 farms (15.6 percent), covering a surface area of 106,563.6 hectares (8.1 percent) (figure 12).²³ The CEDAW committee report²⁴ also shows that rural women face major challenges in obtaining titles and owning property, rendering them ineligible to participate in certain projects, receive support, and benefit from environmental and agricultural incentive programs.

FIGURE 12. NUMBER OF FARMS AND SURFACE AREA UNDER AGRICULTURAL PRODUCTION, BY GENDER



²³ INEC, 2014. Sixth National Agricultural Census.

²⁴ INAMU, 2017. Committee on the Elimination of Discrimination against Women. Costa Rica's seventh periodic report.

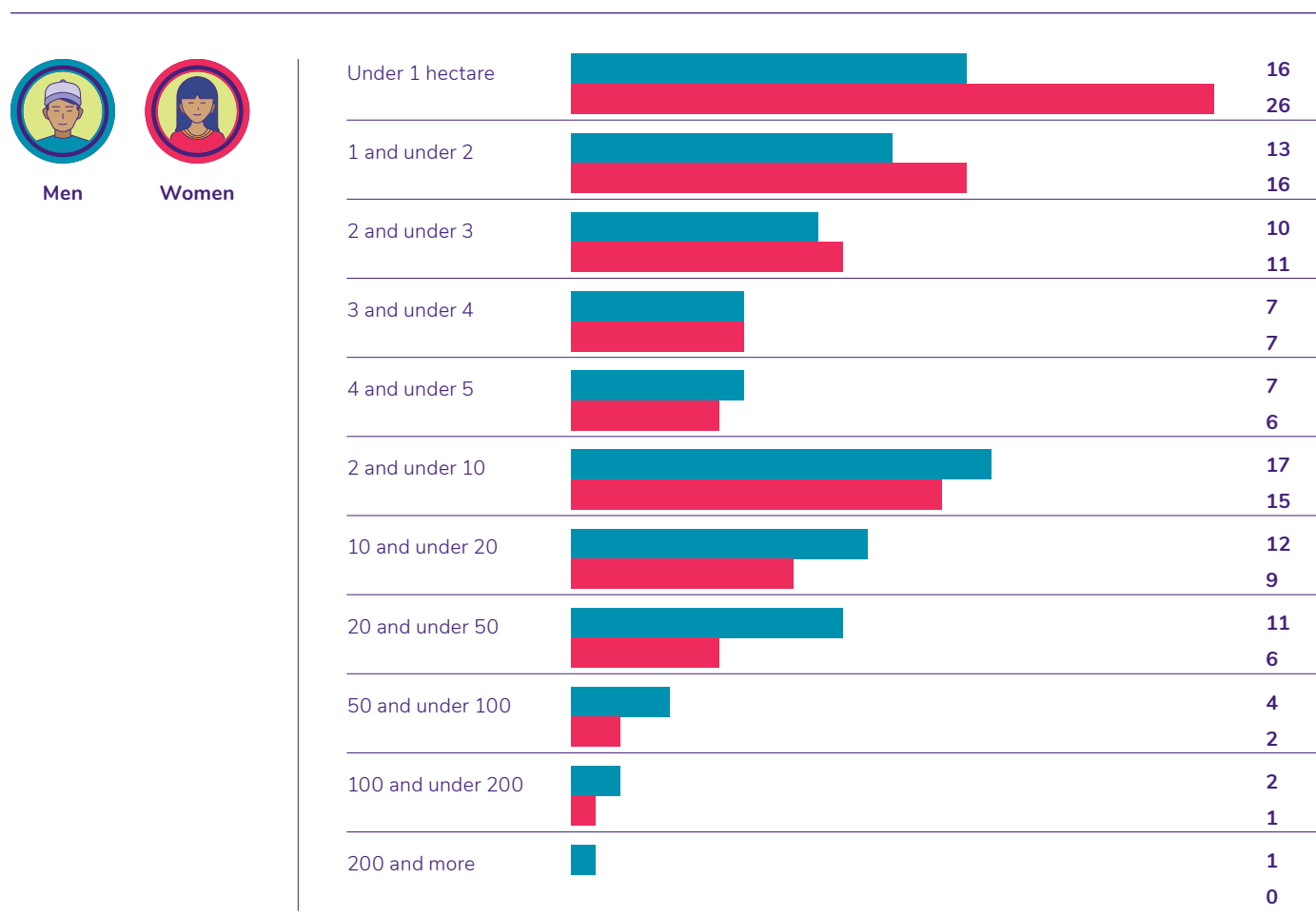
Farms owned by women cover less area in total and are smaller in size than farms owned by men.

At the national level, 45.3 percent of the area under agricultural production (1,089,611.1 hectares) is owned by legal persons, such as companies. Of the remaining area under agricultural production, 50.3 percent (1,210,243.8 hectares) is in the hands of men, and 4.4 percent (106,563.6 hectares) is owned by women.

For the purposes of this gender analysis, farms were disaggregated by size, and a number of size ranges were established (see figure 13). Based on this analysis, it

was found that the largest number of women producers were concentrated in the range below 1 hectare (26 percent). A more general analysis of the data showed that a majority of farms owned by women covered an area of less than 10 hectares (81 percent) and only 300 farms covered over 50 hectares (3 percent).²⁵ The biggest difference noted was that the farms owned by men tended to be larger in size, with 46 percent of such farms exceeding 5 hectares, and 4,000 farms with more than 50 hectares (7 percent).

FIGURE 13. PERCENTAGE OF FARMS OWNED BY MEN AND WOMEN PRODUCERS, BY SIZE RANGE (HECTARES)



Source: Own elaboration. Based on: INEC, 2014. Sixth National Agricultural Census.

²⁵ INEC, 2014. Sixth National Agricultural Census.

The majority of non-farm agricultural production areas are in the hands of women.²⁶

Based on an analysis of disaggregated data, 53.8 percent of these areas managed by women. This was also confirmed during the interviews and focus group discussions, where it was found that women tend to engage in productive activities closer to home, and have more difficulties in formalizing land tenure. With the exception of Heredia, this pattern of non-farm productive areas being managed predominantly by women was observed in all provinces. It is noteworthy that this gap between men and women was greatest in the province of Limón, suggesting that, perhaps, women from Limón find it more difficult to formalize land ownership than women farmers in other provinces.

Regulations and policies currently exist in Costa Rica to promote land tenure for women.

In 1990, the Costa Rican Institute of Agrarian Development (IDA, now known as the Rural Development Institute (INDER)) changed its approach to land allocation and titling, in response to the *Ley de la Igualdad Real de la Mujer* (Law of Real Equality for Women). Based on the new approach, steps are now being taken to (a) register the property title in the name of both men and women, when the applicants are a married couple or in a common law relationship; and (b) adopt specific regulations to allocate land to women who are household heads and who apply for land. Based on INDER data, between 2014 and 2016, a total of 303 farms were allocated to women across the country, while 740 land titles were granted during the same period. During this period, the rate of access to land was 30 percent higher for women than for men. Nevertheless, despite these provisions, Costa Rican women continue to experience a large gender gap related to land tenure.

The land tenure gap between men and women in Indigenous Territories is much smaller than for non-indigenous lands.

In the country's 24 indigenous territories, 32.7 percent of farms in the hands of indigenous producers were managed by women. The 2014 census identified 4,813 farms under agricultural production in indigenous territories, of which 3,051 were run by indigenous producers (2,052 were operated by men and 999 by women). It should be noted that the lowest disparities in land tenure were found in the *Bribri* area, where 470 farms were run by indigenous men and 348 by indigenous women. The indigenous territory with the lowest land tenure gap was *Talamanca Bribri*, where 287 farms were operated by indigenous men and 275 by indigenous women.

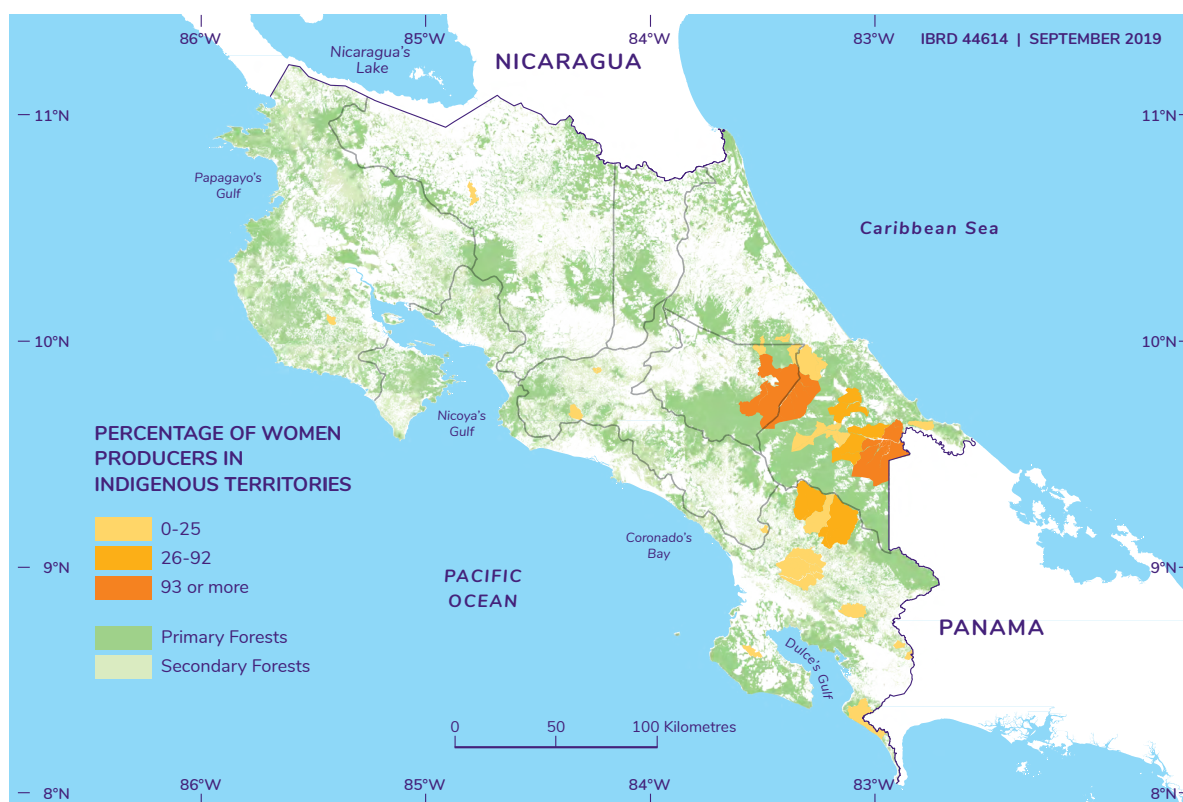
The largest number of indigenous women managing farms can be found among the Bribri and Cabécar peoples.

Map 1 shows that the indigenous territories with the largest number of indigenous women involved in agriculture are *Chirripó*, with 326 women, and *Cabécar* and *Talamanca Bribri* with 275 women. Other territories of the *Cabécar* group are also worthy of mention, such as *Taynít*, with 92 women, and *Talamanca Cabécar*, with 50 indigenous women producers. The *Cabagra* territory of the *Bribri* group also stands out, with 44 women. These groups operate under a matrilineal system, in which the successors of land are women. Women also pass on their ancestral lines to their sons and daughters. In field visits to the *Bribri* and *Cabécar de Talamanca* territories, the communities underlined the fact that it was extremely important for them to respect and maintain their ancestral practices and traditions, including this matrilineal system. Many women have confirmed,

²⁶ According to the Agricultural Census, non-farm agricultural production areas are properties where household farming activities are practiced, primarily for subsistence consumption, such as crop growing that is not highly organized or animal farming, provided that such areas are attended to during the production period.

however, that despite this matrilineal structure and the support of their communities, they are yet to receive any formal recognition of their properties.

MAP 1. DISTRIBUTION OF FARMS MANAGED BY INDIGENOUS WOMEN PRODUCERS



Source: Own elaboration. Based on: INEC, 2014. Sixth National Agricultural Census; SNIT, 2018. Political and administrative divisions.

Gender-differentiated contributions to and knowledge of forest conservation and management are not recognized

Although women are actively involved in the conservation and sustainable management of natural resources at the national level, their experiences are not documented or recognized. The literature review carried out as part of the gender analysis found that, despite the efforts of some institutions, a large part of

the information on the implementation of gender-based forest projects in Costa Rica is not documented. Such information is usually anecdotal, or found in blogs and newspaper articles. In fact, the institutional gender gap analysis conducted by SINAC²⁷ found that 78 percent of the 216 female government officials surveyed were not aware of any gender-based environmental practices or initiatives. It should be noted that the male and female government officials who were aware of gender-based environmental initiatives mentioned at least 25

²⁷ UNDP, GEF, and SINAC, 2018. Institutional Analysis of Gender Gaps in SINAC.

projects that support the conservation and management of biodiversity and promote gender equality. The field visits²⁸ served to confirm that such initiatives were active and that women from different regions of the country are carrying out conservation activities and promoting the sustainable management of natural resources. It was observed that, in the five regions visited, women manage agroforestry systems on their plots and farms, combining various productive crops, such as cocoa, pepper, bananas, and fruit trees with timber and non-timber tree species as well as other varieties for subsistence. Some women are also playing a leading role in ecotourism initiatives, combining guided tours to ecologically significant sites with the provision of certain services, such as the sale of food and handicraft prepared with non-timber forest products. Women are also venturing into organic farming, producing vegetables and medicinal and ornamental plants. A very interesting case of women working actively in fire prevention brigades and carrying out various tasks as forest firefighters was documented in *Chorotega*. In many cases, these projects and initiatives are not widely disseminated at the national level or among relevant government institutions.²⁹

Across the country, women are driving efforts to conserve forests and improve living conditions in their communities, but they receive no recognition or remuneration for this work. INEC data shows that 22.6 percent of women and 19 percent of men engage in non-remunerated activities to support other households in their community. The data also reveals that the actual average time invested in such activities is not the same for women and men: 5.1 hours per day for women and 4.5 hours for men. In terms of community activities, women spend 1.1 hours per day and men 0.6 hours.³⁰ Field visits conducted during the development of the PAG confirmed the higher level of organization and participation by women, especially in the *Península de Osa* area. During the course of the interviews, many women revealed that one of their main concerns was the lack of coordinated community development. They observed that, in their communities, “few people take responsibility,” and that there is a lack of communication, awareness, and solidarity between men and women.³¹

28 Focus Group discussions held in the *Golfo Dulce*, *Hojancha*, and *Sarapiquí* Forest Reserves and in the *Bribri* and *Cabécar* Indigenous Territories, to inform the preparation of the GAP.

29 REDD+ Secretariat and FCPF, 2018. Case studies on gender equality and forests in Costa Rica. Factsheet.

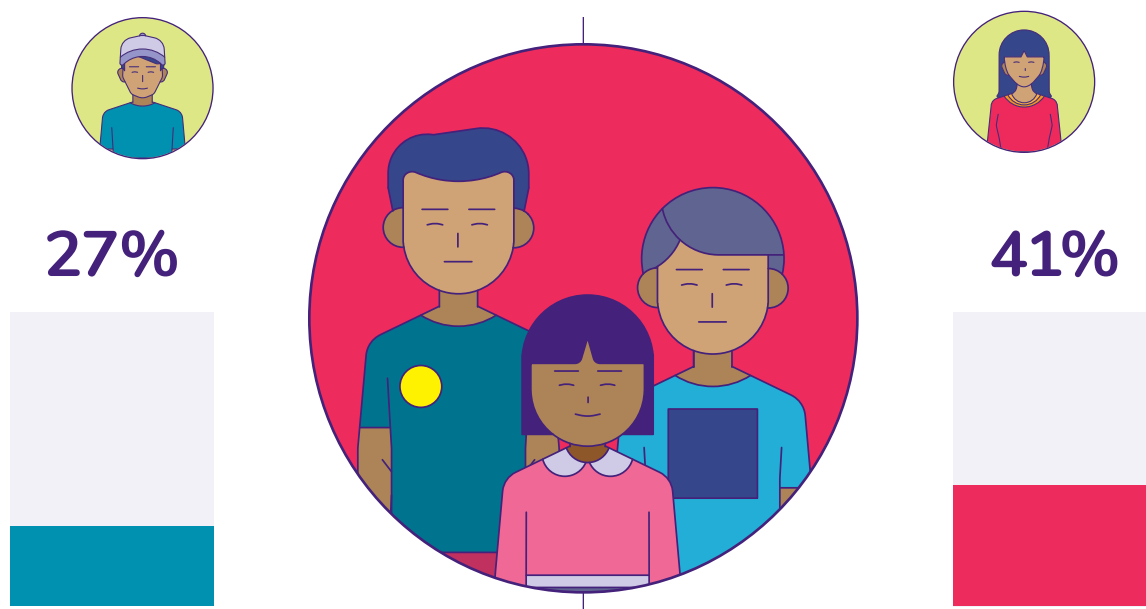
30 ENHAO – INEC. System of Gender Indicators.

31 Focus Groups and interviews conducted at the *Golfo Dulce* Forest Reserve to inform the preparation of the GAP.

GENDER GAPS RELATED TO PROCEDURES

Women have greater difficulty in participating in forest activities and projects because they have more caregiving responsibilities.

Rate of participation in the care of children under 12 years



Women have greater difficulty in participating in forest activities and projects because they have more caregiving responsibilities. Based on 2017 INEC data on unpaid domestic work, the rate of participation of women in the care of children under 12 was 41.2 percent at the national level, compared to 26.9 percent for men. The INEC data also shows that the rate of participation of women in caring for totally dependent household members was 3.7 percent, compared to 1.4 percent for men. Based on the INEC system of indicators for 2017, the gender ratio of the inactive population that is not in a position to work because of family or personal obligations (men and women) was 1.5 percent.³²

The women interviewed highlighted the difficulties they face in participating in certain activities when they have small children because there are no support networks to ensure that their children receive dependable care.

Many women in Costa Rica experience challenges in the area of childcare. As a result, in the course of the focus group discussions, many of them asked for help to cover the cost of childcare. Nevertheless, the provision of resources earmarked specifically for childcare has still not been formalized in the majority of environmental initiatives. During preparation of the Gender and REDD+ roadmap, women indicated that childcare tasks should be recognized as an important consideration in plans to increase their participation in these initiatives.³³

³² ENHAO – INEC. System of Gender Indicators.

³³ Focus Group discussions and interviews conducted in the *Golfo Dulce* Forest Reserve to inform the preparation of the GAP.

According to MAG,³⁴ the productive activities carried out by women in rural areas tend to progress more slowly as they face greater difficulties in terms of limited access to credit and the means of production, and have less time available due to their domestic and caregiving

responsibilities. The extra burden of domestic work and caregiving limits the economic autonomy of these women, who find themselves at a disadvantage in terms of access, management, and enjoyment of the resources of time, work, and income.

Gender stereotypes limit the participation of women in forest activities and projects

Percentage of park rangers by gender in Costa Rica



Many women do not participate in forest and conservation initiatives because of discriminatory stereotypes, especially in relation to strenuous activities, such as extinguishing fires, thinning, and forest monitoring. Because of such stereotypes, women are often relegated to administrative or support positions, involving food preparation or logistics. The SINAC gap analysis shows that the majority of women and men

interviewed felt that the organizational culture of SINAC reflected these stereotypes. It is thought, for example, that park ranger positions are reserved for men rather than women. The impact of this stereotype is reflected in the number of women currently employed as park rangers across the country, with only 29.4 percent of such jobs being held by women.³⁵

³⁴ MAG, 2017. Our Farm Notebook. "Women agricultural producers".

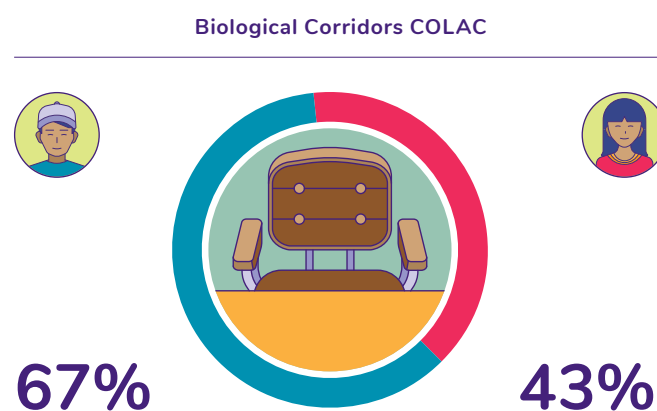
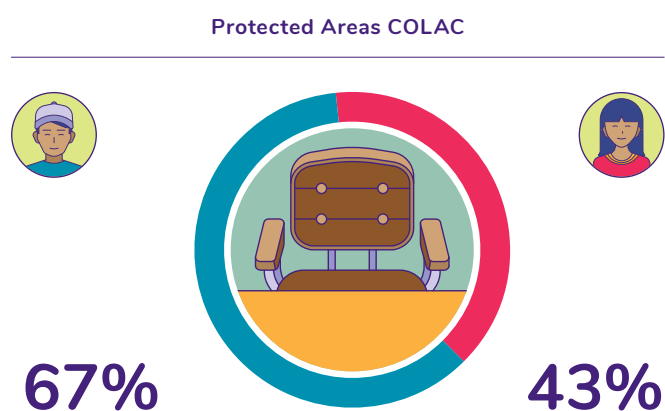
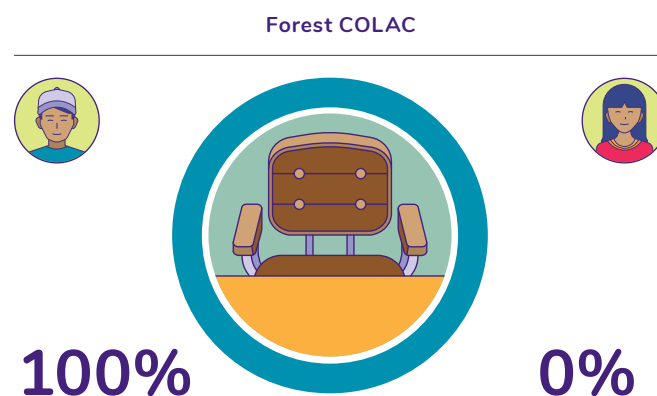
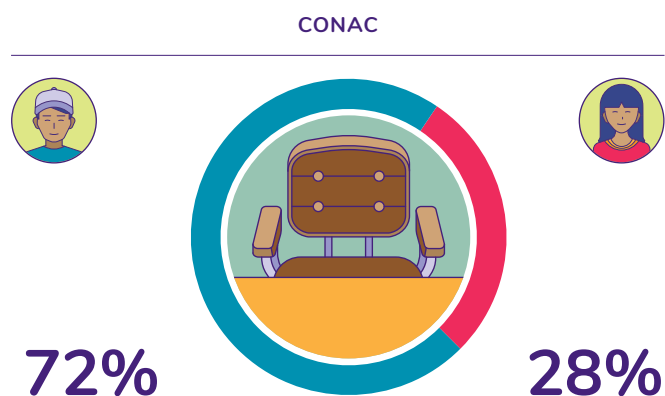
³⁵ UNDP, GEF, and SINAC, 2018. Institutional Analysis of Gender Gaps in SINAC.

The field visits to the Chorotega Region confirmed that such gender stereotypes also exist among fire brigades.

Some women firefighters noted that they initially faced various levels of discrimination, but that, gradually, their male counterparts recognized the value of their work, especially as they are more careful and effective in “extinguishing off” the fire. Some women noted that, because of gender stereotyping, they have to keep

proving their ability to perform many tasks, as their male colleagues tend to doubt their capacity. Some women firefighters indicated that their male colleagues did not think they would be able to carry the equipment for long distances or to walk far in heavy boots. Many women had to prove during training that they were, in fact, able to perform these tasks and, as a result, were recognized and validated by their peers.

Fewer women participate in decision-making processes related to natural resource management



Many women are not able to participate fully and effectively in decision making, and this often makes it more difficult for them to benefit from many development projects or environmental incentives.

In the course of the focus group discussions and interviews,³⁶ the relative absence of women from the decision-making process was one of the most widely mentioned gender inequalities. This pattern was observed across various levels of governance, from government institutions dealing with the environment to development associations (ADI).³⁷ Based on INAMU data presented in the seventh CEDAW report, 47.6 percent of decision-making positions in the public sector were occupied by women across the country in 2013, and 31.9 percent³⁸ in the private sector. In the case of SINAC, following a review of the number of women in the National Conservation Areas Council (Consejo Nacional de las Áreas de Conservación, CONAC), 28 percent of its 25 members are women. The gap is lower in the Regional Conservation Area Councils, with women.³⁹

Significant inequalities have also been observed within Conservation Committees.

Following an analysis of the extent to which women participate in the Local Conservation Areas Councils (Consejos Locales de Áreas de Conservación, COLAC), the biggest gender gap was found in the COLAC on Forestry Conservation Areas, which is made up exclusively by men. The gender disparities were lower in the COLAC on Protected Wildlife Areas (43 percent of members are women) and the COLAC on the Management of Biological Corridors (43 percent of members are women).⁴⁰ In the case of the development associations, the Law of Associations was amended in 2014 to require the executive boards of development associations to have an equal number of men and women. Nevertheless, in the course of the focus group discussions⁴¹ and the workshop for preparing the roadmap,⁴² it was recognized that, despite the increased representation of women, it was difficult for a woman to become the head of an association. Indeed, women tended, for the most part, to occupy low positions in development associations (ADI). Lastly, the gender gap in the decision-making process is a daily challenge: for example, in the case study on the participation of women and young people in livestock production in the Turrialba area, it was found that few women participate in decision making and that this has negative consequences, as while women play a role in livestock production and marketing, final decisions do not necessarily rest with them.⁴³

36 Focus Group discussions and interviews conducted in the *Golfo Dulce* Forest Reserve to inform the preparation of the GAP.

37 Development associations are community bodies with a specific territorial jurisdiction (Article 11, Regulations for Law 3859)

38 INAMU, 2015. Report to CEDAW.

39 UNDP, GEF, and SINAC, 2018. Institutional Analysis of Gender Gaps in SINAC.

40 UNDP, GEF, and SINAC, 2018. Institutional Analysis of Gender Gaps in SINAC.

41 Focus Group discussions and interviews conducted in the *Golfo Dulce* Forest Reserve, to inform the preparation of the GAP.

42 REDD+ Secretariat, 2016. Workshop on finalizing the design of the critical road map for addressing gender in the REDD+ process.

43 Rivas, S.C., 2015. Women participation and decision making in livestock activities, Santa Cruz de Turrialba district, Costa Rica.

Women producers have less access to information and receive less technical and extension services support for their farms

Farms that received technical assistance between 2013 and 2014



Women have little access to capacity-building processes and information that are relevant to their farm systems, as they are not recognized as producers or conservation agents. This is so because, in many cases, they work on a smaller scale and in close proximity to their homes.

Costa Rica's seventh CEDAW report indicated that, in general, women lack access to information in different sectors. Disaggregated data from the Agricultural Census show that only 19.8 percent of farms received some kind of technical support between 2013 and 2014. Of these, only 13.5 percent were owned by women. The type of support received by women producers was mainly in agricultural production (79.6 percent), livestock production (12.3 percent), agrobusiness development (5 percent), and administration (3.2 percent). For the most

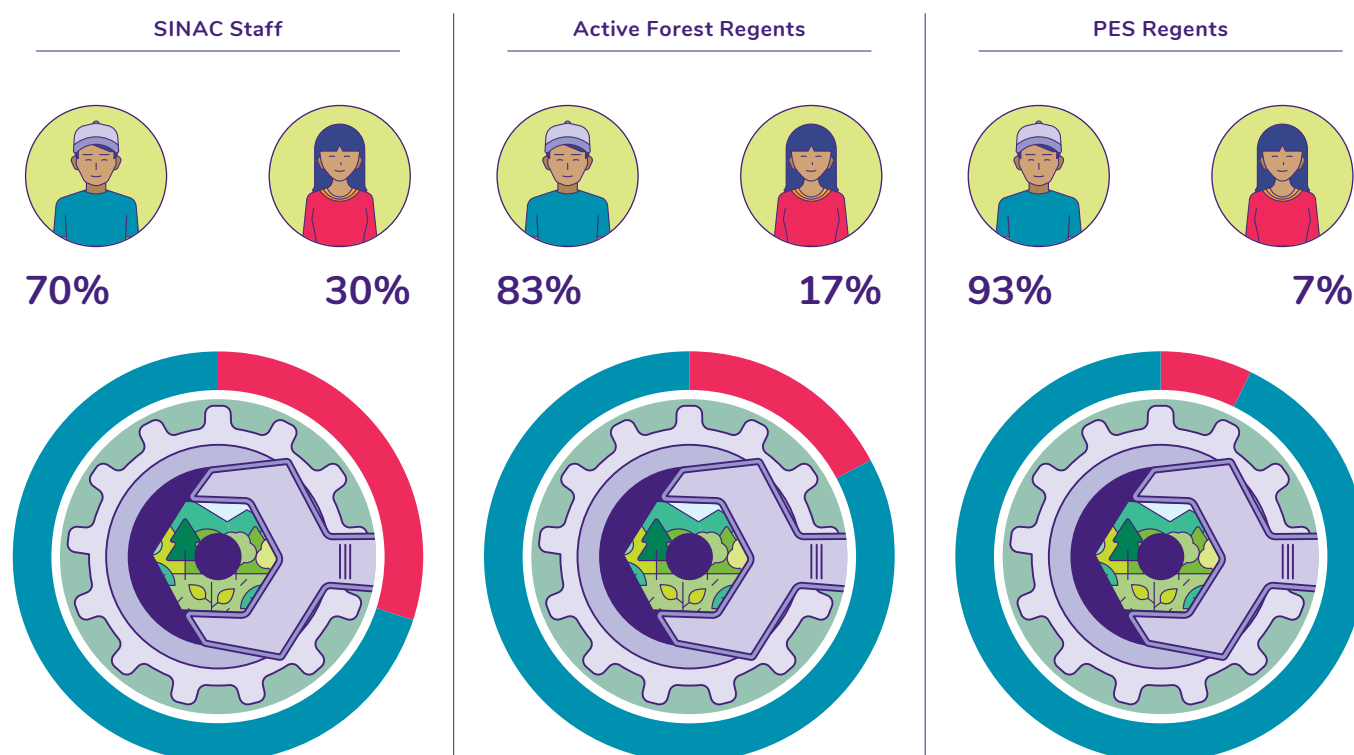
part, this support was provided by MAG (35.9 percent), cooperatives (29.2 percent) and INA (16.7 percent).⁴⁴

During the field visits, several women expressed interest in taking part in various forest-related activities, although many said they lacked information and skills.

For example, women in *Osa* said there is very little information on activities that can be carried out in the region. There is no information on the decisions coming out of meetings that are held, and there is no follow-up. Other participants pointed to their inability to write a project profile, which made it impossible for them to carry out projects. For example, in *Sarapiquí*, women had no information on funding possibilities for implementing forestry activities.

⁴⁴ INEC, 2017. A Vision of the Agricultural Sector based on the 2014 National Agricultural Census.

A smaller percentage of women are involved as professionals in technical and extension activities



Although in general women outnumber men in the number of graduates, it was found that gender specialization continues to be widespread.⁴⁵ For example, there are certain educational fields such as agriculture, forestry, and fishing, where few women are enrolled. According to the National Households Survey, women in professional and vocational positions account for 17.3 percent of the total workforce, as compared to 23 percent for men. INEC data for 2017 on the workforce by branch of activity show that 17.2 percent of men are employed in agriculture, livestock, and fisheries, as compared to only 4.1 percent of women.⁴⁶

There are few women with professional qualifications currently working in environmental institutions.

For example, there is a significant disparity in SINAC between the number of men and women employed in the institution, with men accounting for 70 percent and women 30 percent. In addition, many professionally qualified women who are accredited as forest regents do not participate in the processes set up for the accreditation of farms under the PES program. An examination of the data base on forest regents registered with the Association of Agronomists showed that, in 2018, there were 784 active foresters, of which 578 were men (74 percent) and 206 (26 percent) were women. In terms of active forest regents, 17 percent were women (48 women out of 289 regents). In terms of the PES

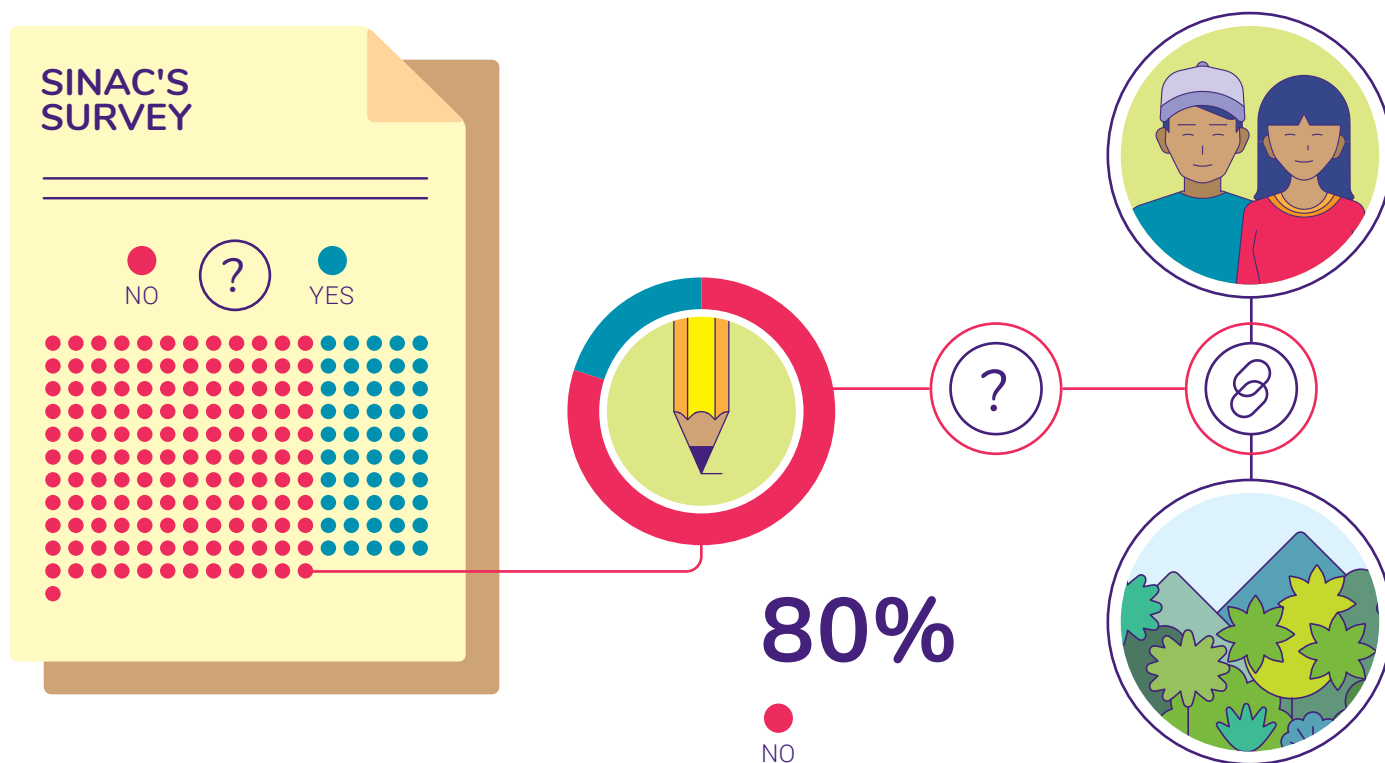
⁴⁵ State of the Nation, 2017. Chapter 5: The evolution of higher education.

⁴⁶ ENHAO – INEC. System of Gender Indicators.

Program, 93 percent of the projects finalized in 2017 were processed by male foresters and only 7 percent by women foresters, suggesting that many women foresters

are not serving as regents. A similar pattern exists in other technical and scientific areas, where there are more women graduates, but more men in the workforce.

Female government officials employed by environmental institutions have limited capacity to implement gender-sensitive or gender responsive initiatives



One of the biggest challenges facing government officials working in the environment sector is developing the capacity and tools needed to ensure that their initiatives, programs, and projects incorporate a gender perspective. In many cases, these professionals are willing to incorporate a gender perspective, but report various obstacles, such as: (a) they find the subject difficult to understand; (b) there are many different perceptions and “myths” about the meaning of gender;

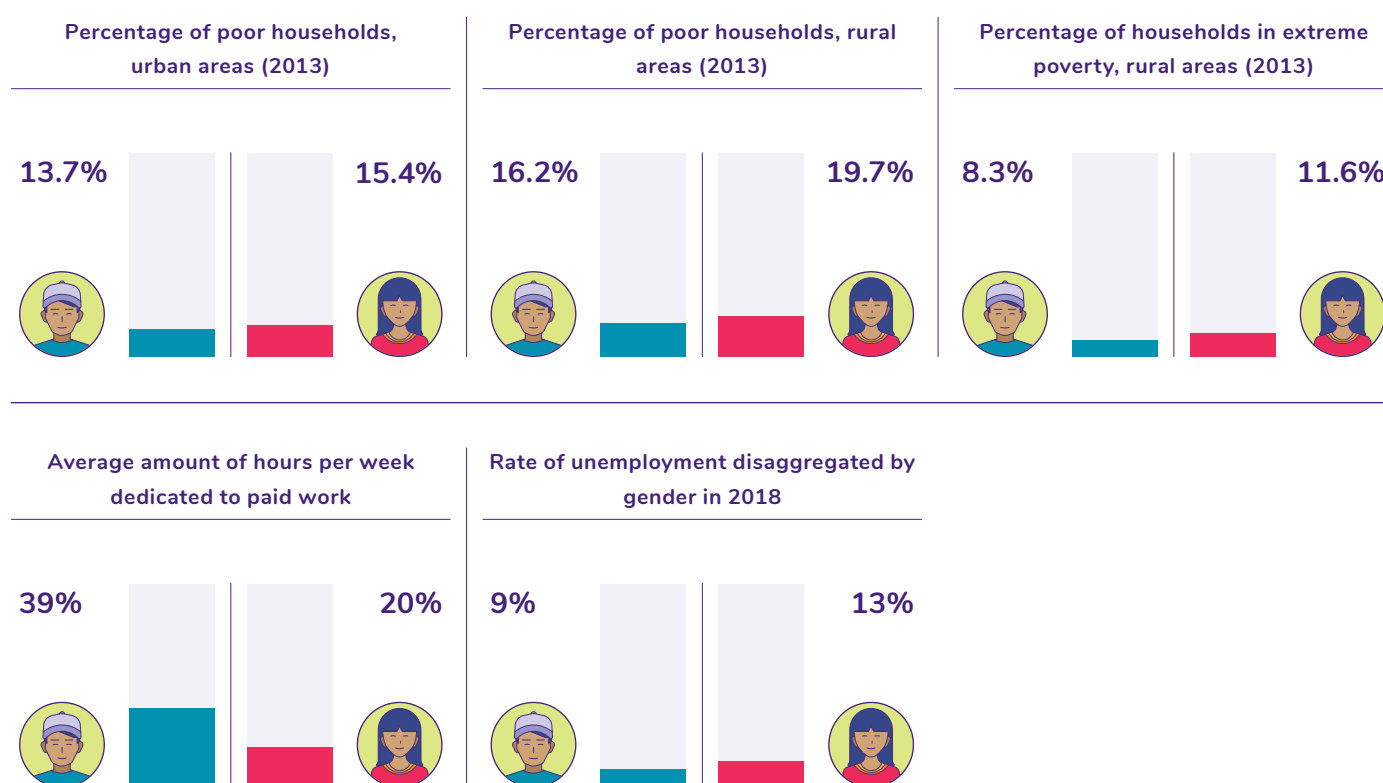
(c) the methods used to analyze information on gender do not include examples related to the environment; (d) gender tools do not lend themselves easily to environmental issues; (e) there is a lack of awareness of the tools that link gender to environmental issues, or the information is available only in English. For example, 80 percent of government officials who responded to the survey used for the SINAC gender gap analysis acknowledged that they had not received any training

in gender equality.⁴⁷ The survey also showed that the majority of male and female government officials indicated that they did not understand the links between gender equality and the sustainable use and protection of biodiversity. At the same time, very few were familiar with the links between the CBD and gender equality or were

aware of the gender mandates included in international instruments, such as the Sustainable Development Goals or the REDD+ mechanism of the UNFCCC. Lastly, the majority had no knowledge of any of the country's legislative instruments on the environment that incorporated gender considerations.

GENDER GAPS RELATED TO DISTRIBUTION

Poverty rates are higher among women producers



Poverty⁴⁸ and inequality are linked to employment-related gender gaps, in terms of participation and income, especially in female-headed households. According to INAMU data, the proportion

of poor female-headed households stands at 15.4 percent, compared to 13.7 percent for male-headed of households. In rural areas, this difference is even greater: 19.7 percent of female-headed households

⁴⁷ UNDP, GEF, and SINAC, 2018. Institutional Analysis of Gender Gaps in SINAC.

⁴⁸ Costa Rica uses a Multidimensional Poverty Index (MPI), where households represent the unit of analysis; it is focused on five dimensions: education, health, housing/internet usage, jobs, and social welfare. This Multidimensional Poverty Index complements the measurement of poverty based on insufficient income or the poverty line.

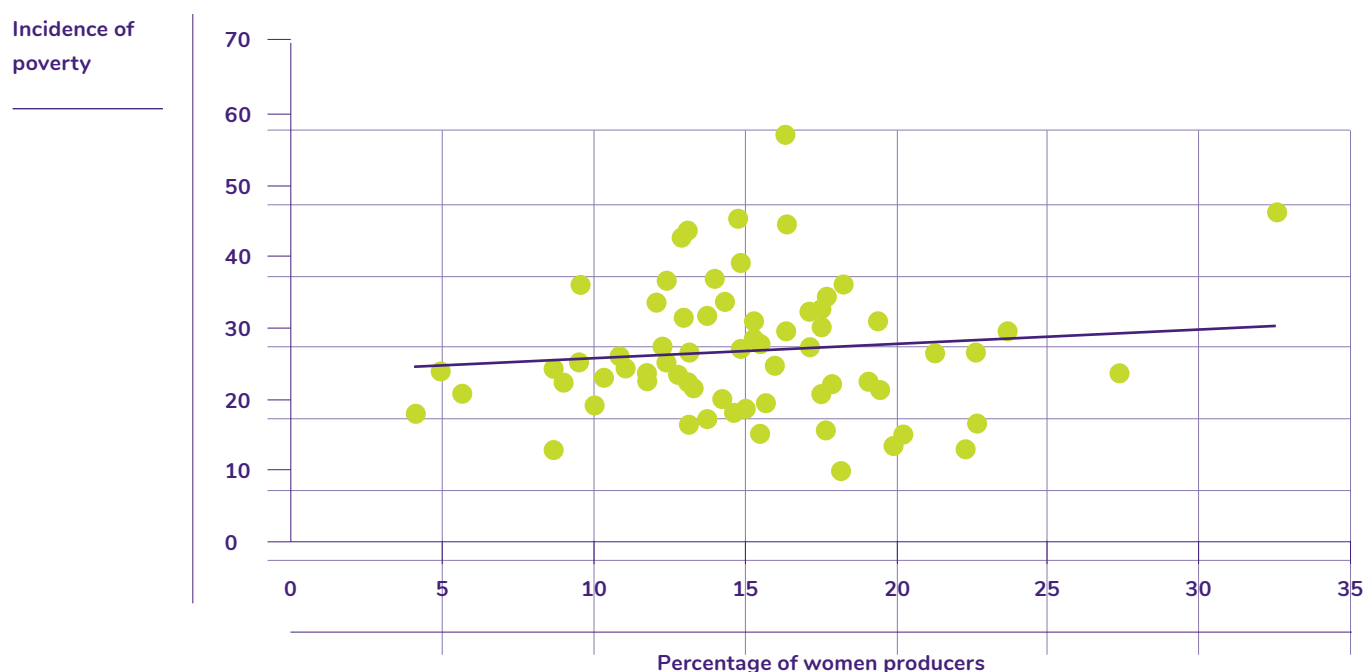
are poor, as against 16.2 percent of male-headed households. An analysis of the data on extreme rural poverty shows that 11.6 percent of female-headed households are living in extreme poverty, compared to 8.3 percent of male-headed households living in this condition.

INAMU found that many women living in poverty cannot generate income because their time is devoted to caring for their children and other dependents. Women spend, on average, 20.1 hours a week on gainful employment, whereas men spend 38.6 hours. By comparison, the female unemployment rate is 13.1 percent, while the rate

for men is 8.6 percent, according to the 2018 State of the Nation Report on Sustainable Human Development.

In some regions of the country, there is a slight correlation between the percentage of women producers and poverty incidence (see figure 14). According to data from the State Policy for Territorial Rural Development in Costa Rica (PEDRT), in the cantons of Talamanca, Limón, Corredores, Santa Cruz, Poás, Valverde Vega, Sarapiquí, Matina, Osa, and Dota, a high percentage of women producers coincided with a high poverty incidence. This pattern reflects gender inequalities that affect production opportunities.

FIGURE 14. CORRELATION BETWEEN POVERTY INCIDENCE AND PERCENTAGE OF WOMEN PRODUCERS

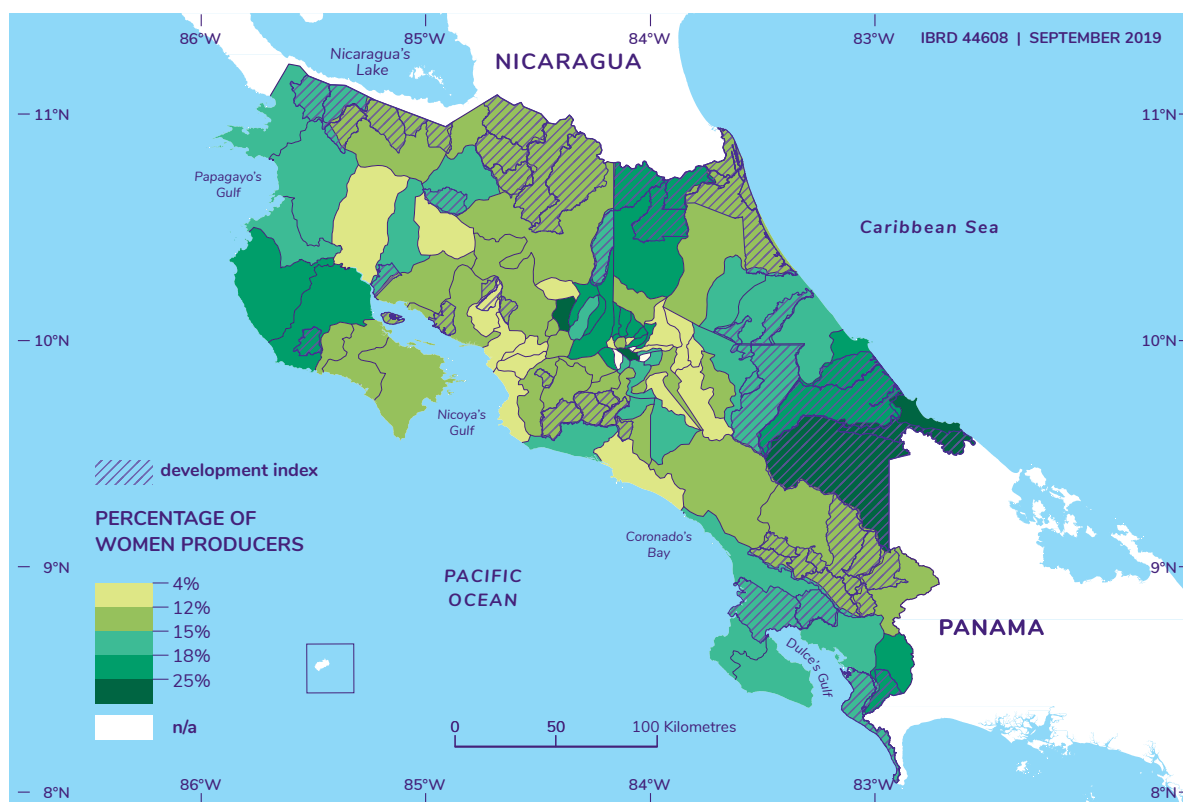


Source: Own elaboration. Based on: State Policy for Territorial Rural Development in Costa Rica (PEDRT).

Some Costa Rican cantons with lower social development indexes⁴⁹ are in areas where there is a higher percentage of women producers and a greater proportion of forests. This relationship is especially clear in the sectors of the Southern Caribbean, Talamanca, Southern Pacific, the Osa Peninsula, the Corredores, and in the North Huetar region, specifically in the canton of Sarapiquí (see map 2). Furthermore, some of the regions with a high percentage of women producers and lower social development indexes also include (a)

five of the largest conservation areas in the country (Osa Conservation Area, Amistad Caribe Conservation Area, Volcánica Central Conservation Area, North Huetar Conservation Area, and Tortuguero Conservation Area); and (b) priority zones for the strengthening of conservation and sustainable management of forests. These data confirm that, for some regions, women producers with high poverty levels coexist with highly forested areas.

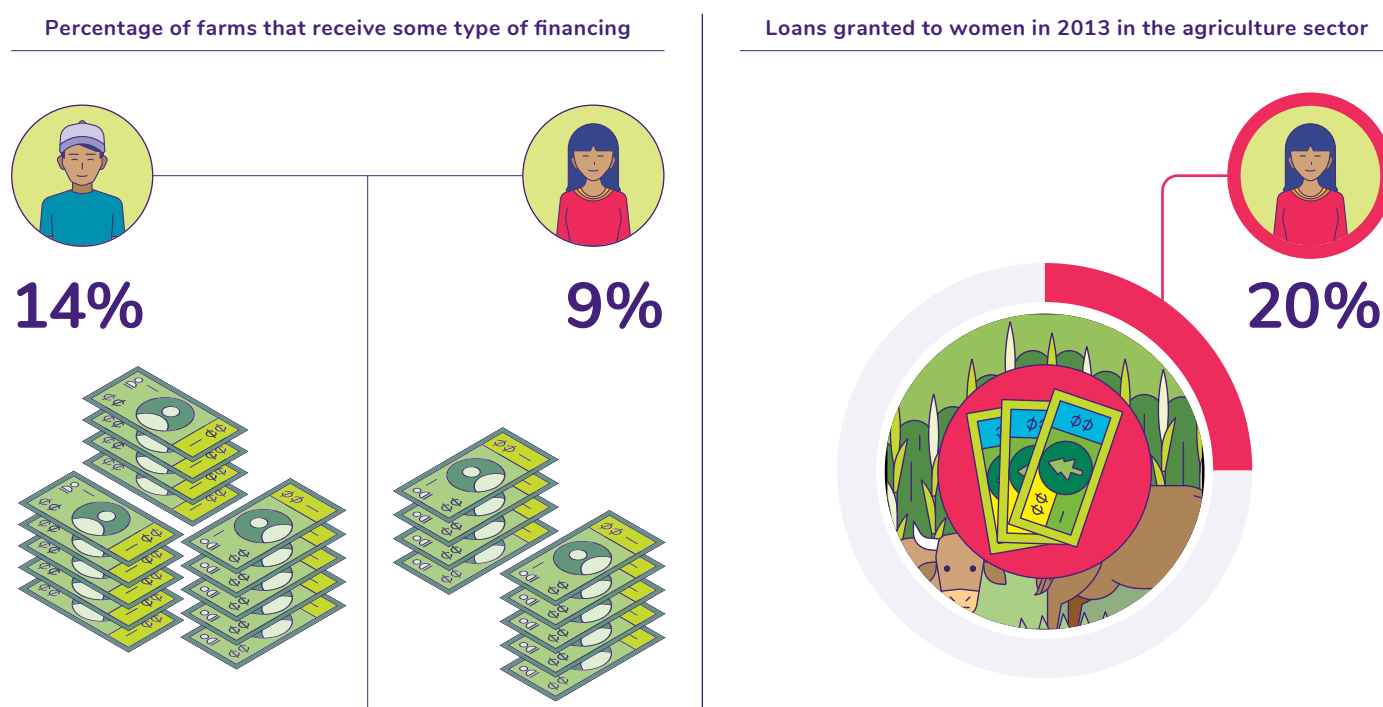
MAP 2. AREAS WITH LOWER SOCIAL DEVELOPMENT INDEX (LESS THAN 40%) AND PERCENTAGE DISTRIBUTION OF WOMEN PRODUCERS, BY CANTON



Source: Own elaboration. Based on: INEC, 2014. Sixth National Agricultural Census; and FONAFIFO data on the Social Development Index.

⁴⁹ The Social Development Index reflects the possibilities for the population to access and enjoy a series of basic rights, grouped into five dimensions: economic, social participation, health, education, and security, and is built on 14 socioeconomic indexes. See <https://www.MIDEPLAN.go.cr>.

Women producers receive less financial support for their farms



In general, very few farms receive financial support; however, women receive much less funding compared to men producers. According to INEC data, 9.1 percent of farms owned by women producers and 14.3 percent of those owned by men producers were provided with some type of financing. Women producers did not receive financial support for several reasons: they failed to request it (89.3 percent), their ability to pay was limited (2.3 percent), they did not hold title to their property (2.2 percent), they lacked collateral (1.5 percent), or they had a poor credit history (0.1 %).⁵⁰ Many women do not have a bank account, so their access to financial resources or incentives in general is limited;⁵¹ moreover, if they receive money, they usually have no control over it. This information reflects some of the main gender gaps that were mentioned during the field visits.

There is a considerable gender gap in terms of the entities that grant loans to women and men in the agriculture sector. Data from the Ministry of Economy, Industry, and Commerce (MEIC), based on information from financial institutions, show that in 2013, only 31.7 percent (6,492) of all loans were granted to women. In the agriculture sector, these data indicate an even lower percentage, since only 20 percent (992) of loans were given to women. Most of them were lines of credit for working capital (708) and for buying assets (278), representing 16 percent and 22 percent of all loans granted for these two lines of credit. Men, for their part, received the most financing from State banks (2,597 credits granted), followed by foundations (1,312 credits granted); while women received the most funding from foundations (513 credits granted), followed by

⁵⁰ INEC, 2017. A Vision of the Agricultural Sector based on the 2014 National Agricultural Census.

⁵¹ State of the Nation on Sustainable Human Development, 2016. Twenty-second report.

State banks (474 credits granted). It should be noted that the greatest inequalities are seen with respect to

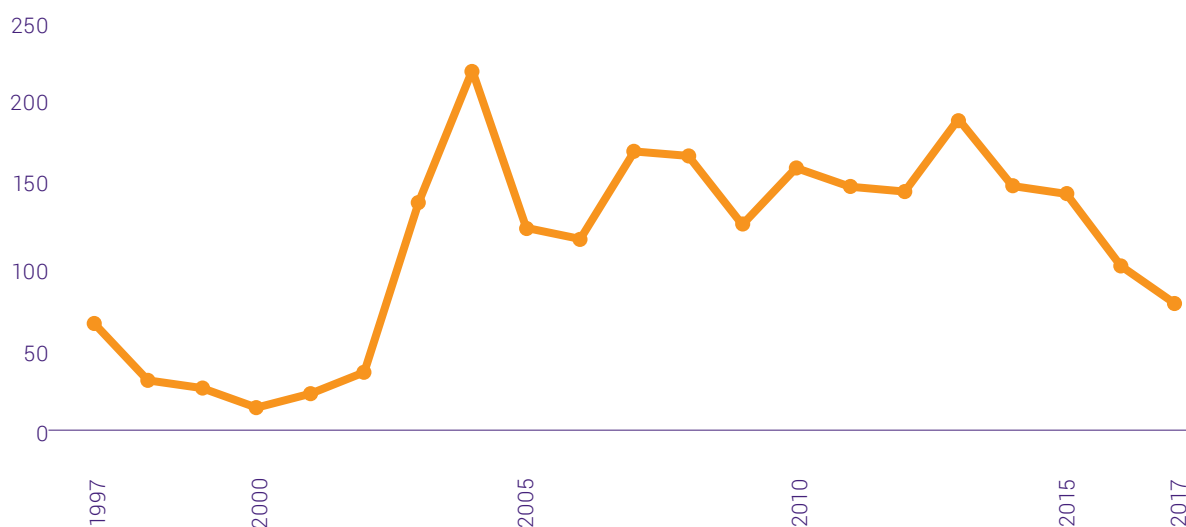
private banks, given that they granted only 9 percent of agricultural loans to women.

The number of women-owned farms included in the PES has been declining in recent years.

Only 15.1 percent of PES contracts from 1997 to 2017 were signed with women-owned farms. This represents a total of 2,552 women owners out of a total of 16,712 contracts signed by the Program between 1997 and 2017. The number of women owners with PES contracts rose considerably between 2004 and 2013 (figure 15). This increase was largely due to Costa Rica's signing of two loan agreements with the World Bank, which included an

indicator on boosting the participation of women, and to the efforts made by FONAFIFO to expand the number of women owners who receive PES. However, from 2014 onwards, many of the farms that joined the PES Program were registered as public companies, a figure which does not distinguish between gender; hence, there was a decline in the number of contracts signed with both men and women.⁵²

FIGURE 15. NUMBER OF WOMEN WITH CONTRACTS IN THE PES PROGRAM.⁵³



Source: Own elaboration. Based on data provided by the FONAFIFO Department of Environmental Services Management, SIAP-gePES.

⁵² Interviews with staff of the PES Program of FONAFIFO.

⁵³ Cut-off date, February 23, 2018.



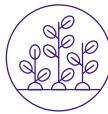
OPPORTUNITIES

In different regions of the country, there is a great potential to increase women's participation in environmental projects and initiatives, given their interest in a wide range of activities aimed at reducing deforestation and forest degradation. During the focus group discussions convened as part of the preparation of the GAP, the participating women were consulted as to which activities they would be most interested in carrying out to contribute to the National REDD+ Strategy (table 3).⁵⁴ Most of the communities visited during the focus group sessions showed a preference for reforestation activities, followed by those related to tourism. Some women mentioned that ecotourism

activities were being carried out in their territories offering many job opportunities in relation to food preparation, handcrafts, or tour guides, which could serve as examples for other women. It should be noted that many priority activities such as cocoa farming, plant nurseries, vegetable gardens and non-timber forest products (medicinal plants, seeds or species used in construction), could be developed through agroforestry systems adjacent to the homes of these women, which would allow them to participate in the activities proposed in the PAMs of the National REDD+ Strategy.

⁵⁴ Grupos focales realizados en Reserva Forestal Golfo Dulce, Hojancha, Sarapiquí y los territorios indígenas Bribri y Cabécar como parte de la elaboración del Plan de Acción de Género.

TABLE 3. REDD+ ACTIVITIES PRIORITIZED BY WOMEN IN FOCUS GROUPS

	La Palma, Osa	Hojancha, Guanacaste	Sarapiquí, Northern Zone	Indigenous Territories Bribi, Talamanca	Indigenous Territories Cabécar, Talamanca
Reforestation					
Tourism					
Cocoa					
Vegetable gardens					
Plant nurseries					
Non-timber forest products					
Community development					
Conservation					

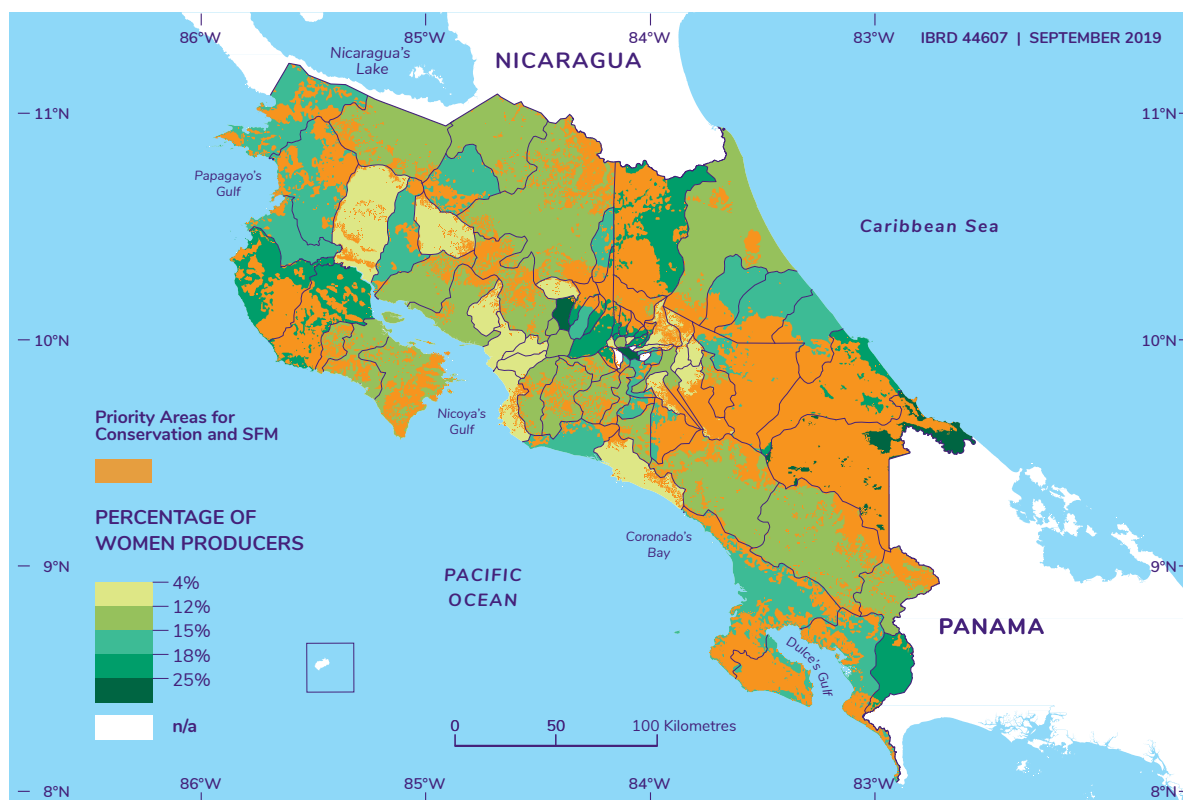
In many cases, women's priorities reflect the many gender-based inequalities they face. When women are asked what enabling conditions would allow them to carry out activities to reduce deforestation and forest degradation, their replies refer to many of the gender gaps discussed in the previous section. The enabling condition that most women prioritized (17.6 percent) in all locations was access to economic benefits. Other priorities cited were access to agricultural resources, the opportunity to engage in jobs that differ from those traditionally carried out by women, access to tools and equipment, full and effective participation in decision making, and access to training and education. One interesting detail was that indigenous women's priorities are different from those of non-indigenous women farmers. Women farmers are focused on access to economic benefits, while indigenous women's priorities involve access to agricultural resources, different job opportunities, and full and effective participation in decision making.⁵⁵

The proposed forest activities for women to help reduce deforestation and forest degradation could have a significant impact in priority areas for the conservation and sustainable management of forests. A close analysis of maps 3 and 4 shows that many of the priority areas in need of action to strengthen forest conservation and sustainable management or where NPAs exist are located in cantons with a high number of women producers. Prioritizing the activities proposed by these women through the REDD+ Gender Action Plan could develop a strategy that will guarantee resources, technical assistance, and follow-up actions to implement activities that can have a significant impact on the country's priority forested areas while empowering and assisting the women of these regions (Nicoya, Osa, Talamanca, and Northern Zone), who are active agents of conservation and sustainable management of forests.⁵⁶

55 It is important to note that the priorities related to the participation of indigenous women are those mentioned during the National REDD+ Strategy consultation process in the 24 indigenous territories.

56 The maps are only for illustrative purposes and indicate areas where opportunities exist for involving women as agents of change. They do not show a linear correlation between variables.

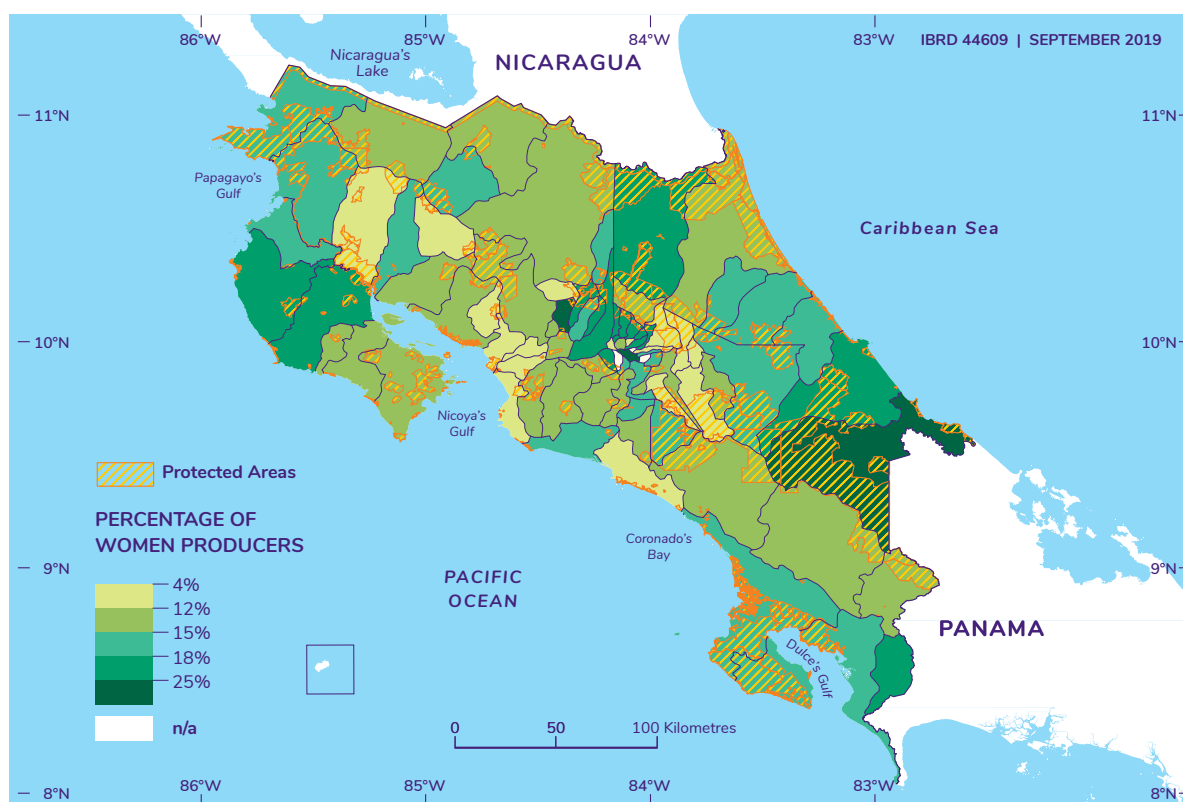
MAP 3. PRIORITY AREAS FOR CONSERVATION AND SUSTAINABLE MANAGEMENT OF FORESTS,
AND PERCENTAGE DISTRIBUTION OF WOMEN PRODUCERS BY CANTON⁵⁷



Source: Own elaboration. Based on: INEC, 2014. Sixth National Agricultural Census; and Carrión et al., 2017. Mapping of REDD+ social and environmental co-benefits in Costa Rica.

57 The priority zones for the conservation and sustainable management of forests are those where forest cover converges with many other benefits, according to an analysis done by the REDD+ Secretariat. The multiple benefits considered include (1) greenhouse gas mitigation; (2) natural scenic beauty to attract tourists; (3) conservation of biodiversity; (4) support for communities susceptible to water stress; (5) potential for socioeconomic improvements; (6) control of water erosion; and (7) potential for improving governance.

MAP 4. NATIONAL PROTECTED AREAS AND PERCENTAGE DISTRIBUTION OF WOMEN PRODUCERS BY CANTON

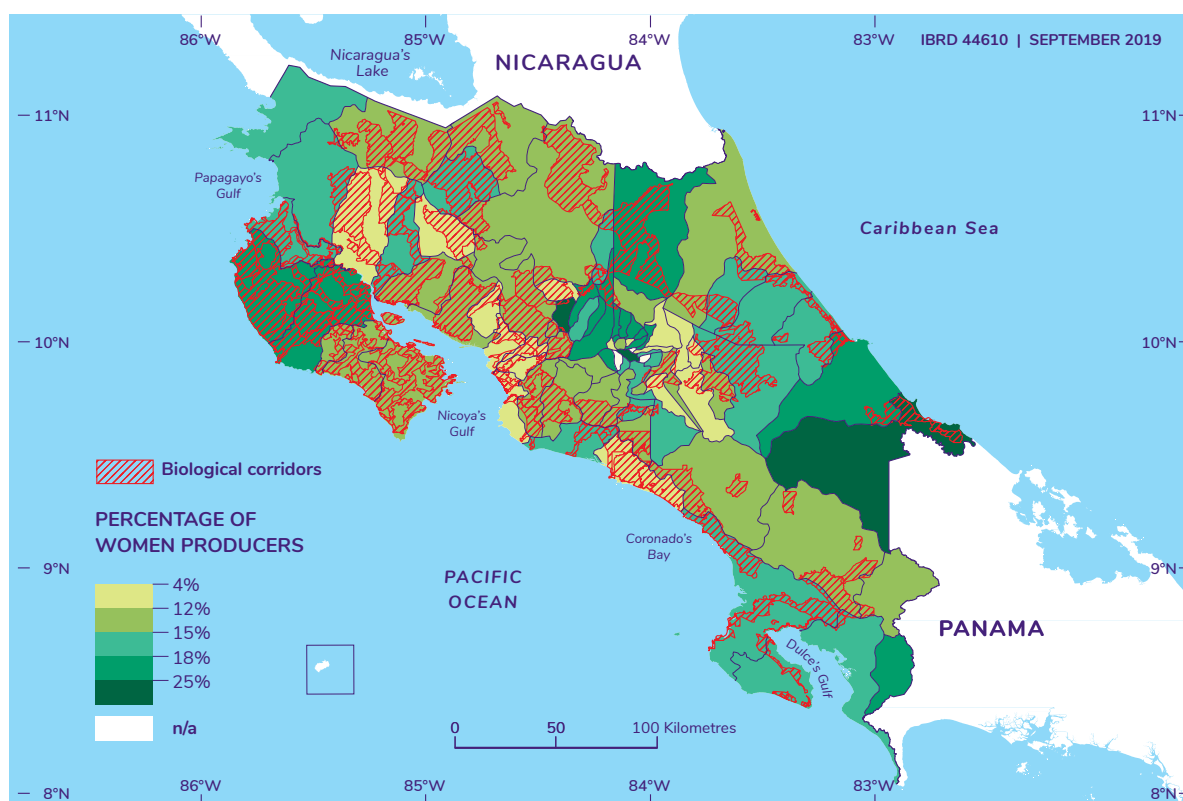


Source: Own elaboration. Based on: INEC, 2014. Sixth National Agricultural Census; and FONAFIFO-SINAC. Data on National Protected Areas.

Forest conservation and sustainable management activities carried out by women may have a strong impact on biological corridors and unprotected forest areas. As shown in map 5, a certain proportion of women producers live in areas of high importance for conservation, such as the Nicoya Peninsula, the North Huetar region, and the Osa Peninsula. Implementing

activities such as those included in table 2, or offering support and incentives so that these women can become involved in new forest conservation or management initiatives, could result in increased forest cover and reduced pressure on forest ecosystems in unprotected areas where the greatest amount of carbon is lost due to forest degradation.

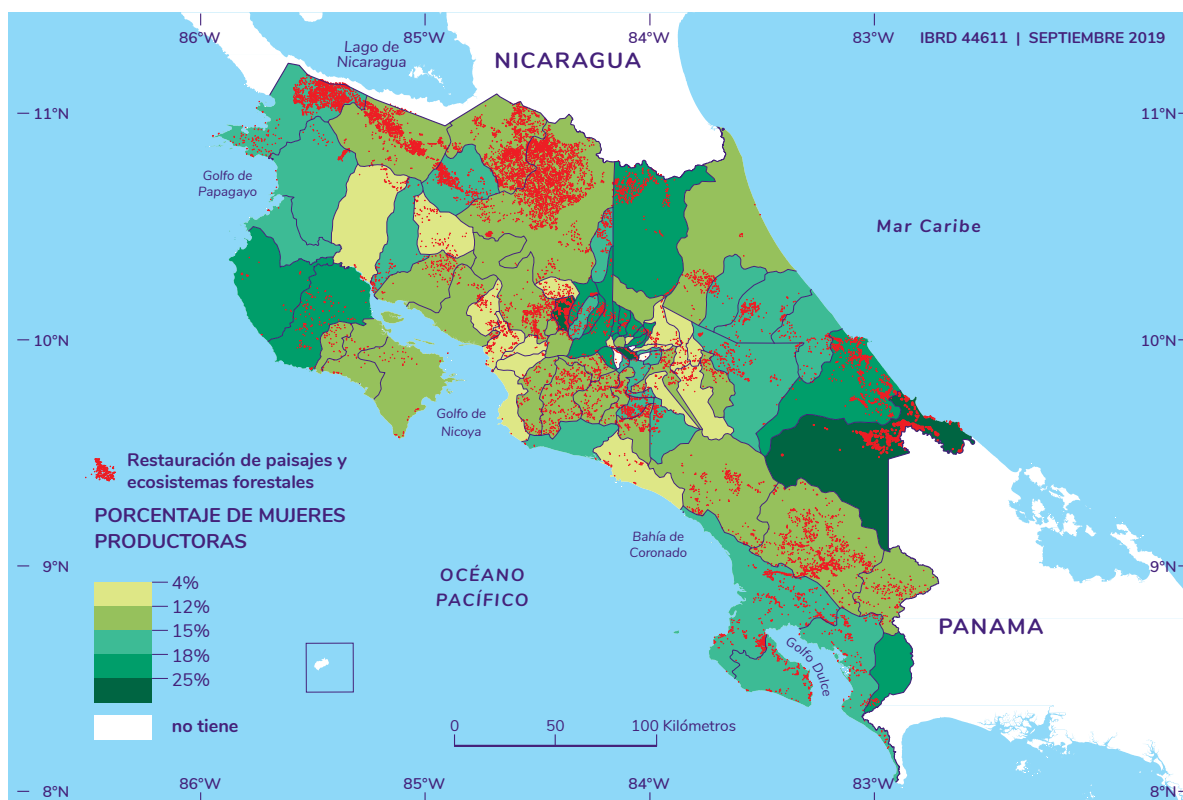
MAP 5. BIOLOGICAL CORRIDORS AND PERCENTAGE DISTRIBUTION OF WOMEN PRODUCERS BY CANTON



Source: Own elaboration. Based on: INEC, 2014. Sixth National Agricultural Census; and FONAFIFO-SINAC. Data on Biological Corridors.

Women may play a key role in the restoration of forest landscapes and ecosystems. Reforestation is one of the main activities proposed by women in the various regions visited (see table 3), and many of the priority areas for forest landscape and ecosystem restoration are located in cantons with a high number of women-owned farms (map 6). Furthermore, involving women in land restoration activities could promote initiatives related to reforestation or the creation of “analog forests” that various groups of women are already engaged in

throughout the country. These activities could initiate a generational handover, since according to the focus group participants, such efforts are generally of interest to younger people and could generate formal, innovative green jobs that would allow youth to continue living in their communities.

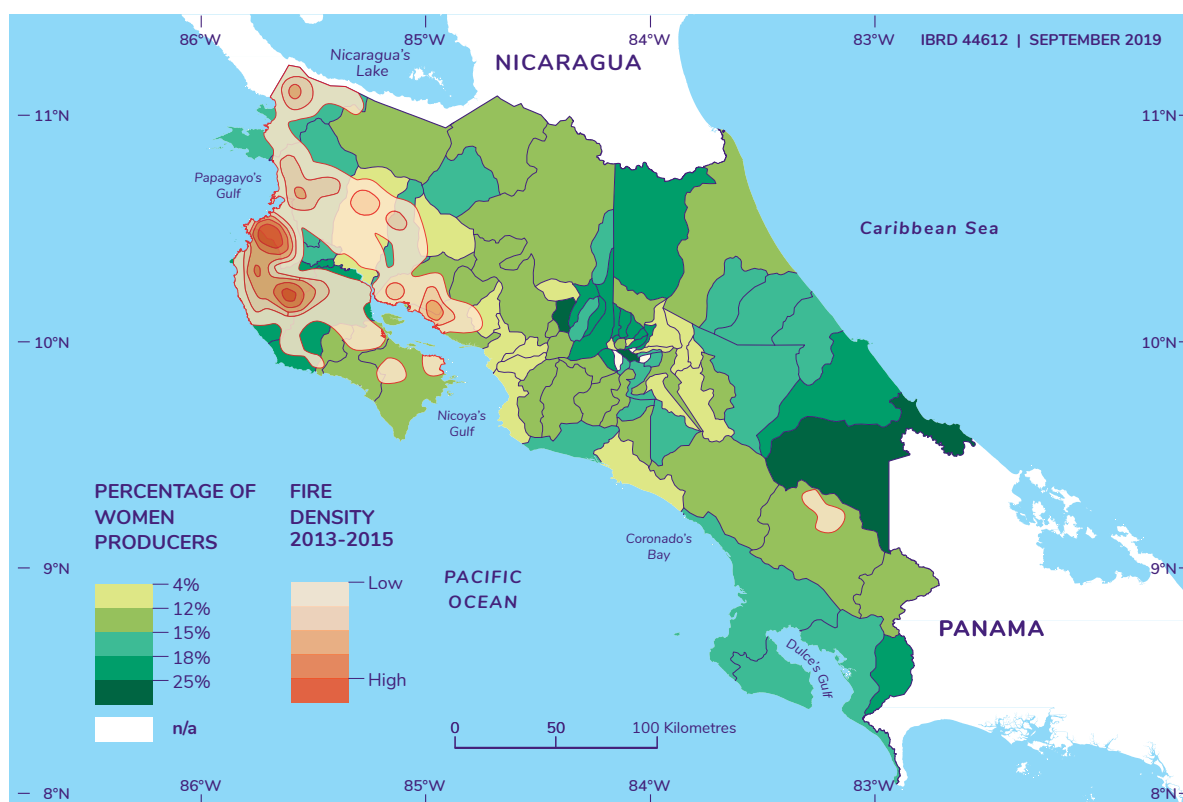
MAP 6. PRIORITY AREAS FOR THE RESTORATION OF FOREST LANDSCAPES AND ECOSYSTEMS, AND PERCENTAGE DISTRIBUTION OF WOMEN PRODUCERS BY CANTON⁵⁸

Source: Own elaboration. Based on: INEC, 2014. Sixth National Agricultural Census; and Carrión et al., 2017. Mapping of REDD+ social and environmental co-benefits in Costa Rica.

Recognizing and valuing the contributions of women members of fire brigades is key to controlling forest fires and represents an opportunity to generate green jobs. As shown in map 7, many areas under higher risk of forest fires correspond to areas with more women-owned farms. Therefore, women could potentially play an important role in preventing and fighting forest fires. During the field visits, it was documented that the fire brigades of the Tempisque Conservation Area (ACT) and the Guanacaste Conservation Area (ACG) have a considerable number of women members. Many of

these women carry out support work for the brigades in terms of logistics and food preparation; however, many others are actively involved in fire-fighting activities and land preparation during the rainy season. Although the women initially experienced various types of discrimination, the male fire fighters have gradually recognized the value of their work. Promoting actions to support these women would offer an opportunity to formalize decent green jobs for women and change gender stereotypes.

⁵⁸ The priority zones for forest landscape and ecosystem restoration are those where secondary forest cover and bare soils converge with many other benefits, according to the analysis by the REDD+ Secretariat. The benefits considered include: (1) greenhouse gas mitigation; (2) conservation of biodiversity; (3) support for communities susceptible to water stress; (4) potential for socioeconomic improvements; (5) control of water erosion; and (6) potential for improving governance.

MAP 7. AREAS WITH A HIGHER RISK OF FOREST FIRES AND PERCENTAGE DISTRIBUTION OF WOMEN PRODUCERS BY CANTON

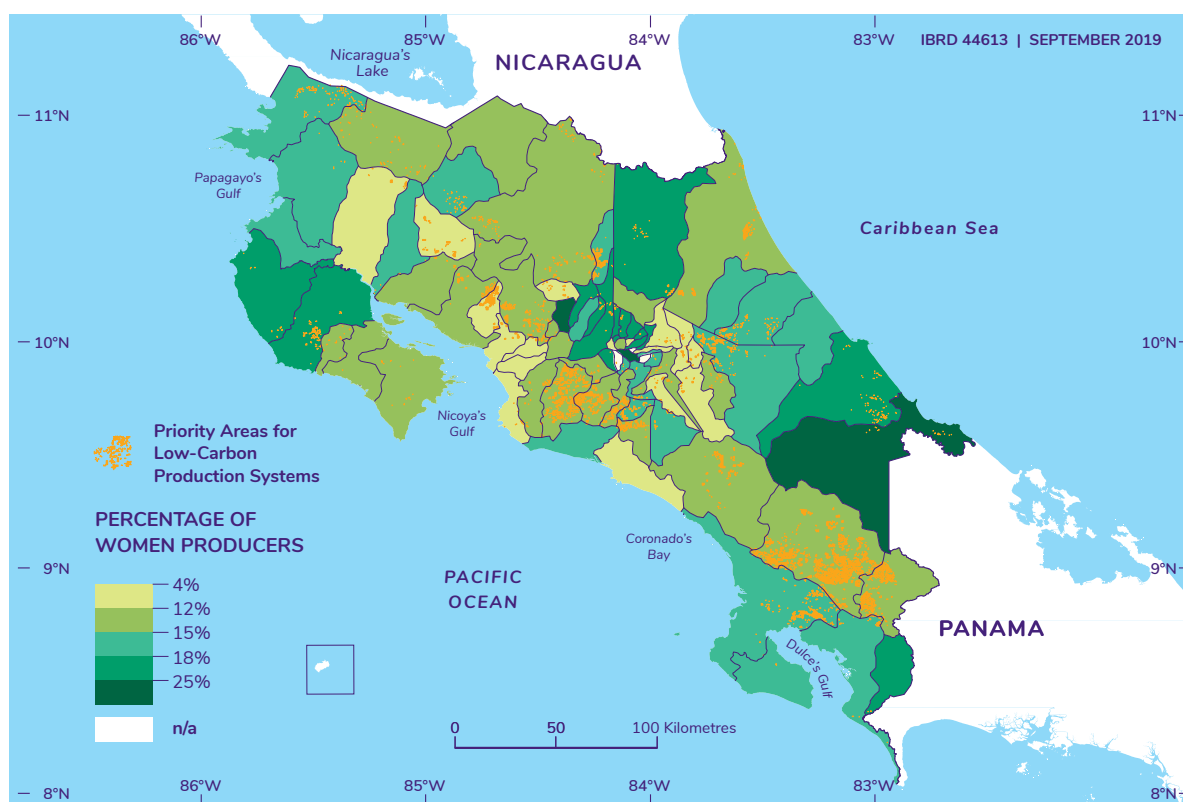
Source: Own elaboration. Based on: INEC, 2014. Sixth National Agricultural Census; and Carrión et al., 2017. Mapping of REDD+ social and environmental co-benefits in Costa Rica.

Recognizing and supporting agroforestry systems on women-owned farms is key to strengthening low-carbon production systems.⁵⁹ During the field visits, it was determined that many women-run farms have agroforestry systems; this information concurs with the trends observed in the data from the agricultural census. Map 8 illustrates that supporting and promoting these agroforestry systems could have a big impact in areas such as the Central Region, Central Caribbean, and Southern Pacific, where there is a high percentage of low-carbon production systems. Since women producers in these areas have fewer and smaller farms, initiatives could

include the creation of conservation units that combine several women-owned farms with agroforestry systems to improve their production systems. The goal would be to lower carbon emissions and encourage a commitment to keep a percentage of the land covered with forest. This also represents an opportunity to build the capacities of women producers in an innovative field and establish a national carbon market, providing economic incentives that recognize and value these conservation units headed by women producers who are contributing to the country's decarbonization targets.

59 The National REDD+ Strategy defines these systems as farms that are currently in agricultural production, in which there is no change of economic activity, but the forest biomass is increased, either by planting trees under agroforestry or silvopastoral systems, or even through the creation or conservation of forest patches within them. It is also expected that, with greater use and profitability of the land, the incentives to deforest other forest areas will decrease, owing to the loss of productivity in the current areas.

MAP 8. PRIORITY AREAS FOR LOW-CARBON PRODUCTION SYSTEMS AND PERCENTAGE DISTRIBUTION OF WOMEN PRODUCERS BY CANTON⁶⁰



Source: Own elaboration. Based on: INEC, 2014. Sixth National Agricultural Census; and Carrión et al., 2017. Mapping of REDD+ social and environmental co-benefits in Costa Rica.

Traditional indigenous farms are agroforestry systems of great importance to both women and forest conservation. The Bribri culture identifies production spaces that are relevant to the family economy and the exchange between communities. Women play an important role in agroforestry systems adjacent to their homes (known as the Û itõ or house in Bribri). In this system, medicinal plants and domestic animals such as pigs and chickens abound. In addition, these farms

integrate the cocoa production systems where a great diversity coexists, including the very valuable Creole cacao and white cacao. These farms are generally small, between 5 to 10 hectares, and there is a great diversity of timber and fruit species that play an important role in the protection of ecosystem services, such as water springs. These production systems are relevant to the transmission and teaching of indigenous culture.

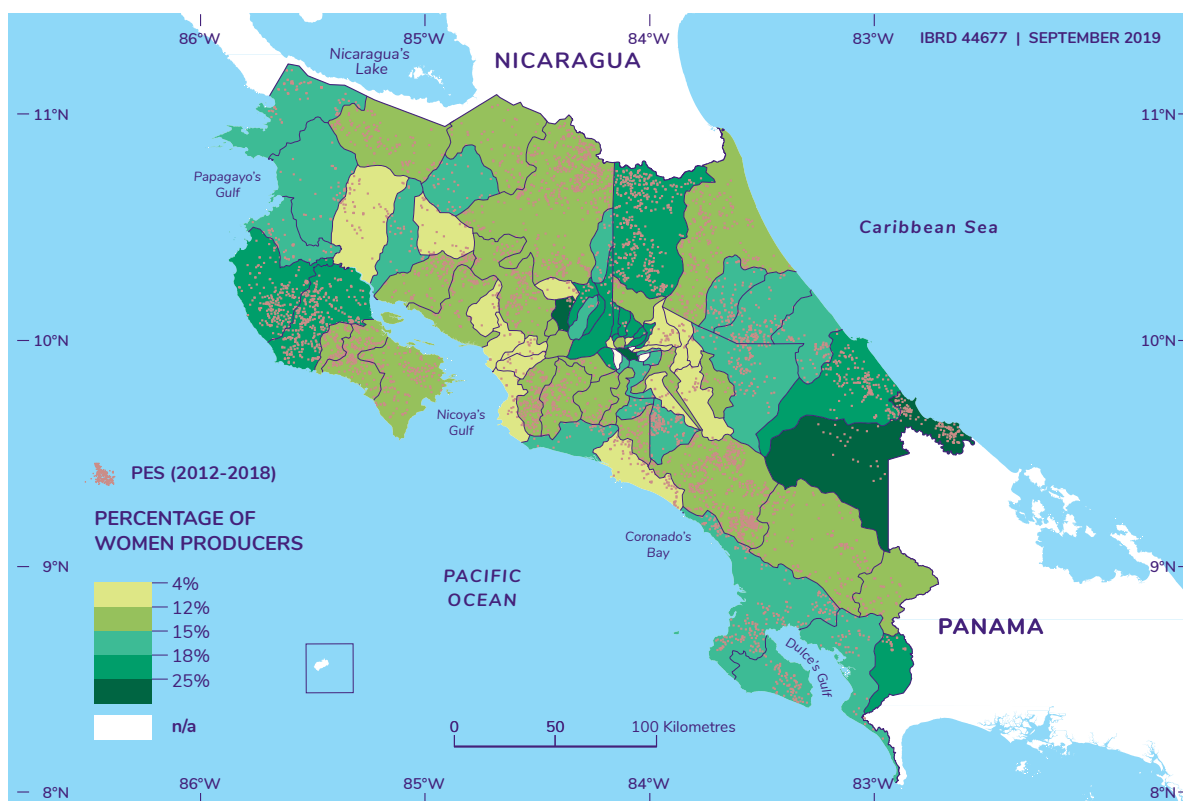
⁶⁰ Las zonas prioritarias para la promoción de prácticas agroforestales son aquellas donde las áreas de uso agropecuario convergen con otros beneficios múltiples, según el análisis de la Secretaría REDD+. Los beneficios múltiples considerados incluyen: 1) apoyo a comunidades vulnerables por estrés hídrico, 2) potencial de mejora socio-económica, 3) control de la erosión hídrica y 4) potencial para la mejora de la gobernanza.

Many of the PES contracts between 2012 and 2018 correspond to cantons with a high percentage of women producers and where areas of importance for conservation prevail (map 9). An analysis of the most

recent data shows that between 2016 and 2017 the spatial distribution of properties belonging to women PES beneficiaries increased. In 2016, these properties tended to be concentrated in the Nicoya Peninsula, the Northern Zone, Limón, and the Central Region. In 2017, PES-participating properties in the Central Highlands region increased. This variation shows how women carry out conservation activities in different forest

ecosystems and in priority conservation areas. In 2016 and 2017, most of their properties engaged in forest protection activities, followed by agroforestry systems. It should be noted that the map also shows that there are priority areas where more women could be encouraged to participate in the PES Program, through modalities that take into account the characteristics of their farms and the gender gaps they face in terms of land tenure, access to information, and the lack of technical support and resources to hire forest regents and follow the necessary PES procedures.

MAP 9. PES CONTRACTS (2012-2018) AND PERCENTAGE DISTRIBUTION OF WOMEN PRODUCERS BY CANTON



Source: Own elaboration. Based on: INEC, 2014. Sixth National Agricultural Census; and PES data (2012-2018) provided by FONAFIFO.

During the field visits, some of the women landowners mentioned that they would be interested in participating in the PES Program, but many lack information and skills or do not own properties with the necessary characteristics to be part of the Program. In order to increase the number of women in the Program, it is necessary to envision specific or simplified modalities that allow them to access incentives and rewards, even though they have smaller farms. It is also

essential to improve the dissemination of information about these incentives, provide support in filling out the forms, and empower women to negotiate. FONAFIFO is currently implementing a PES modality for farms smaller than 10 hectares which recognizes established trees, forest areas -- regardless of size, and even if they do not meet the Forestry Law's definition of forest-- and natural regeneration areas.



SECTION

06

GENDER ACTION PLAN FOR THE
NATIONAL REDD+ STRATEGY

The Gender Action Plan is based on the gender roles, gaps and opportunities identified during the gender analysis, as well as the recommendations obtained from the field visits, awareness-raising workshops and the indigenous peoples' consultation process.

Based on this information, the gender goals, expected outcomes, actions, indicators and institutional partners for each of the six PAMs of the National REDD+ Strategy were developed.

The Gender Action Plan (GAP) is based on the six PAMs of the National REDD+ Strategy and is

composed of six gender-related goals (one for each PAM) and 20 expected outcomes. For each of these gender-related goals, a series of actions is proposed that will lead to the expected outcomes identified. These actions, in turn, were aligned with the actions proposed in the National REDD+ Strategy and its Implementation Plan. In addition, process and outcome indicators are included in order to monitor the entire change process that will lead to the achievement of the proposed goals⁶¹. Finally, the Plan includes the institutions that are expected to lead the implementation of the actions, together with strategic partners. The actions are

⁶¹ Indicators based on Kristjanson et al., 2018.

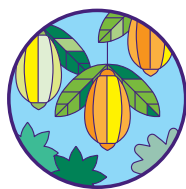
harmonized with the policies, programs, and operational plans of each institution.

The goals, expected outcomes, and actions included in the GAP are proposed in order to reduce specific gender gaps and enhance the opportunities identified

during the gender analysis. The execution of the GAP requires the development of an implementation plan that establishes the baselines and target values for the expected outcomes and defines the process and the associated budget required to fulfill and monitor the proposed actions⁶².



⁶² The goals, expected outcomes, and proposed actions in the GAP are based on a national process involving Costa Rican government institutions and society, led by the REDD+ Secretariat. The GAP is not part of a World Bank-funded project, and its implementation and financing are expected to be an element of the National REDD+ Strategy.



NATIONAL REDD+ STRATEGY PAM 1: PROMOTION OF LOW-CARBON AGRICULTURAL PRODUCTION SYSTEMS.



GENDER-RELATED GOAL

1.1 Promote and implement low-carbon and gender-sensitive production systems.



EXPECTED OUTCOMES

1.1.1 Increased number of farms and production units run by women.

1.1.2 Empowerment of women with integrated farm projects.



ACTIONS

1. Identify areas of the country where integrated farms and production units could be developed and where a greater number of women producers are located.
2. Systematize the roles of women and men in productive and conservation activities, and of grassroots focus groups (for women, youth, and other groups) that can participate in the development of integrated farms and production units.
3. Increase the visibility of farms and production units and the sustainable practices of women producers, as well as the experiences that have helped create productive spaces for them and that can be considered when developing the integrated farms and production units.
4. Establish institutional guidelines and directives in MAG and MINAE to ensure that projects take gender criteria and indicators into account.
5. Establish pilot projects for gender-responsive integrated farms and production units that recognize and value gender-differentiated contributions and provide differentiated technical assistance for women.
6. Include a gender approach in the potential prioritization systems for integrated farms and production units that will receive institutional support.
7. Increase coverage of integrated farms and production units run by women through the expansion, improvement, and simplification of financial instruments, such as the PESP and SAF, or the design of specific loans for women owners and non-owners.



INSTITUTIONS AND PARTNERS

- REDD+ Secretariat
- MAG
- INDER



INDICATORS

Process

* Gender-based approach designed to prioritize integrated farms.

Outcome

* Number of women involved in integrated management projects.

**EXPECTED OUTCOMES**

1.1.3 Differentiated technical assistance for men and women provided by MAG, SINAC, and other technical and extension service departments.

**ACTIONS**

1. Identify gender-differentiated needs in relation to the technical support required to establish low-carbon production systems.
2. Develop a gender-responsive outreach strategy, to be included in the SINAC and MAG extension process.
3. Establish a gender performance indicator in MINAE and MAG extension programs.
4. Ensure that at least 25% of the SINAC extension agents are women.
5. Carry out capacity-building activities, exchange of experiences, and family outreach, through various platforms such as the Territorial Council for Rural Development (CTDR), INDER, the Regional Council for the Agriculture Sector and SINAC, which include both men and women.

**INSTITUTIONS AND PARTNERS**

- SINAC
- MAG

**INDICATORS****Process**

* Gender-responsive technical assistance and outreach strategy established.

Outcome

* Percentage of women participating in training and exchange of experiences.

**EXPECTED OUTCOMES**

1.1.4 Women leaders share their experiences and knowledge with other women and men of various ages.

**ACTIONS**

1. Identify local women who are interested in sharing experiences and knowledge.
2. Create the capacities that will enable these women to lead formal training processes to share their traditional knowledge and new environmentally friendly technologies.
3. Carry out an annual exchange of experiences at the national level among various women's organizations, in order to strengthen their technical capacities to develop integrated farms or production units.
4. Establish "Women Teaching Other Women" field schools as part of the courses offered to them by various government institutions.

**INSTITUTIONS AND PARTNERS**

- INAMU
- MAG
- INDER
- INA
- IFAM
- SINAC

**INDICATORS****Process**

* National exchange of experiences organized and promoted by women's associations with government support.

Outcome

* Number of field schools run by women.



EXPECTED OUTCOMES

1.1.5 Costa Rica has a gender equality seal for integrated farms and production units.



ACTIONS

1. Identify the characteristics of both women's and men's integrated farms and production units.
2. Define the terms for the creation of the gender equality seal so that the requirements and follow-up are countrywide.
3. Propose and validate the gender criteria that make up the seal.
4. Design a cost-effective process for the implementation of the gender equality seal based on international certifications that integrate gender criteria.
5. Create the capacity to implement the gender equality seal.
6. Promote the adoption of the equality seal in national and international markets as an incentive, not a barrier to growth.



INSTITUTIONS AND PARTNERS

- REDD+ Secretariat
- INAMU
- MAG
- INDER
- CENIGA
- MINAE – DCC



INDICATORS

Process

* Design of the gender equality seal for environmental initiatives.

Outcome

* Number of integrated farms or production units that obtain the gender equality seal.



NATIONAL REDD+ STRATEGY PAM 2. STRENGTHENING OF NPAS AND NATIONAL PROGRAMS TO PREVENT AND CONTROL LAND USE CHANGE AND FIRES.



GENDER-RELATED GOAL

2.1 Implement a gender perspective in the strengthening of the NPAs and in the institutional management of SINAC.



EXPECTED OUTCOMES

2.1.1 Policies, guidelines and processes for strengthening SINAC are gender responsive.



ACTIONS

1. Review SINAC's gender gap analysis to identify gender-related capacity-building needs.
2. Adapt the training module developed by the REDD+ Secretariat to meet the institutional needs of SINAC.
3. Identify and systematize gender-responsive environmental projects and women's associations that contribute to the strengthening of the NPAs and all programs, in collaboration with SINAC officials.
4. Institute an awareness-raising process with SINAC officials in the regional offices and NPAs, based on a participatory process in which representatives of women's groups are invited and the activities proposed in the training module are implemented.
5. Promote ownership of the training module at the SINAC level through an institutional guideline that ensures that all capacity-building processes include a gender perspective.
6. Integrate the technology and information department and the communication department to develop a gender-responsive communication strategy for SINAC.
7. Integrate a gender perspective in the new PWA policies.
8. Integrate a gender perspective into the PWA chapter of the National Forestry Development Plan.



INSTITUTIONS AND PARTNERS

- SINAC
- REDD+ Secretariat



INDICATORS

Process

* The capacity-building plan to address REDD+ activities in SINAC is developed in a gender-responsive manner.

Outcome

* PWA policy and the PWA chapter of the National Forestry Development Plan incorporate a gender perspective.



EXPECTED OUTCOMES

2.1.2 Women participate fully and effectively in the conservation and use of biodiversity and natural resources in PWA buffer zones and biological corridors.



ACTIONS

1. Conduct a census of CONAC, CORAC, COLAC, COVIRENAS and other committees and organized groups related to the protection and conservation of biodiversity and natural resources to determine the participation of women, their proportion, and their contributions.
2. SINAC, with the support of other institutions, will organize discussion sessions on the importance of the gender issue in the committees and in internal and external bodies, so as to identify actions to promote gender equality and women's participation.
3. Implement the processes of induction and capacity building of internal and external bodies in a gender-responsive manner, in order to increase women's accreditation.
4. Establish a mechanism to improve relations between women and men, and break gender stereotypes through conflict resolution workshops.
5. Promote the importance of teamwork and rotate leadership tasks.
6. Develop a gender equality policy for SINAC.



INSTITUTIONS AND PARTNERS

- SINAC
- REDD+ Secretariat



INDICATORS

Process

* Induction and capacity-building of internal and external bodies in a gender-responsive manner.

Outcome

* Percentage of women involved in CONAC, CORAC, COLAC, COVIRENAS and other committees and organized groups related to the protection and conservation of biodiversity and natural resources.



GENDER-RELATED GOAL

2.2 Strengthen fire protection, prevention and management programs to make them gender-responsive.



EXPECTED OUTCOMES

2.2.1 Fire control and prevention program incorporates gender-responsive actions.

2.2.2 Program for fire prevention, protection, control, and integrated management has enough logistical and financial human resources to improve its response capacity with gender-responsive actions.



ACTIONS

1. Document experiences and lessons learned from women forest firefighters and their contributions to fire prevention, control, and management.
2. Systematize the experiences and lessons learned when establishing mixed fire control brigades.
3. Improve relations between women and men firefighters, break gender stereotypes, promote the importance of teamwork and rotate leadership tasks through workshops on conflict resolution, masculinity, and femininity.
4. Design a gender-responsive communication and dissemination strategy that highlights women's contributions, giving examples of their work and their stories, and including female figures such as Toño Pizote and his friends, so as not to reinforce negative gender stereotypes.
5. Utilize the gender-responsive fire prevention, control, and management campaign.
6. Implement gender-responsive training processes for target populations identified in the training plan for male and female forest firefighters.
7. Incorporate gender considerations in the regulation of voluntary forest brigades and in the guidelines for the preparation of fire management plans for NPAs.



INSTITUTIONS AND PARTNERS

- SINAC



INDICATORS

Process

- * Regulation of gender-responsive voluntary forest brigades.

Outcome

- * Number of programs for women forest firefighters and forest inspectors established.



NATIONAL REDD+ STRATEGY PAM 3. INCENTIVES FOR CONSERVATION AND SUSTAINABLE FOREST MANAGEMENT.



GENDER-RELATED GOAL

3.1 Promote positive financial mechanisms, benefiting men and women equally, for the conservation and sustainable management of forests.



EXPECTED OUTCOMES

3.1.1 Simplified financing modality that facilitates the entry of women who are carrying out forest conservation and management activities.



ACTIONS

1. Identify the profile of female forest owners and non-owners.
2. Systematize the gender-differentiated characteristics of farms and non-farm productive spaces that do not meet the criteria of current financing mechanisms, in order to create robust databases and build baselines.
3. Identify the types of requirements and expectations of women owners and non-owners who do not receive funding.
4. Create a CREF or payment for environmental services/ agroforestry services (PES/ SFA) modality that takes into account gaps in land tenure and the characteristics of women's farms, and that can be implemented individually or in groups, for example CREF-women and gender-responsive PES.
5. Identify service offerings in financial mechanisms, in order to compile information and disseminate it to women.
6. Design a user-friendly, effective, and gender-responsive system of access to information on funding.
7. Registration and dissemination of organizations and agricultural centers that can offer technical assistance services for the development of activities within the modality, for example CREF-women and gender-responsive PES.
8. Implement a gender-responsive training and technical assistance system to manage forms and requirements.
9. Carry out a negotiation consulting process designed for women producers.



INSTITUTIONS AND PARTNERS

- FONAFIFO
- REDD+ Secretariat



INDICATORS

Proceso

* CREF or PES/SFA modality that takes into account the gaps and characteristics of women's farms.

Resultado

* Percentage of women producers benefited by environmental financing mechanisms.



EXPECTED OUTCOMES

3.1.2 Women and men have financing and incentives to develop productive activities that mitigate the drivers of deforestation and reduce emissions.



ACTIONS

1. Enter into an agreement with Fundación Banco Ambiental to establish the fund and its operation.
2. Consolidate funding from different national or international sources into a specific national fund.
3. Include criteria and measures to ensure that resources from the fund reach women's and women producers' organizations.
4. Map the gender-differentiated risks and benefits to determine how resources are to be allocated.
5. Establish a process of technical support, training, and negotiation advice and assistance to men and women producers who will receive funding from the fund.
6. Adapt the gender equality seal for productive activities that mitigate the drivers of deforestation and reduce emissions.
7. Promote the establishment of a national carbon market that recognizes gender certification as an added value of these credits.



INSTITUTIONS AND PARTNERS

- REDD+ Secretariat
- MINAE – DCC
(domestic market for emission reductions)



INDICATORS

Process

* Inclusive Fund for Sustainable Development (FOINDES) established.

Outcome

* Percentage of women and men with financing and incentives to develop productive activities that mitigate deforestation factors.



NATIONAL REDD+ STRATEGY PAM 4. RESTORATION OF FOREST LANDSCAPES AND ECOSYSTEMS.



GENDER-RELATED GOAL

4.1 Promote the restoration of forest landscapes and ecosystems in a gender-responsive manner.



EXPECTED OUTCOMES

4.1.1 Women participate fully and effectively in forest landscape and ecosystem restoration.



ACTIONS

1. Recognize women's contribution to the restoration of forest landscapes and ecosystems.
2. Recognize, document, and value women's knowledge related to restoration.
3. Identify women leaders who are interested in carrying out restoration activities.
4. Promote a network of women who can restore and protect forest ecosystems, where experiences can be shared, field practices carried out and knowledge applied.
5. Promote the implementation of analog forestry initiatives, watershed restoration, domestic agroforestry systems, vegetable gardens, and other women-led agroforestry systems involving family and community.
6. For the purpose of supplementing restoration efforts, facilitate credit for establishing individual and community nurseries that reproduce timber species and native ornamental plants.
7. Identify forest products that can generate economic alternatives for women and maintain the forest for the future.



INSTITUTIONS AND PARTNERS

- SINAC
- FONAFIFO
- RIFA
- CADETI



INDICATORS

Process

* Documentation of women's contributions and knowledge with respect to forest landscape and ecosystem restoration.

Outcome

* Number of women-led analog forestry initiatives and economic alternatives created.



EXPECTED OUTCOMES

4.1.2 Process for strengthening restoration programs to incorporate a gender perspective.



ACTIONS

1. Incorporate a gender perspective into the national landscape restoration strategy.
2. Identify and involve women's representatives in different national initiatives where restoration or reforestation activities are being promoted.
3. Generate specific indicators of women's participation in landscape restoration projects.
4. Promote the establishment of mixed teams to develop, together with the various social groups, landscape restoration processes.
5. Integrate mixed restoration groups into municipal environmental commissions and land-use plans.
6. Carry out gender-responsive dissemination and training activities concerning the restoration process, the PAN (soil degradation), and the rural landscapes project.
7. Include a gender budget line in restoration projects.
8. Promote forest ecosystem and landscape restoration actions carried out by women's groups; for example, establish silvopastoral systems that involve the wives of livestock farmers in reforestation.



INSTITUTIONS AND PARTNERS

- SINAC
- FONAFIFO
- MAG
- INDER



INDICATORS

Process

* National restoration strategy incorporates a gender perspective.

Outcome

* Number of restoration projects carried out by women's groups.



NATIONAL REDD+ STRATEGY PAM 5. PARTICIPATION OF INDIGENOUS PEOPLES.



GENDER-RELATED GOAL

5.1 Promote the participation of indigenous women in the 5 special themes established on a participatory basis by indigenous peoples.



EXPECTED OUTCOMES

5.1.1 Pilot project that integrates women's ancestral agroforestry farms as a model for reducing emissions.



ACTIONS

1. Conduct an awareness-raising campaign on the importance of gender equality with the ADI and officials working on indigenous issues (MAG, SINAC, INDER, DINADECO).
2. Design a local process to determine the percentage of land owned by women.
3. Identify the characteristics of indigenous women's agroforestry farms in collaboration with the ADIs.
4. Document the activities carried out on ancestral farms based on an integrated approach that recognizes those that contribute to the protection of timber species, productive species (such as cocoa or bananas), species for domestic use (medicinal plants and food), species for construction and protection of water springs.
5. Provide technical support to promote recognition of land tenure through activities that contribute to the demarcation of properties.
6. Design and implement a pilot project that integrates women's ancestral agroforestry farms as a model for reducing emissions.
7. Provide technical support and incentives to indigenous women producers to improve practices on ancestral farms.
8. Hold events to exchange experiences in order to scale up the pilot project to other indigenous territories.



INSTITUTIONS AND PARTNERS

- REDD+ Secretariat
- ACOMUITA
- ADITICA
- Other indigenous women's groups



INDICATORS

Process

* Pilot project that integrates ancestral agroforestry farms.

Outcome

* Number of ancestral farm projects run by women at the national level.

**EXPECTED OUTCOMES**

5.1.2 The resource guards program involves both men and women and recognizes and strengthens their capacities equally.

**ACTIONS**

1. Identify indigenous women who wish to participate in these programs.
2. Promote a dialogue with a cultural focus that highlights participation and monitoring from the perspective of indigenous women as forest custodians and protectors.
3. Foster the integration of an all-encompassing approach where teamwork and the group are promoted in the resource guards program.
4. Train and provide materials equally to indigenous men and women of different ages, so that they can monitor protected areas, forests, rivers, and mountains.
5. Design a training process for new generations of resource guards where the contributions of both women and men are recognized and valued.

**INSTITUTIONS AND PARTNERS**

- REDD+ Secretariat
- Indigenous territories
- CATIE

**INDICATORS****Process**

* Dialogue with a cultural focus that highlights participation and monitoring from the point of view of indigenous women.

Outcome

* Percentage of women, indigenous young women, and older adult women trained as resource guards.

**EXPECTED OUTCOMES**

5.1.3 Indigenous forestry chapter of the National Forestry Development Plan incorporates gender considerations.

**ACTIONS**

1. Map the groups and organizations of indigenous women and women leaders.
2. Carry out the consultation process on the content of the chapter in a gender-responsive manner, incorporating workshops only with women.
3. Compile suggestions from men and women in a differentiated manner.
4. Integrate women's suggestions into the design of the proposal for the indigenous forestry chapter of the National Forestry Development Plan.
5. Guarantee the active participation of indigenous women in the validation workshop on the indigenous forestry chapter.
6. Incorporate the gender issue in an integral way and not as a separate issue.

**INSTITUTIONS AND PARTNERS**

- SINAC
- FONAFIFO
- RIBCA
- Inter-institutional Monitoring Commission for the National Forestry Development Plan

**INDICATORS****Process**

* Gender-responsive process of consultation on the content of the chapter.

Outcome

* Indigenous forestry chapter incorporates gender in the conceptual content and in the activities and indicators.



NATIONAL REDD+ STRATEGY PAM 6. NATIONAL ACTIONS.



GENDER-RELATED GOAL

6.1. Create the enabling conditions to integrate a gender perspective in environmental and climate change initiatives.



EXPECTED OUTCOMES

6.1.1 Gender, environment and climate change network.



ACTIONS

1. Establish a gender, environment, and climate change network through a partnership among government institutions and civil society.
2. Conduct a national dialogue to ensure that future environmental policies, plans, and strategies address the issue using the same language and gender approach.
3. Discuss and address the main gender considerations that should be taken into account by environmental initiatives.
4. Create a space for constructive feedback to support the implementation of gender-responsive environmental initiatives.
5. Identify, systematize, and share case studies and lessons learned from gender-responsive environmental initiatives implemented in the country.
6. Disseminate lessons learned and good practices on gender and environment that enable continuous improvement of technical organizational processes.
7. Implement awareness-raising and training activities, supported by practical tools that enable environmental officials to begin to integrate, implement, and monitor gender considerations.
8. Develop a diagnostic analysis and a guide to the use of gender and environment indicators to harmonize national and international gender mandates, and support their incorporation and monitoring in the different environmental initiatives being carried out by the country.
9. Development of a gender policy for MINAE.



INSTITUTIONS AND PARTNERS

- MINAE
- FONAFIFO
- SINAC
- DCC
- CONAGEBIO
- INDER
- IFAM
- MAG
- IMANU
- SEPLASA
- CENIGA
- DIGECA
- Incopesca
- RECOPE



INDICATORS

Process

* Network work plan and number of meetings and agreements implemented.

Outcome

* Number of projects and training processes in which the network provided technical support to include a gender perspective.

**EXPECTED OUTCOMES**

6.1.2 Dissemination of information about funding sources and how women can access them.

**ACTIONS**

1. Identify all existing sources of funding for sustainable rural development in the country.
2. Identify how information on these funding sources is disseminated.
3. Identify the barriers women experience in accessing this information.
4. Promote the establishment of an information platform for rural women where they can call and ask about all the available financial and technical support options to facilitate the development of environmental activities.

**INSTITUTIONS AND PARTNERS**

- FONAFIFO
- SINAC
- DCC
- CONAGEBIO
- INDER
- IFAM
- MAG
- INAMU
- SEPLASA
- CENIGA
- DIGECA

**INDICATORS****Process**

- * Design of an information platform for rural women.

Outcome

- * Percentage of women who receive information on funding.

**EXPECTED OUTCOMES**

6.1.3 PIEG Action Plan incorporates actions on the environment, climate change, and risk management.

**ACTIONS**

1. Share knowledge and information on gender and environmental issues obtained during development of the GAP with the institutions in charge of developing the PIEG Action Plan.
2. Provide technical support to the institutions in charge of developing the new PIEG Action Plan, so that they can consider environmental and climate change issues as part of the gender equality agenda.
3. Support the training and dissemination processes related to the new PIEG Action Plan to strengthen environmental and climate change issues.

**INSTITUTIONS AND PARTNERS**

- INAMU
- REDD+ Secretariat

**INDICATORS****Process**

- * PIEG Action Plan incorporates environmental issues.

Outcome

- * Number of gender equality programs and projects that address environmental issues.



EXPECTED OUTCOMES

6.1.4 Projects that create sustainable economic opportunities for women and men and strengthen the conservation and sustainable management of forests within environmental institutions.



ACTIONS

1. Identify innovative project ideas involving women and men that strengthen forest conservation and sustainable management.
2. Conduct focus groups before designing initiatives to recognize and systematize the needs and preferences of women in various regions of the country.
3. Design innovative environmental initiatives through the gender, environment, and climate change network.
4. Design pilot projects such as:
 - * Project to obtain non-timber forest products that can be distributed to fine cuisine restaurants.
 - * Pilot project to create a network of women-led sightseeing tours that are safe for women traveling alone and families.



INSTITUTIONS AND PARTNERS

- Gender, environment, and climate change network
- MINAE
- MAG



INDICATORS

Process

* Innovative project ideas involving women and men that strengthen conservation and sustainable management of identified forests.

Outcome

* Number of innovative pilot projects and gender-responsive projects funded.

SECTION

07

CONCLUSIONS

Costa Rica has the necessary capacities to implement gender-responsive REDD+ policies, actions, and measures.

The GAP development process showed that three enabling conditions are necessary to implement gender-responsive environmental initiatives: (a) institutional capacities, political will, and support platforms; (b) organized women's groups working in forest or natural resource systems; and (c) gender experts with technical capacities to support the design, implementation, and monitoring of gender-responsive activities. The presence of these enabling conditions in the country paved the way for the development of the GAP for the National REDD+ Strategy. In addition, thanks to these capacities, the GAP was able to propose concrete actions that address priority gender considerations in the forestry sector, and to establish partnerships among different government institutions, NGOs, and women's groups to implement these actions. Having these national capacities to develop gender-responsive processes will be important to ensuring that the REDD+ Secretariat will have the necessary support to monitor the implementation of the GAP.

Although Costa Rica has these capacities, much progress can still be made to establish Costa Rica as a leader in gender issues related to the environment.

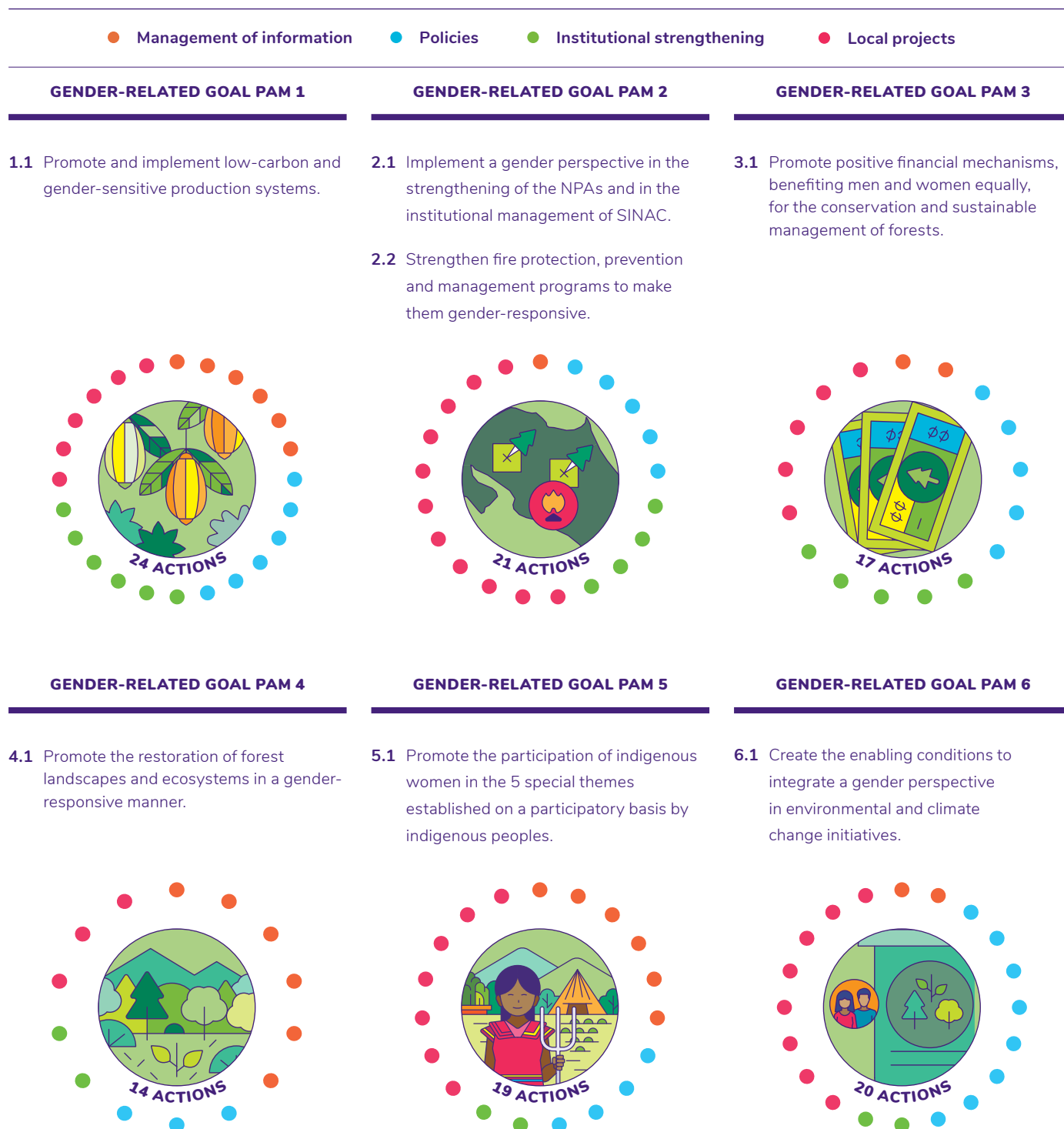
While the country made great strides in the late 1990s in terms of gender and the environment, there has been an impasse in recent years that has generated significant gaps. For

example, there is political will on the part of government environmental institutions to address the issue of gender. However, in practice there are gaps in the implementation of the gender approach due to the need to strengthen the capacities of civil servants on this issue. During the interviews and gender gap analysis as part of the gender gap analysis of SINAC, many of its staff mentioned that one of the greatest challenges they face is having the appropriate capacities and tools to incorporate a gender perspective in their initiatives, programs, or projects. The GAP preparation process began to address some of these gaps, especially with respect to capacity building and information, and laid the groundwork for further work on gender and environment in the country.

The actions proposed in the GAP provide a clear path for continuing the work on gender and the environment in Costa Rica, and have the potential to positively impact different dimensions at national and local levels.

The proposed actions and expected outcomes included in the GAP promote positive changes in different impact areas: (a) policy changes at the national level; (b) institutional strengthening; and (c) changes at the local level through gender-responsive forest projects. It is thus expected that implementing the actions included in the GAP will promote gender equality in the management of information, policies, institutional structures and processes, and local initiatives, while increasing the conservation and sustainable management of Costa Rican forests (figure 16).

FIGURE 16. IMPACT AREAS OF THE PROPOSED ACTIONS TO ACHIEVE THE GOALS OF THE GAP



Implementing the GAP will contribute to the social and environmental transformation that Costa Rica has proposed as a country and helps achieve many of the social and environmental goals outlined at the international level. When implementing gender-responsive environmental initiatives, it is important to identify and report how they contribute to mobilizing the commitments undertaken by Costa Rica under

international sustainable development policies (Agenda 2030), environmental policies (multilateral environmental agreements such as the UNFCCC and CBD), and the gender strategies of international financial institutions (World Bank). Annex 1 shows how the actions proposed by the REDD+ GAP can be harmonized to comply with various international commitments.

OPPORTUNITIES STEMMING FROM IMPLEMENTATION OF THE GAP

- Link gender and environment issues in an integrated manner in the implementation of the National Policy for Gender Equality and Equity (PIEG).
- Conduct a national dialogue aimed at establishing a conceptual framework to ensure that future environmental policies, plans, and strategies address gender using the same language and approach.
- Form partnerships between various government institutions and civil society aimed at establishing a gender, environment, and climate change network at the institutional level.
- Develop awareness-raising and training processes supported by practical tools that will enable all civil servants to integrate, implement, and monitor gender considerations in their work.
- Promote the management of data and information on gender and forests.
- Provide key information for the development of guidelines for gender indicators that can align national gender mandates with the main environmental conventions.
- Develop tools and protocols that can guide the various government institutions on how to implement a process that recognizes women and their associations and ensures their full and effective participation.

SECTION

08

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SECTION

09

ANNEXES

ANNEX 1. LINKS WITH INTERNATIONAL GENDER INITIATIVES AND AGREEMENTS

OBJECTIVES OF THE GAP	SDG 2030 AGENDA	WORLD BANK (GENDER STRATEGY)	CEDAW	CBD (GENDER ACTION PLAN)	UNFCCC (GENDER ACTION PLAN)
1.1.1 Increase the number of farms and integrated production units run by women. 1.1.2 Empower women with integrated farm projects.	      	Strengthen women's voice and agency. Increase economic opportunities for women.	Article 10 Article 14	Ensure the full participation of men and women in the implementation of the Convention Consider the different needs of men and women during the development process and implement measures for the conservation and sustainable use of biological diversity.	Capacity building, knowledge sharing, and communication Gender balance, participation, and women's leadership Gender-responsive implementation and means of implementation
1.1.3 MAG, SINAC, and other technical and extension departments provide differentiated technical assistance to men and women.	    	Increase economic opportunities for women. Start closing the gaps and boosting human capital.	Article 10 Article 14	Provide adequate gender-related support for staff. Consider the different needs of men and women during the development process and implement measures for the conservation and sustainable use of biological diversity.	Capacity building, knowledge sharing, and communication.
1.1.4 Women leaders share their experiences and knowledge with other women and men of various ages.	    	Strengthen women's voice and agency. Increase economic opportunities for women.	Article 10 Article 14	Ensure the full participation of men and women in the implementation of the Convention. Consider the different needs of men and women during the development process and implement measures for the conservation and sustainable use of biological diversity.	Capacity building, knowledge sharing, and communication. Gender balance, participation, and women's leadership.

OBJECTIVES OF THE GAP	SDG 2030 AGENDA	WORLD BANK (GENDER STRATEGY)	CEDAW	CBD (GENDER ACTION PLAN)	UNFCCC (GENDER ACTION PLAN)
1.1.5 Costa Rica has a gender equality seal for farms and integrated production units.	     	Increase economic opportunities for women.	Article 2 Article 14	Provide adequate gender-related support for staff. Consider the different needs of men and women during the development process and execute actions for the conservation and sustainable use of biological diversity.	Gender balance, participation, and women's leadership. Gender-responsive implementation and means of implementation.
2.1.1 Policies, guidelines, and processes for strengthening SINAC are gender responsive.	 	Start closing the gaps and boosting human capital.	Article 2 Article 5 Article 10	Ensure that there is political will to incorporate gender considerations into implementation of the Convention. Provide adequate support for staff on gender issues.	Capacity building, knowledge sharing, and communication. Gender-responsive implementation and means of implementation.
2.1.2 Women participate fully and effectively in the conservation and use of biodiversity and natural resources in PWA buffer zones and biological corridors.	    	Strengthen women's voice and agency. Start closing the gaps and boosting human capital.	Article 5 Article 14	Integrate gender considerations into national biodiversity strategies and action plans (EPANB). Ensure the full participation of men and women in the implementation of the Convention.	Capacity building, knowledge sharing, and communication. Gender balance, participation, and women's leadership.
2.2.1 Fire control and prevention program incorporates gender-responsive actions. 2.2.2 Program for fire prevention, protection, control, and integrated management has adequate logistical and financial resources to improve its response capacity with gender-responsive actions.	    	Strengthen women's voice and agency. Start closing the gaps and boosting human capital.	Article 5 Article 2 Article 10 Article 14	Integrate gender considerations into national biodiversity strategies and action plans (NBSAP). Provide adequate support for staff on gender issues. Ensure the full participation of men and women in the implementation of the Convention.	Capacity building, knowledge sharing, and communication. Gender balance, participation, and women's leadership. Gender-responsive implementation and means of implementation.
3.1.1 Simplified incentive system that facilitates the entry of women who are carrying out forest conservation and management activities.	   	Increase economic opportunities for women. Start closing the gaps and boosting human capital.	Article 2 Article 14	Consider the different needs of men and women during the development process and implement measures for the conservation and sustainable use of biological diversity.	Gender balance, participation, and women's leadership. Gender-responsive implementation and means of implementation.

OBJECTIVES OF THE GAP	SDG 2030 AGENDA	WORLD BANK (GENDER STRATEGY)	CEDAW	CBD (GENDER ACTION PLAN)	UNFCCC (GENDER ACTION PLAN)
3.1.2 Men and women have financing and incentives to develop productive activities that mitigate the drivers of deforestation and reduce emissions.	   	Increase economic opportunities for women.	Article 14	Consider the different needs of men and women during the development process and implement measures for the conservation and sustainable use of biological diversity.	Gender balance, participation, and women's leadership. Gender-responsive implementation and means of implementation.
4.1.1 Women participate fully and effectively in forest landscape and ecosystem restoration.	   	Strengthen women's voice and agency.	Article 10 Article 14	Ensure the full participation of men and women in the implementation of the Convention.	Capacity building, knowledge sharing, and communication. Gender balance, participation, and women's leadership.
4.1.2 Process for strengthening restoration programs that incorporate a gender perspective.	    	Start closing the gaps and boosting human capital.	Article 2 Article 10 Article 14	Integrate gender considerations into national biodiversity strategies and action plans (NBSAP). Provide adequate support for staff on gender issues.	Gender-responsive implementation and means of implementation.
5.1.1 Pilot project that integrates women's ancestral agroforestry farms as a model for reducing emissions.	      	Strengthen women's voice and agency. Increase economic opportunities for women.	Article 14	Ensure the full participation of men and women in the implementation of the Convention Consider the different needs of men and women during the development process and implement measures for the conservation and sustainable use of biological diversity.	Capacity building, knowledge sharing, and communication. Gender balance, participation, and women's leadership. Gender-responsive implementation and means of implementation
5.1.2 The resource guards program involves both men and women and recognizes and strengthens their capacities equally.	    	Strengthen women's voice and agency. Start closing the gaps and boosting human capital.	Article 10 Article 14	Provide adequate support for staff on gender issues. Ensure the full participation of men and women in the implementation of the Convention.	Capacity building, knowledge sharing, and communication. Gender balance, participation, and women's leadership.

OBJECTIVES OF THE GAP	SDG 2030 AGENDA	WORLD BANK (GENDER STRATEGY)	CEDAW	CBD (GENDER ACTION PLAN)	UNFCCC (GENDER ACTION PLAN)
5.1.3 Indigenous forestry chapter of the National Forest Development Plan incorporates gender considerations.	 	Strengthen women's voice and agency.	Article 2	Integrate gender considerations into national biodiversity strategies and action plans (NBSAP).	Gender-responsive implementation and means of implementation.
6.1.1 Gender, environment, and climate change network.	  	Start closing the gaps and boosting human capital.	Article 3 Article 7	Ensure that there is political will to incorporate gender considerations into implementation of the Convention. Establish associations and ensure coherence with relevant conventions.	Coherence. Gender-responsive implementation and means of implementation.
6.1.2 Dissemination of information on financing sources and how women can access them.	 	Increase economic opportunities for women.	Article 14	Consider the different needs of men and women during the development process and implement measures for the conservation and sustainable use of biological diversity.	Capacity building, knowledge sharing, and communication.
6.1.3 PIEG Action Plan incorporates actions on the environment, climate change, and risk management.		Start closing the gaps and boosting human capital.	Article 2	Ensure that there is political will to incorporate gender considerations into implementation of the Convention.	Coherence. Gender-responsive implementation and means of implementation.
6.1.4 Projects that create sustainable economic opportunities for men and women and strengthen the conservation and sustainable management of forests within environmental institutions.	     	Increase economic opportunities for women.	Article 14	Ensure the full participation of men and women in the implementation of the Convention. Consider the different needs of men and women during the development process and implement measures for the conservation and sustainable use of biological diversity.	Gender balance, participation, and women's leadership. Gender-responsive implementation and means of implementation.



COSTA RICA: GENDER ACTION PLAN

FOR THE NATIONAL REDD+ STRATEGY