**THE UNITED REPUBLIC OF TANZANIA**

# THE NATIONAL GUIDELINES FOR MAINSTREAMING GENDER INTO ENVIRONMENT

*Working towards Gender Equality Through Gender-responsive National Environmental Policy, Laws, Strategies, Plans and Budget*

**VICE PRESIDENT'S OFFICE**                                                  **2014**

## PREFACE

Effective gender mainstreaming requires plans, resources and dedicated people to ensure that commitments are translated into action and actual change on the ground.

The Vice President's Office commissioned the development of these Guidelines on Mainstreaming Gender into Environment in the year 2014. These Guidelines therefore seek to fulfil, in particular, Section 13(2) of the Environmental Management Act (Cap 191), where the Minister responsible for Environment has been empowered to make guidelines for the purposes of giving effect to the provisions of the Environmental Management Act. These guidelines are designed to effect gender mainstreaming in environmental management in the country which is important to ensure gender equality in environmental management. The Vice President's Office appreciates the fact that Gender Mainstreaming has become a way of ensuring that policy and decision-making process takes into account both men and women's separate interests and needs. Indeed, we recognize that this is the most effective approach towards achieving gender equality and has impacts on what we put in environmental intervention approaches. Such approaches seek to recognize both women and men's concerns, their experiences and priorities and put them as an integral part of the design, implementation, monitoring and evaluation of policies, projects and programmes in all sectors. Additionally, it is reflected at all levels of the environmental management within the national environmental policies, programmes, strategies, plans and budget. We expect these Guidelines will bring about the requisite gender sensitive institutional changes.

The release of these Guidelines represents an important policy shift and indeed an internationally-recognized approach to the achievement of Gender Equality, economic development as well as environmental management.

It is anticipated that these Guidelines will be useful to stakeholders involved in environment management at large, in the development task of realizing the aspirations of the Tanzania Vision 2025 through sustainable development where both women and men, as well as youths, share equally the outcomes and benefits of environment.

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## CONTENTS

## List of Figures

## List of Tables

# EXECUTIVE SUMMARY

The National Gender Mainstreaming Guidelines into Environment Management related Policies, Plans, Strategies, Programmes and Budget is the response to the need for the inclusion of gender into environmental management interventions. This need arises from the fact that women and men, boys and girls are affected differently by the environmental impacts, as well as for the understanding that persistent gender inequalities undermine the effective and efficiency management of environment. The Guidelines therefore seeks to respond to the national efforts towards mainstreaming gender into environment.

Existing gender inequalities undermine the success of national conservation strategies and action plans as well as the achievement of the Millennium Development Goals (MDGs) and policies to eradicate poverty. The implementation of these Guidelines will contribute significantly to achieving the goals of the Convention on conservation and sustainable use of biological resources, as well as the access to such resources and the fair and equitable sharing of the benefits arising out of their use.

Tanzania recognises that gender equality is a necessary step towards attaining sustainable socio-economic development. The Constitution of the United Republic of Tanzania of 1977 (as timely amended) guarantees equality between men and women and supports their full participation in social economic and political life[1]. In recognition of this fact the government of the United Republic of Tanzania has taken various measures to ensure equality of all its citizens and, in particular, gender equality and gender equity[2]. As a result, Tanzania has mainstreamed gender into a number of national development frameworks and ratified International as well as regional gender instruments stated with these guidelines in the proceeding chapter.

The main aim of the present Guidelines is to answer the demand for supporting the national actors including governments, decision makers and stakeholders involved

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[1] The National Gender Mainstreaming into Climate Change Adaptation; 2012 at p VII
[2] Tanzania National Strategy for Gender Development at P. 4

in environment to adopt a coherent and systematic approach towards the mainstreaming of gender and indeed, to be a resourceful document of practical use.

The Guidelines are to be used by all actors involved in environmental management under the leadership and guidance of Vice President's Office (VPOs). The VPOs will ensure that the guidelines are available and understood by all actors in the country. I personally urge all actors to use these guidelines and join with other stakeholders for effective gender mainstreaming into environment.

Preparation of these guidelines has undergone several stages including the review of relevant literatures related to gender and environment, needs assessment or opinion survey in Dar es Salaam, Iringa and Mwanza where the primary data collection technique was employed and also consultative sessions with stakeholders in gender and environment were organised to validate the document.

The Guidelines have adopted a two-pronged approach. First, gender mainstreaming in policies and programmes, and second; the institutional arrangements specifically on human resources management, development policies and practices and how these enhance gender equality in environment.

The Guidelines are presented in seven chapters outlined as follows:
*Chapter 1 – Introduction*
The Guidelines begin with an introduction that briefly explains the background, methodologies, and an overview of the purpose, rationale, target audience and use.

*Chapter 2 – Policy and Legal Framework for gender mainstreaming into environment;* when decision-makers understand the practicalities of gender mainstreaming as a strategy, they are much more likely to move from vision (policy) of gender mainstreaming to strategy and action.

**Chapter 3:** Conceptual and Theoretical Framework

*Chapter 4 – Towards Gender Mainstreaming in environment*

Gender mainstreaming places new demands on environmental stakeholders as they must be able to ensure that gender equality concerns are part of the "mainstream", which requires understanding of the linkages and issues in environment and gender.

*Chapter 5 – Mainstreaming Gender in Policies and Programmes*

This chapter provides practical guidelines and advice for translating the theory of gender mainstreaming into practice. The chapter examines different but interdependent steps of integrating gender into the project or policy process.

*Chapter 6 – Institutional Framework to Mainstream Gender*

This chapter highlights the importance of establishing an institutional framework to facilitate the attainment of gender equity. It discusses roles and responsibilities for mainstreaming gender among stakeholders and identifies accountability measures.

*Chapter 7 –Monitoring and Evaluation of the Gender Mainstreaming Guidelines*

The chapter addresses monitoring and evaluation of the Gender Mainstreaming Guidelines, whereby specific methodologies are applied to give visibility to and enhance gender equality.

## ACRONYMS AND ABBREVIATIONS

| | |
|---|---|
| Cap | Chapter |
| CBO | Community Based Organisation |
| CEDAW | Convention on the Elimination of All Forms of Discrimination Against Women |
| CHRAGG | Commission for Human Rights and Good Governance |
| CSOs | Civil Society Organisations |
| DAS | District Administrative Secretary |
| EAC | East African Community Treaty, 1999 |
| ECOSOC | Economic and social Council |
| FBO | Faith Based Organisation |
| FGM | Female Genital Mutilation |
| GAD | Gender and Development |
| GBV | Gender Based Violence |
| GEEF | Gender Equality and Empowerment Framework |
| GIP | Gender Integration Policy |
| GM | Gender Mainstreaming |
| GOT | The Government of Tanzania |
| IASC | Inter-Agency Standing Committee. |
| ILO | International Labour Organisation. |
| LGA | Local Government Authority |
| M&E | Monitoring and Evaluation |
| MCDGC | Ministry of Community Development, Gender and Children. |
| MDA | Ministries Departments and Agencies |
| MDGs | Millennium Development Goals |

| | |
|---|---|
| Mo EVT | Ministry of Education and Vocational Training. |
| MoFEA | Ministry of Finance and Economic Affairs |
| NEMC | National Environment Management Council |
| NGOs | Non Government Organisations |
| NSGP | The National Strategy for Gender Development Programme. |
| PMO | Prime Minister's Office. |
| PMO-RALG | Prime Minister's Office-Regional Administration and Local government. |
| RAS | Regional Administrative Secretary. |
| RCDO | Regional Community Development Officers. |
| RS | Regional Secretary. |
| SADC | Southern African Development Community. |
| SOPs | Standard Operation Procedures. |
| UDSM | University of Dar es Salaam. |
| UN | United Nations. |
| UNCED | United Nations Conference on Environment and Development. |
| UNDP | United Nations Development Program. |
| UNESCO | United Nations Education, scientific and Cultural Organisation. |
| VC | Village Councils |
| VLA | Village Land Act (1999) |
| VPO | Vice President's Office. |
| W H O | World Health Organisation. |
| WID | Women in Development. |
| WiLDAF | Women in Law and Development in Africa. |

# CHAPTER ONE;

## GENERAL INTRODUCTION

### 1.1   POPULATION IN TANZANIA

Tanzania has a multi-ethnic population. There are approximately 120 different ethnic groups living in Tanzania[3]. They are mainly Bantu and Nilotic Speaking groups. According to the 2012 Tanzania National Population census[4], the current population size of the United Republic of Tanzania is 44,928,923 people of whom 23,058,933 (51.3%) are females and the remaining 21,869,923 (48.7%) are males. Tanzania Mainland has a total of 43,625,354 occupants while Zanzibar has 1,305,569 occupants. An average population growth rate is 2.7% per annum.

Tanzania Population size has increased from only 12.3 million people in 1967 when Tanzania carried its first National Census as the figure below shows:-
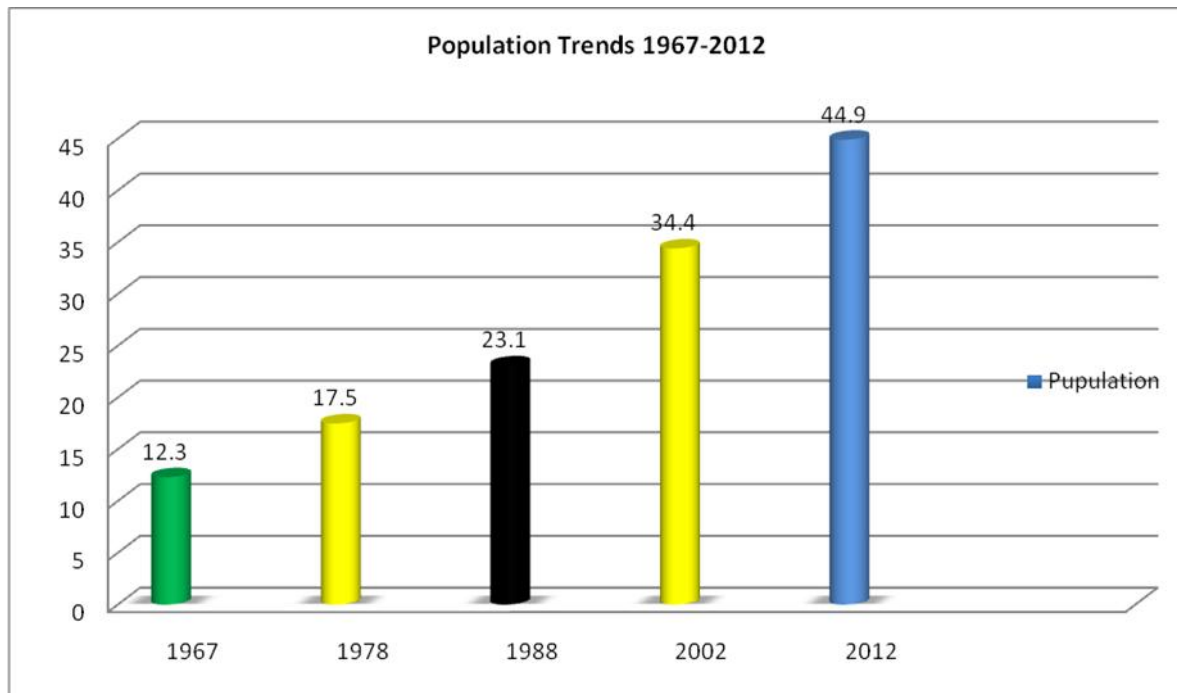


*Figure 1Trend of Tanzania Population Growth 1767-2012-Source NBS 2013*

That means more than 32.6 million people have increased within a time span of 45 years

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[3] Tanzania Human Rights Report 2009, at pg 2 and 3.
[4] National Bureau of Statistics (NBS) Population and House Census March 2013.

## 1.2. Population Growth and Implications to Environment

There is an increasing recognition of the linkages between rapid population increase and the quality of the environment. Population growth and the resultant human activities generate pressures to the natural and man-made environments. This statement is demonstrated by the rapid decline in tropical forests, global warming, and world pollution, to mention only a few (UN, 1993). While the population has reached the 6 billion mark in 1999, the world natural resource base has continued to be at a diminishing state. Similar consequences are evident at regional and national levels, including Tanzania.

Over the past century, many scholars maintained the thinking that rapid population growth is the major cause of many environmental concerns especially in developing countries. Human beings have been viewed as destructive intruders to natural environment; hence, the solution is to effect stringent rules and legislation that protect the environment. Although different environmental protection strategies have been affected in different regions, strict protection measures have been used as the most sustainable strategy to conserve biodiversity in many areas. This has been the policy in many protected areas in Africa, and in Tanzania in particular where the use of armed guards has been a common strategy to keep people out of the protected areas. It is, however, important to note that human population of women and men, girls and boys and the environment have very strong complementary linkages and relationships. In actual fact, environmental conservation efforts can only sustain if the local population and the public support them in general.

The increase in the number of people has a negative implication to the environment. Issues like increased demand for food, water, arable land and other essential materials from the natural resource pool are of interest in this respect. Increased exploitation of resources from the natural environment threatens ecological balance and sustainable natural resource conservation[5].

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[5] Ndalahwa F. Madulu; Assessment of Linkages Between Population Dynamics and Environmental Change in Tanzania; 2004; Institute of Resource Assessment

## 1.3  Background

> "A gender sustainable development perspective should be infused with a commitment to change the cultural values and sexual division of labour, to attain, in the near future, a state where men and women share power and labour in the management and control of fragile ecosystems."

In Tanzania environment is critical for the survival of men, women and families. For conservation efforts to be successful, one must take into account the fundamental roles that men and women play in the society. Women and men play greater roles in environmental management. Gender mainstreaming is an important factor for environmental management in order to ensure gender equality in addressing environmental challenges. Managing and conserving environment and thus integrating the gender perspective into all conservation frameworks are of paramount important.

The National Environmental Policy of 1997 recognizes that women are the natural resource managers in our society. It calls for taping of women's knowledge experience, and traditional skills in the management of resource stocks for increased environmental action. It emphasizes that role of women in environmentally-related activities will be recognised and promoted with a view to achieving increased women's involvement and integration in all environmental management areas.

Under Section 13(2) of the Environmental Management Act (Cap 191), the Minister responsible for Environment has been empowered to make guidelines for the purposes of giving effect to the provisions of the Environmental Management Act. These guidelines are designed to effect gender mainstreaming in environmental management in the country which is important to ensure gender equality in environmental management.

Tanzania recognizes that gender inequality is a major obstacle to socio-economic and political development of its people and therefore is seriously determined to gender equality. In recognition of this fact the government of the United Republic of Tanzania has taken various measures to ensure equality of all its citizens and, in

particular, gender equality and equity. The 1977 Constitution (as timely amended) guarantees equality between men and women. In 1997 a constitutional reform was made for the quota for women being increased to 15 per cent of special seats in parliament and 25 per cent of seats on local councils. This was an addition to normal constituency representation elections. A constitutional amendment in 2000 resulted in the percentages of special seats being further increased to 20 per cent in parliament and 33.3 per cent on local councils. Legislated seats have augmented the number of women councillors and ensured women's representation in local government. Tanzania has also committed itself to the 30 per cent target set by the Beijing Platform of Action and the Southern African Development Community (SADC).[6]

The Ministry of Community Development, Gender and Children was established in 1990 as the national machinery for spearheading gender development in the country. The Ministry, among other things, has facilitated the formulation of the Women and Gender Development Policy (2000) and its implementation strategy (2005). The aim of this policy is to ensure that the gender perspective is mainstreamed into all policies, programmes and strategies. The Policy has facilitated gender mainstreaming into a number of national and sect oral development frameworks such as the Tanzania Development Vision 2025. Moreover, Tanzania has established The National Strategy for Gender Development (NSGD) which highlights the major issues of concern to gender equality while exposing the challenges ahead. It thus provides guidance on interventions to be made and identifies roles of various actors and stakeholders. The NSGD also suggests co-ordination mechanisms that will facilitate the participation of the various actors, and how they could create the requisite linkages. It is hoped that the NSGD will not only make implementation of the Women and Gender Development more focused, but it will also make that implementation more result-oriented. One area of concern, among others, on this strategy is the Environmental Protection and Conservation.

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[6] Meena R; Toward Gender Mainstreaming in Tanzania2003, at pg 3.

Tanzania has also signed and ratified various International and Regional Instruments on gender, including the United Nations Convention on the Eliminations of all Forms of Discrimination Against Women (CEDAW) as well as SADC Gender Protocol on Gender and Development.

The main gaps in mainstreaming gender into environment include:
    i.   Lack of comprehensive gender mainstreaming guidelines for coordinating actors involved in the environmental management;
    ii.  Inadequate mobilisation of actors and resources for more dramatic impacts on gender sensitive environmental management;
    iii. Inadequate definition and sharing of coordination roles amongst actors in sectors and at national and sub-national levels;
    iv.  Low level of understanding and conceptualization of gender in designing, programming, planning and budgeting of gender sensitive environmental issues.

In view of the above, the VPOs in collaboration with other stakeholders has developed the National Gender Mainstreaming  Guidelines into environment, hereinafter referred as the Guidelines, defining an all-encompassing framework for facilitating effective and efficient gender mainstreaming by various actors involved directly and indirectly in environmental management.

## 1.2   Purpose and Rationale of the Guidelines

The Minister responsible for environment has been empowered to make guidelines for the purposes of giving effect to the provisions of the law. These guidelines are designed to effect gender mainstreaming in environmental management in the country[7].

The Guidelines represent a key tool for guiding all actors, in all sectors, and at all levels in working together in the environmental management sector. They define a framework for coordination of planning, implementation, monitoring and

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[7] Under Section 13(2) of the Environmental Management Act, Cap. 191 No. 4 of 2004

evaluation. The guidelines provide a framework to guide all actors who plan and implement various programmes to do so in a manner that fosters a cooperative and collaborative approach.

Drawing from and building upon a growing body of international tools and resources[8], it presents essential coordination mechanisms in the country. The guidelines shall provide direction to stakeholders at all levels regarding their role and responsibility in gender mainstreaming into environment.

*Table 1: The Objectives of the Guidelines*

> ## *Main Objective*
>
> The main aim of these *Guidelines* is to answer the demand for supporting the national authorities involved in environment management to adopt a coherent and systematic approach towards the mainstreaming of gender. Indeed, the *Guidelines* are intended to be a resourceful document of practical use for governments, decision makers and stakeholders involved in the development and implementation of environmental management programs.
>
> ## *Specific Objectives*
>
> The guidelines are intended to achieve the following:-
>
> a) Enhance women's capacity in environmental management;
> b) Promote gender equality in management of environment and benefit sharing from environment services;
> c) Ensure respect for women's rights, equitable cost and benefit sharing in environmental management;
> d) Leverage gender issues in international and national laws and policies;
> e) Promote best practices for gender mainstreaming in environmental management.

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[8] These principally include the Inter-Agency Standing Committee Task Force on Gender and Humanitarian Assistance (IASC) GBV Guidelines of 2005 and the Global Protection Cluster - Gender-based Violence Area of Responsibility Working Group Handbook for Coordinating Gender-based Violence Interventions in Humanitarian Settingsof July 2010

## 1.3   METHODOLOGICAL APPROACHES IN DEVELOPING THESE GUIDELINES

These guidelines were prepared by multidisciplinary team in a participatory manner by involving different stakeholders. The methodology used included:-

### 1.3.1   REVIEW OF RELEVANT DOCUMENTS

A desk review and content analysis was conducted. The documents referred for purposes of developing the guidelines included:-

a) Constitution of the United Republic of Tanzania of 1977;
b) National Environmental Policy of 1997;
c) Environmental Management Act, Cap. 191;
d) National Policies with bearing on gender and environment;
e) Tanzania Development Vision 2025 and other development frameworks including the MKUKUTA II;
f) Five Year Development Plan 2011-2016;
g) Tanzania Long-Term Respective Plan 2011-2016; and
h) Multilateral Environmental Agreements; and other related documents.

This process helped in generating:

i.   Documented the understanding of VPO's formal policy and working practice on gender equality and women empowerment issues in: Design and implementation of its programmes, and implementation of its internal human resource policies.

ii.  Documented understanding of extent to which environmental management program and project output and impact indicators are gendered; current status, approaches and interventions to gender mainstreaming  as reflected in secondary data sources.

iii. Best bet options/practices in gender mainstreaming in environmental management policies and strategies of stakeholders institutions.

## 1.3.2    NEEDS ASSESMENT SURVEY

The purpose of conducting the survey amongst all stakeholders in environmental management was to establish how well informed they are about gender mainstreaming inclinations and practices and what stakeholders might be expected to know and what the guidelines should cover.

### 1.3.2.1 Geographical Sample size

Three sampled zones are considered for this stage due to being critical in environmental management, highly density population and importance in conservation, *the so called hot spot areas*

*Table 2: Sampled Survey Areas*

| Zone | Region | Relevance |
|---|---|---|
| Lake Zone | Mwanza | Densely populated, highly ecological, mines and water. |
| Eastern | Dar es Salaam | Administrative and commercial city with potential resources and sources of information's for the assignment. |
| Southern Highland or Northern Zone | Iringa or Arusha | National Parks, Highlands, Agriculture, Transport Corridor. |

### 1.3.2.2 Institution/Individual Sample Size

Consultative process involved two sampled regions of Mwanza and Iringa respectively where Gender Experts, MDA, LGAs, CSOs, Media, Academic Institutions and Private Sector were involved. A draft of the Guidelines was discussed through stakeholders consultative workshops held in Bagamoyo and Dar es Salaam before the final version was finally produced.

### 1.3.2.3 Validity of Sample Size

As briefly stated above, the sample size and types were sufficient to justify the objective of the guideline in a sense that it was quite representatives of key Institutions and Individuals with different sex, age, cadre, level of interventions, experiences and so forth. The survey adopted a qualitative approach where purposive and randomly selection techniques of interviews with key individuals within various institutions was conducted to assess the range of understanding, attitudes, and perceptions, examine systems and processes within environmental management and

their implications for design and delivery of gender focused programmes and projects. These discussions were instrumental in getting perspectives on status of gender equality among stakeholders, understanding extent of commitment to gender mainstreaming; processes that favor or hamper gender equality to be taken forward; gender specific concerns in capacity building, research and management and suggestions on possible gender responsible improvements and innovations to address gender concerns.

## 1.4   Target Audience

The Coordination Guidelines target all stakeholders of the national response who have frontline roles in spearheading environmental management activities in both state and non-state sectors, at national and sub-national levels (i.e. regions, districts, ward and village/streets). These actors have to use these guidelines to undertake their coordination roles and responsibilities effectively. VPOs in collaboration with MCDGC need to pro-actively take leadership in ensuring that the envisaged coordination framework/structures are gradually and effectively rolled into place, implemented, maintained and updated regularly.

These Guidelines will only serve their purpose if they are widely disseminated and their application is well understood by users. It is important to note that the steps to mainstream gender are only meant to provide guidance on how to integrate gender analysis into any stage of policy and program development process. However, the different stages of policy and program development are not mutually exclusive and can be used together or separately. In some instances, the various steps are likely to overlap or occur in a different order and therefore not everyone may be involved in every stage of the process.

# CHAPTER TWO:
# POLICY AND STRATEGIC FRAMEWORK

## 2.0 Introduction

These Guidelines are closely linked to the current gender and environment global, regional and national key instruments  and development strategies such as the Constitution of the United Republic of Tanzania of 1977; National Environmental Policy of 1997; Environmental Management Act, Cap. 191; National Policies with bearing on gender and environment; Tanzania Development Vision 2025 and other development frameworks including the MKUKUTA II; Five Year Development Plan 2011-2016;, and other strategies which contribute to effective gender mainstreaming into environment in Tanzania.

2.1. Global Actions for Women towards Environment, and Sustainable DevelopmentIn order to implement Agenda 21 the International Community has endorsed several plans of action and conventions for the full, equal and beneficial integration of women in all development activities, in particular;

- ➢ The 1992 UN Conference on Environment and Development (UNCED) in Rio de Janeiro (known as the "Earth Summit") explicitly included gender issues in Agenda 21 in its platform statement.
- ➢ The World Conference on Human Rights, held in Vienna in 1993, also made significant progress in recognizing the rights of women and girl-children as an inalienable, integral and indivisible part of universal human rights.
- ➢ The International Conference on Population and Development, held in Cairo in 1994, took up this principle again. Discussions focused on gender issues, stressing the empowerment of women for equitable development: "...the objective is to promote gender equality in all spheres of life, including family and community life, and to encourage and enable men to take responsibility for their sexual and reproductive behaviour and their social and family roles."

- The World Summit for Social Development, held in Copenhagen in 1995, took gender equity as the core strategy for social and economic development and environmental protection.

- The 1995 Fourth World Conference on Women, held in Beijing, reiterated the importance of these new options, drawing up an agenda to strengthen the status of women and adopting a declaration and platform for action aimed at overcoming the barriers to gender equity and guaranteeing women's active participation in all spheres of life. Governments, the international community and civil society, including NGOs and the private sector, were called upon to take strategic action in the following critical areas of concern[9]. Governments and international organizations were urged to promote the search for, and the dissemination of, information on the main aspects of gender issues, and to encourage the production and dissemination of gender-specific statistics for programme planning and evaluation.

- Beijing Platform for Action (1995) includes specific recommendations on improving women's opportunities for participation and power, women's human rights, and women and the environment. Among the 12 critical areas, area number 11 is related to women empowerment.

- The Nairobi Forward Looking Strategies for the Advancement of women emphasizes for the women's participation in national and international ecosystem management and control of environment degradation.

- The Convention on the Elimination of All Forms of Discrimination Against Women which is the international bill of rights for women; spells out the meaning of equality and how it can be achieved, and provides an agenda for action by countries to guarantee the enjoyment of those rights. It also addresses, among others, equality in participation and decision making, and particular concerns of rural women, further it provide a strong mandate for gender integration

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[9] UN. 1995. Critical areas of concern. In Report of the Fourth World Conference on Women, Beijing, 4-15 September 1995, Chapter III, Item 44, p. 23, United Nations A7CONF.177/20

- Conventions of ILO and UNESCO adopted to end gender –based discrimination and ensure women access to land and other resources, education, safety and equal employment.
- According to the 2005 United Nations Development Programme (UNDP) Human Development Report, gender continues to be "one of the world's strongest markers for disadvantage". Such inequalities span all sectors and are equally pervasive in the environment sector. Reducing inequality would be instrumental in making progress towards achieving the MDGs[10]. Indeed, it has been widely recognized and demonstrated that the promotion of gender equality is essential for poverty eradication strategies, plans, programmes and policies.
- Millennium Declaration and Development Goals(MDGs), with MDG-3 on gender equality and women's empowerment;
- African Charter on Human and People's Rights (1981), Protocol on the Rights of Women and Africa (Maputo Protocol) (2003) affirms all basic, internally recognized rights for women, and protections from traditional practices harmful to women's health.
- SADC Protocol on Gender and Development (2008) deals with, among others, participation, representation, and water and land rights.

Countries were urged to take urgent measures to avert on-going rapid environmental and economic degradation in developing countries that generally affect women and children in rural areas suffering drought, desertification, and deforestation, armed hostile, natural disasters, toxic waste and aftermath of the use of unsuitable agrochemical products.

It was envisaged that effective implementation of the above programmes would depend on the active involvement of women in economic and political decision making, thus women should be fully involved in decision making and in the implementation of sustainable development activities.

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[10] Goal number 3 and 7 on gender equality and sustainable development

## 2.2. National Policy and Legal Framework

### 2.2.1. The Constitution of the United Republic of Tanzania of 1977

The Constitution of the United Republic of Tanzania provides for equal participation of women and men fully in all aspects of the political process. In its preamble the Tanzanian constitution provides for recognition of equality of persons. Additionally, Para 9 of the constitution provides for respect of human rights as provided for in the Universal Declaration of Human Rights. It requires government and all institutions to provide for equal opportunity for both women and men. While Para 21 affirms that every citizen of the United Republic of Tanzania has a right to participate in the governance of the country directly or through their elected representative. Para 22 provides for equality of opportunity and equal rights through equal terms and conditions to hold public office. Furthermore, the constitution through various amendments provides for affirmative actions to rectify historical gender imbalances in women's access to representative organs of state such as parliament and local council (URT: 1998, 2005)

### 2.2.2. The National Environmental Policy of 1997

The Policy recognizes that women are the natural resource managers in our society. It calls for taping of women's knowledge, experience and traditional skills in the management of resources stocks for increased environmental actions. It emphasizes that the role of women in environmentally-related activities will be recognized and promoted with a view to achieving increased women's involvement and integration in all environmental management areas.

### 2.2.3. Environmental Management Act

Under Section 13(2) of the Environmental Management Act (Cap 191), the Minister responsible for Environment has been empowered to make guidelines for the purposes of giving effect to the provisions of the Environmental Management Act.

These guidelines are designed to effect gender mainstreaming in environmental management in the country which is important to ensure gender equality in environmental management

### 2.2.4. The Land Act and the Village Land Act

Both address discrimination against women by giving them the same rights to acquire, hold, use, and deal with land as men. The VLA (1999) does break new ground in women's rights with Section 3(2) and Sections 3, 18, 22, and 20(2) rendering as invalid any customary practices that discriminate against women. It also states that —The right of every women to acquire, hold, use and deal with, land shall be to the same extent and subject to the same restrictions treated as a right of any man. There are also requirements for female representation in key decision-making bodies. In the Land Tribunal Act (No. 2, 2002) and its Regulation (2004), it is clearly stated under Section 5 that at least three of the seven members of a Village Land Council should be women. The Land Use Planning Act states that land adjudication committees should be composed of at least four female members out of nine, and there should be at least 25% female representation on VCs (as in the Local Government Act). Putting these laws into practice is challenging, however, and often numbers may be below the levels required and, perhaps more importantly, participation may be low.

**2.2.5. National Women and Gender Development Policy 2000**, and the associated National Strategy for Gender Development (NSGD) 2005 Vision 2025 for Tanzania Mainland envisions equality between men and women as stipulated in the Constitution. One of the strategies of Vision 2025 is "gender equality and the empowerment of women in all socio-economic and political relations and cultures"

**2.2.6. The National Strategy for Gender Development (NSGD) 2005** provides guidelines to government and non-government actors so that they may effectively incorporate gender concerns into their plans, strategies and programmes.

**2.2.7. The National Strategy for Growth and Reduction of Poverty 2005-2010**

(MKUKUTA) monitoring system provides for regular systematic reporting against a nationally agreed set of indicators, which include specific gender indicators. Tanzania.

MKUKUTA is the first national strategy to have identified a need of addressing gender violence as a public policy issue. Domestic violence is hence considered as a public issue which will require resources in preventing and mitigating negative impact on individuals whose right to live free from torture is being violated. Additionally, MKUKUTA removed the confusion on whom/which MDA was responsible for gender mainstreaming and monitoring gender equity. Gender is not seen as an issue for MCDGC alone, but rather calls for implementation and accountability of all MDAs, LGAs, private sector and CSOs...MCDGC to play the role of being key resource in technical support to other MDAs.

## 2.2.8. The National Development Vision (2025) and Gender Equality

The Vision 2025, launched in 1999 recognized gender equality as one of underlying principles and objectives (… by 2025, racial, and gender imbalances will have been addressed such that economic activities will be not be identifiable by gender, or race...All social relations and processes which manifest and breed inequality in all aspects of society- i.e. law, politics, employment, education and culture) will have been reformed. (Vision doc.pg.3).

## 2.2.9. The Poverty Reduction Strategy Paper (PRSP)

The country's first national poverty eradication strategy document was launched in 1998, and became the basis for the PRSP published in 2000. The overall aim of PRSP was to halve absolute poverty by 2010 and eliminate it by 2015. The PRSP provided a basis for increasing public resources to poverty-related sectors. The PRSP acknowledges that "women are generally perceived to be poorer than men". Gender was hence accepted as a cross cutting issue, thus accepting the principle of gender mainstreaming across all sectors. However, the PRSP had just one target to improve gender equality "achieving gender equality in primary and secondary

schools". There was however a few other targets which were relevant or could have been given gender equality interpretation. These include: expansion of rural water; reduction of maternal mortality as well as reducing income and food poverty.

*Table 3: Summary of Policy and Legal Framework.*

| NATURAL RESOURCE AND ENVIRONMENTAL INSTRUMENTS | |
|---|---|
| INSTRUMENTS | DESCRIPTION |
| **Environmental Policy (1997)** | Recognizes the importance of women's participation and empowerment, and the burden of women's work load. |
| **Forest Policy (1998)** | Mentions gender in two (of 41) policy statements: community forest extension services should be gender sensitive (PS 7) and "…forest land and tree tenure rights will be instituted for local communities including …women." (PS 39) |
| **Forest Act (2002)** | Specifies that village land forest committees should be gender balanced. |
| **Energy Policy (2003)** | Recognizes gender as a cross-cutting concern. |
| **Agriculture Policy (1997)** | Promotes women's access to land, credit, education and information |
| **Other National Instruments** | |
| **National Population Policy (2003)** | Includes a goal of attaining gender equality, and supports development of gender Disaggregated data and gender mainstreaming. |
| **Women and Gender Development Policy (2000)** | Emphasizes gender mainstreaming in all sectors. |
| **Land Act (1999)** | Supports "the right of every woman to acquire, hold, use, and deal with land …to the same extent and subject to the same restriction … as the right of any man". |
| **Village Land Act (1999)** | Stipulates the number of women required for committees and quorums, requires that village adjudication committees treat the land rights of women (and pastoralists) the same as men (and |

| | agriculturalists), and promotes gender equality in the assignment of customary rights. |
|---|---|
| **Rural Development Strategy (2001)** | Promotes women's access, ownership, and employment in agriculture; mainstreaming gender in local governance; and improving women's access to justice. |
| **MKUKUTA II (2010 – 2015)** | Includes goals and targets on gender equality and women's empowerment. These are focused on employment, education, and health, as well as land titling. There is little recognition of gender issues in natural resources use or agricultural development. |
| **Micro-Finance Policy (2000)** | Provides guidelines on making financial services accessible to women. |
| **Tanzania Development Vision 2025** | Supports women's freedom from discrimination, full participation, and equal access to opportunities, resources, property ownership, credit access, etc. |
| **Tanzania Long-Term Respective Plan 2011-2016; and** | Aim to protect women's rights, realize equality in opportunity, and mainstream gender in national frameworks. |

Despite of all these Policies and Legislations listed below; there are gaps in the treatment of gender in the national legal framework. There are also still conflicts between customary and statutory laws regarding women's land inheritance. Further, many legal provisions are not fully or effectively implemented or enforced.

# CHAPTER THREE:
## CONCEPTUAL FRAMEWORK

### 3.1.  Introduction

The conceptual Framework that was adopted for this work was guided by the provisions regarding ''equality of persons'' equality of opportunity'' and ''respect for human rights'' enshrined in Tanzania's constitution (1977) and the bill of rights (1984). The Constitution also provides for equal participation in the political process which, in Tanzania, is based on a mult-party democracy. The framework was further guided by the various commitments that GOT has made at regional and international level to abolish gender discrimination and promote women's empowerment and gender equality and equity.

### 3.2.  What is Gender Mainstreaming

*Gender mainstreaming offers a vision of the future, a vision described in the report of the UN Millennium Project, as: "...a world in which women and men work together as equal partners to build better lives for themselves and their families, ...where women and men share equally in the enjoyment of basic capabilities, economic assets, voice and freedom from fear and violence,*

As defined by the United Nations, gender mainstreaming is: "… the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated[11] Gender mainstreaming is not only a question of social justice, but is necessary for ensuring equitable and sustainable human development by the most effective and efficient means.

Gender mainstreaming is not an end in itself, but a means to an end. The calls for increased gender mainstreaming in the Economic and Social Council (ESCSOC) Agreed Conclusions (1997/2) are not for increased gender balance within the

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[11] *The Report of the Economic and Social Council for 1997.United Nations, 1997*

United Nations but for increased attention to gender perspectives and the goal of gender equality in the work of the United Nations. Gender mainstreaming does not only entail developing separate women's projects within work programmes, or even women's components within existing activities in the work programmes, it requires that attention is given to gender perspectives as an integral part of all activities across all programmes. This involves making gender perspectives – what women and men do and what resources and decision-making processes they have access to – more central to all policy development, research, advocacy, development, implementation and monitoring of norms and standards, and planning, implementation and monitoring of projects.

Gender mainstreaming makes a gender dimension explicit in all policy sectors. Gender equality is no longer viewed as a "separate question," because it is a concern for all policies and programmes. A gender mainstreaming approach doesn't look at women in isolation, but looks at women and men - both as actors in the development process, and as its beneficiaries. Significantly, gender mainstreaming differs from a "women in development" (WID) approach in that it takes as its starting point a detailed analysis of the development situation, rather than a priori assumptions about women's roles and problems. Experience has shown that rigorous, gender-sensitive analysis reveals gender differentiated needs and priorities, as well as gender inequalities in terms of opportunities and outcomes. The level of intervention (from basic "gender sensitivity" to comprehensive, targeted gender programmes) depends on the specific needs and priorities revealed by a gender-sensitive situation assessment and gender analysis. As part of a comprehensive strategy, gender mainstreaming should also address the environment (corporate, office) in which policies and programmes are developed and implemented. Thus a strategy to integrate gender concerns into programming must be accompanied by a strategy to ensure that the working environment is gender-sensitive, guaranteeing equal opportunities and treatment to both men and women. Sufficient technical capacity and human resources to successfully implement gender main-streaming must also be ensured.

### 3.2.1. Gender Equality

Gender equality means that women and men experience equal conditions for realizing their full human potential, have the opportunity to participate, contribute to, and benefit equally from national political, economic, social and cultural development. Most importantly, gender equality means equal outcomes for men and women, and that their similarities and differences are recognized and equally valued. Gender equality is an essential requirement for equitable, efficient, effective and sustainable development.

### 3.2.2. Gender Mainstreaming

The gender mainstreaming approach is based on the understanding that women and men have different life experiences, needs and priorities and are affected differently by policies and programmes. To be successful in meeting the needs of all members of society, it is essential for the society to consider and address gender issues. Gender mainstreaming essentially means changing the way organizations work so that the complexities and differences between men's and women's experiences, needs and priorities are equally valued, automatically considered and addressed from the outset, at all levels, in all sectors and at all stages of the policy and program cycle.

### 3.2.3. What is the Mainstream ?

The mainstream is an inter-related set of ideas, values, beliefs,, attitudes, behavior, relations and practices that are widely accepted by a group or society. It covers all the main institutions such as families, schools, government, religious institutions, media etc. which make decisions about resource allocation, 'who is valued', 'who can do what' and 'who gets what' in societies and ultimately determines the quality of life of all members of society.

### 3.2.4. What is Being Mainstreamed ?

Gender equality is what is being mainstreamed. It is a fundamental value that should be reflected in all development choices and institutional practices. It refers

to equality under the law; equality of opportunity, including rewards of work; equality in access to human, financial and other productive resources; and equality of voice to influence and contribute to the development process. Integrating a gender perspective in planning and policy formulation, involves including the concerns and experiences of women and men into the design, implementation, monitoring and evaluation of policies and programmes. This will entail a thorough understanding of the link between gender perspectives and the achievement of the mandate and functions.

### 3.3. The Gender Conceptual Framework Approach:

Women In Development (WID) theory which evolved from the world's attention to women issues in the 1970's, was based on evidence that development affected women differently (and in most cases negatively) from how it did for men. The central argument for WID was that women were gravely disadvantaged and their potential untapped. Hence women had to be taken into account in development planning and implementation. WID therefore advocated for legal reforms if women were to be included in the mainstream development. However the main weakness of WID was, it didn't consider social structures within which programmes were designed and initiated; it focused more on women's productive work at the expense of women's every-day life realities - additional social and reproductive roles. By focusing on discriminatory legal frameworks against women, WID did not put into account the long conceptual 'distance' between the legal frameworks and women's lived realities. The exclusive use of WID missed on how women were disadvantaged in development as they related to men. This necessitated the ushering in of the Gender and Development (GAD).

GAD moved further from WID by addressing women in a social context and its socio-economic dynamics. GAD therefore views gender as socially constructed by societal attitudes towards women and socially constructed practices of men and women which discriminate against women. Hence, GAD becomes closer to women-lived experiences by linking relations of production to productive forces[12]. GAD therefore promotes **gender mainstreaming (GM),** which makes men and women's

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[12] World Vision; Gender Training Tool Kit; Second Edition; 2008).

concerns and experiences an integral dimension of design and implementation, monitoring and evaluating policies and programmes in all political, economic and societal spheres so that women can benefit equally. Consistent with the GAD approach, these guidelines will define and measure gender-sensitive empowerment.

Critiques of Women in Development (WID) approach pointed out that WID machinery failed to address women subordination and oppression. This led to Gender and development approach that differs from that of women and development. This was emphasized in the fourth World Conference on Women "Action for Equality, Development and Peace" held in Beijing China in 1995 that gave a new and added impetus to a full implementation of the Nairobi Forward Looking Strategies for the Advancement of Women 2000. One of the objective is to mobilize men and women at both policy making and grassroots level.

This led to several countries taking up legal actions to address the concerns; notable the laws and policies to address this.
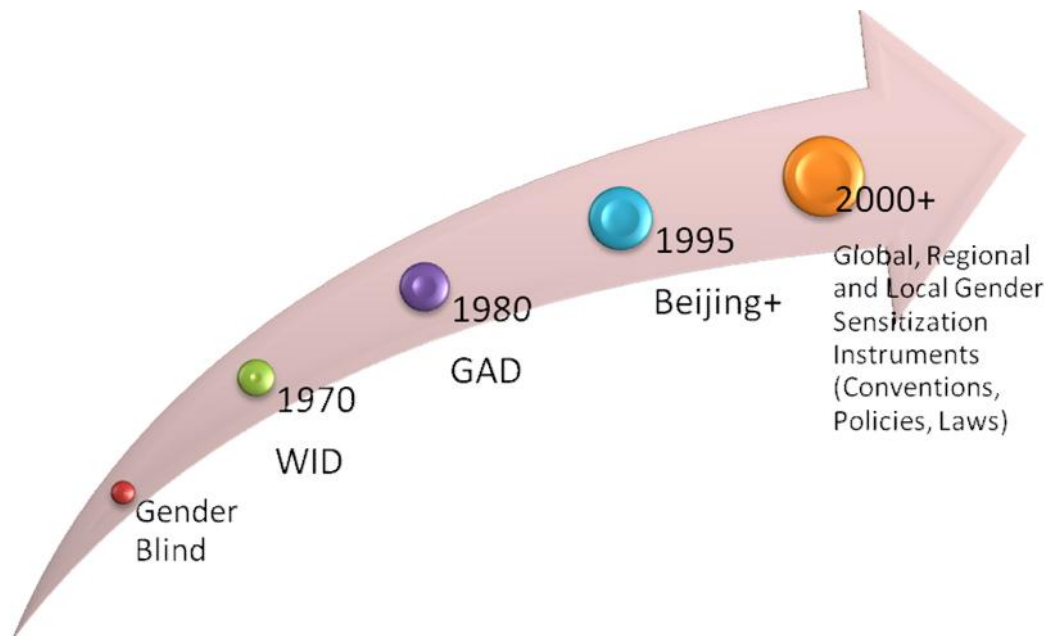


*Figure 2: Progressive Realisation of Gender Mainstreaming*

The Guidelines adopts the Gender and Development (GAD) as it overarching approach, which accordingly guided the direction of the Environment and Gender Policies, goals and objectives which go beyond women only to include the disabled, female youth, male youth and other stakeholders - one reason for the guidelines to use the approach. GAD is appropriated by the following frameworks:

(i) **The Women's Equality and Empowerment Framework** (currently known as the Gender Equality and Empowerment Framework (GEEF)) was developed by Sara Hlupekile Longwe. The model asserts that women's poverty is the consequence of oppression; and exploitation, and that to reduce poverty, women must be empowered. The framework postulates five progressively greater levels of equality that can be achieved (listed from highest to lowest): *control* – equal control in decision-making over factors of production; *participation* – equal participation in decision-making processes related to policy making, planning and administration; *conscience* – attaining equal understanding of gender roles and a gender division of labor that is fair and agreeable; *access* – equal access to the factors of production by removing discriminatory provisions in the laws; *welfare* – having equal access to material welfare (food, income, medical care). While the GEEF is conceptually consistent with the empowerment theories, it does not cover adequately activity profiles and project cycle analysis aspects.

(ii) **The Moser Gender Planning Framework** was developed by Caroline Moser. It links the examination of women's roles to the larger development planning process and investigates the reasons and processes that lead to conventions of access and control. The framework provides six tools. *Tool 1* identifies gender roles: what women, men, boys and girls do in various productive, reproductive and community-managing activities. *Tool 2* identifies the practical and strategic needs of women. *Tool 3* defines an access and control profile for resources and benefits of economic activity. *Tool 4* examines the impact that a new policy, project or program will have on the three roles. A change addressing one area may affect others in a positive or negative sense. *Tool 5* looks at how welfare, equity, anti-

poverty, efficiency or empowerment approaches will address practical or strategic needs. The final Tool 6 looks at the way women and gender-aware organizations and individuals can be involved in the process. Tool 2 will inform the study on perceptions of men and women regarding how the investments may have affected both the strategic and practical needs of women.

(iii)    **The Harvard Analytical Framework** is a data gathering tool for describing and analyzing gender relations in society, the Harvard model is consistent with this study in that it helps to assess how men and women are involved in and benefit from a project regarding the extent to which women are visible in the project activities as they are being implemented.  It explains what men and women do and why.  The model has four main profiles:  (i) the Activity Profile; (ii) the Access and Control Profile; (iii) Factors Influencing Activities; and (iv) the Project Cycle Analysis.

This guidelines study will therefore employ the model in order to analyze from a gender perspective- the gender mainstreaming into environment.

Gender Sensitive M&E Reporting

Gender Mainstreaming

Gender Analysis

Policies

Plans

Strategies

Programmes

Projects

State Actors
MDAs

NSAs
CSOs, Private Sector

Gender Lens

Outputs

Processes

Inputs

Gender Integration Policies (GIP)

Gender and Development (GAD)
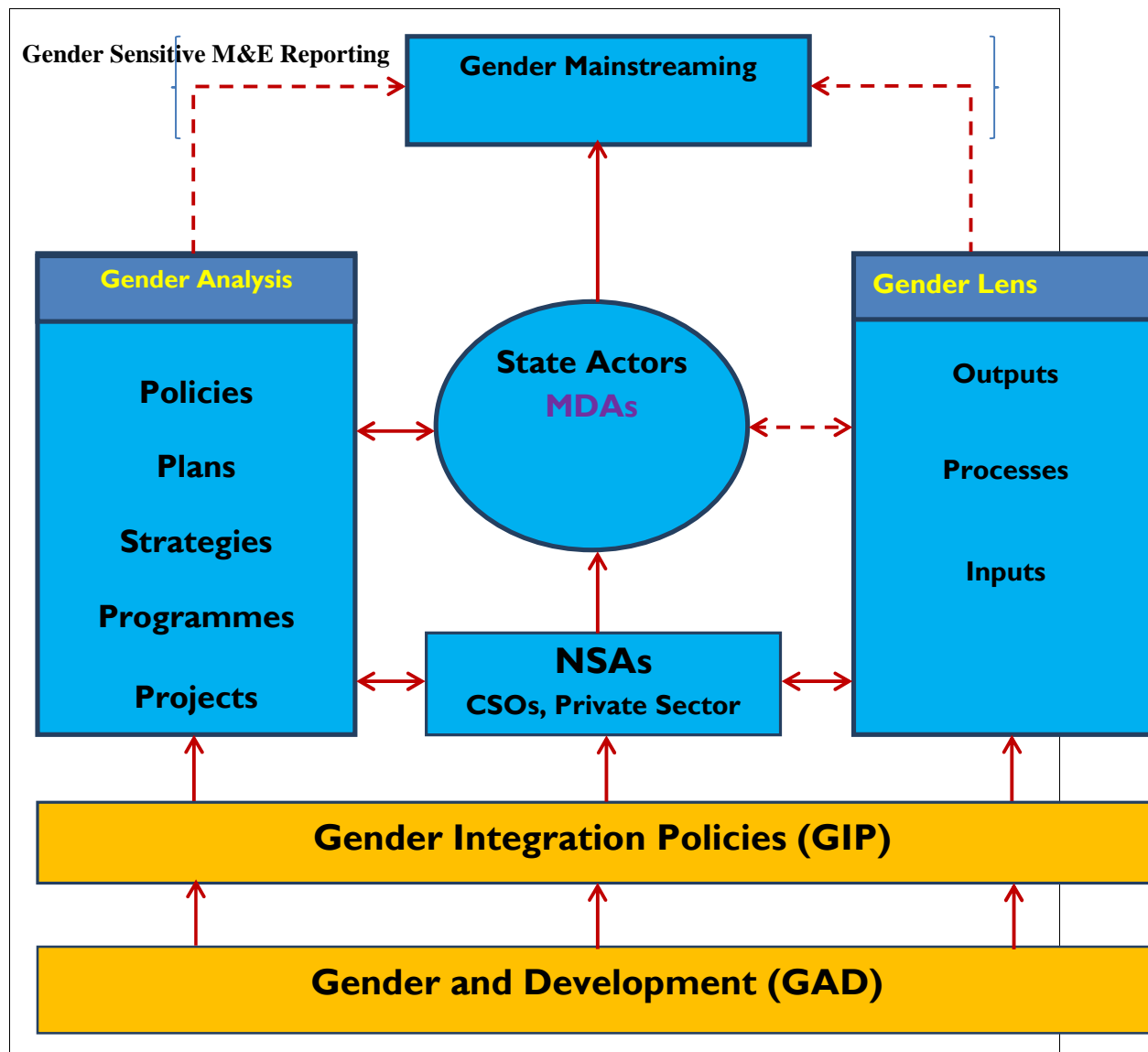
*Figure 3: Conceptual Framework*

### 3.3.1. WHAT IS THE HARVARD GENDER ANALYSIS FRAMEWORK?

Gender analysis is a type of socio-economic analysis that assists programmes and projects to go beyond simply tentative gender mainstreaming to sustainable gender mainstreaming. This is done by being both sensitive and responsive to problems linked to women and men. The Harvard Framework[13] is a tool for gender

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[13] The information is retrieved from USAID's (2008) publication 'Gender Analysis Frameworks' (available from http://www.devtechsys.com/gender_integration_workshop/resources/review_of_gender_analysis_frameworfr.pdf) and ILO/SEAPAT's (1998) Online Gender Learning & Information Module (available from http://www.ilo.org/public/english/region/asro/mdtmanila/training/unit1/harvrdfw.htm).

analysis that represents one of the earliest efforts to systematize attention to both women and men and their different positions in society. Many frameworks thereafter are adaptations, extensions and improvements of this tool. It emphasizes gender-awareness and is based upon the position that allocating resources to women as well as men in development efforts makes economic sense and will make development itself more efficient. Key to the Harvard Gender Analysis Framework tool is adequate data collection. Ideally, a gender analysis should be conducted using participatory methods and obtaining qualitative information as well as quantitative data disaggregated by sex. *The analysis can be performed at any stage of the development cycle. However, timely gender analysis at the beginning of project design is important* because it informs either mainstreaming procedures or specific measures directed to women or to men.
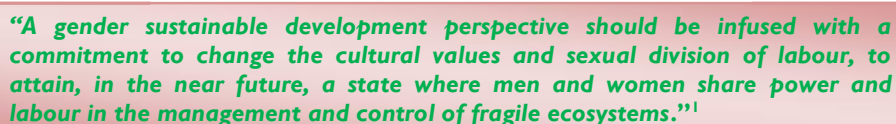
**THE FRAMEWORK INCLUDES THREE LEVELS OF ANALYSIS THAT SHOULD BE TAKEN INTO CONSIDERATION:**

- *Micro*: The micro level analysis helps to identify major constraints faced by women at the household and community level, which will have repercussions on the meso and macro levels.
- *Meso*: The meso level deals with gender sensitivity of specific local structures; it focuses on institutions and organizations and their delivery systems. It investigates whether they reflect gender equality principles in their structure, in their culture, in the services they provide and in the way these services are provided.
- *Macro*: The macro level deals with the overall institutional environment and interrelations between actors. This can relate to for example legislation, policies and budgets.

## CHAPTER FOUR:
## TOWARDS GENDER MAINSTREAMING INTO ENVIRONMENT

### 4.1. Introduction

Integrating gender-responsiveness in addressing environmental issues has been widely recognized as an important element in efficient planning and management. Experience shows that lack of gender awareness in planning and management can lead to poor decisions on strategies and inefficient implementation of action plans. Improved capacities in gender responsive in environmental planning and management skills. More gender responsive environmental planning and management also supports better prioritization of issues, and opens up non-traditional routes for mobilizing resources and improving implementation[14].

> *"A gender sustainable development perspective should be infused with a commitment to change the cultural values and sexual division of labour, to attain, in the near future, a state where men and women share power and labour in the management and control of fragile ecosystems."*[1]

### 4.2. Linking Gender and Environment

Most of the analysis on gender and environment concentrate on the situation of women. This has a historical context, in many societies, women have the responsibility of ensuring, for example, that fuel and water are available and that pollution levels are well managed in their homes and around their settlements. This traditional burden on women is not reflected in their participation in planning and decision-making. This bias is evident in the city experiences upon which Chapter Two is built on.

Embarking on a gender-mainstreaming strategy, calls for simultaneous steps in several fundamental domains:

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[14] Hand Book; Integrating Gender Responsive in environment management and planning at p.6

- ♣ **Knowledge and understanding of the issue and validation of women's contributions to sustainable development.**
- ♣ **At the institutional level, adequate political will combined with concrete actions.**
- ♣ **Assurance of women's rights, and that they benefit from environmental goods and services.**
- ♣ **Full participation of women at all levels, particularly in decision-making.**
- ♣ **Improvement of the socio-economic position of women.**
- ♣ **Women's empowerment.**
- ♣ **Identifying the impact of the macro context on women and their environment.**

*Table 4: Rationale for Gender Mainstreaming into Environment*

*Gender Equality matters to Environment because:-*

- ♦ Women perform two thirds of the world's working hours, produce half of the world's food, earn only, 10% of the world's income and own less than 1% of the world's property.
- ♦ Women are more reliant on natural resources for their livelihoods than men as they do not have equitable access to alternatives such as wage labour and the security and benefits these provide.
- ♦ Degraded environments mean that women have to walk further to collect water and fuel wood. As a result their access to education and other productive activities may be curtailed and they will be exposed to the risk of gender based violence in isolated areas.
- ♦ Women have less control of and access to land and natural resources than men – in many cases women are excluded from formal ownership of land.
- ♦ Due to their socially constructed roles and existing inequalities, women are more vulnerable to the impacts of environmental and natural disasters such as drought, floods and cyclones than men.
- ♦ Women are disproportionately vulnerable to sexual exploitation and abuse and other forms of violence in times of vulnerability and need. This risk increases especially in mines areas.

Gender inequality is pervasive throughout the world, although the nature and extent of gender differences varies considerably across countries and regions. In most countries, men and women experience substantial disparities in their legal rights, access to and control over resources, economic opportunities, power, and political voice. Women and girls bear the greatest and most direct costs of gender inequalities, but there are adverse impacts that affect all of society, ultimately harming everyone. 'Gender mainstreaming' is a strategy for redressing these inequalities[15].



*Figure 4: Desirable Outcome on Gender Mainstreaming*
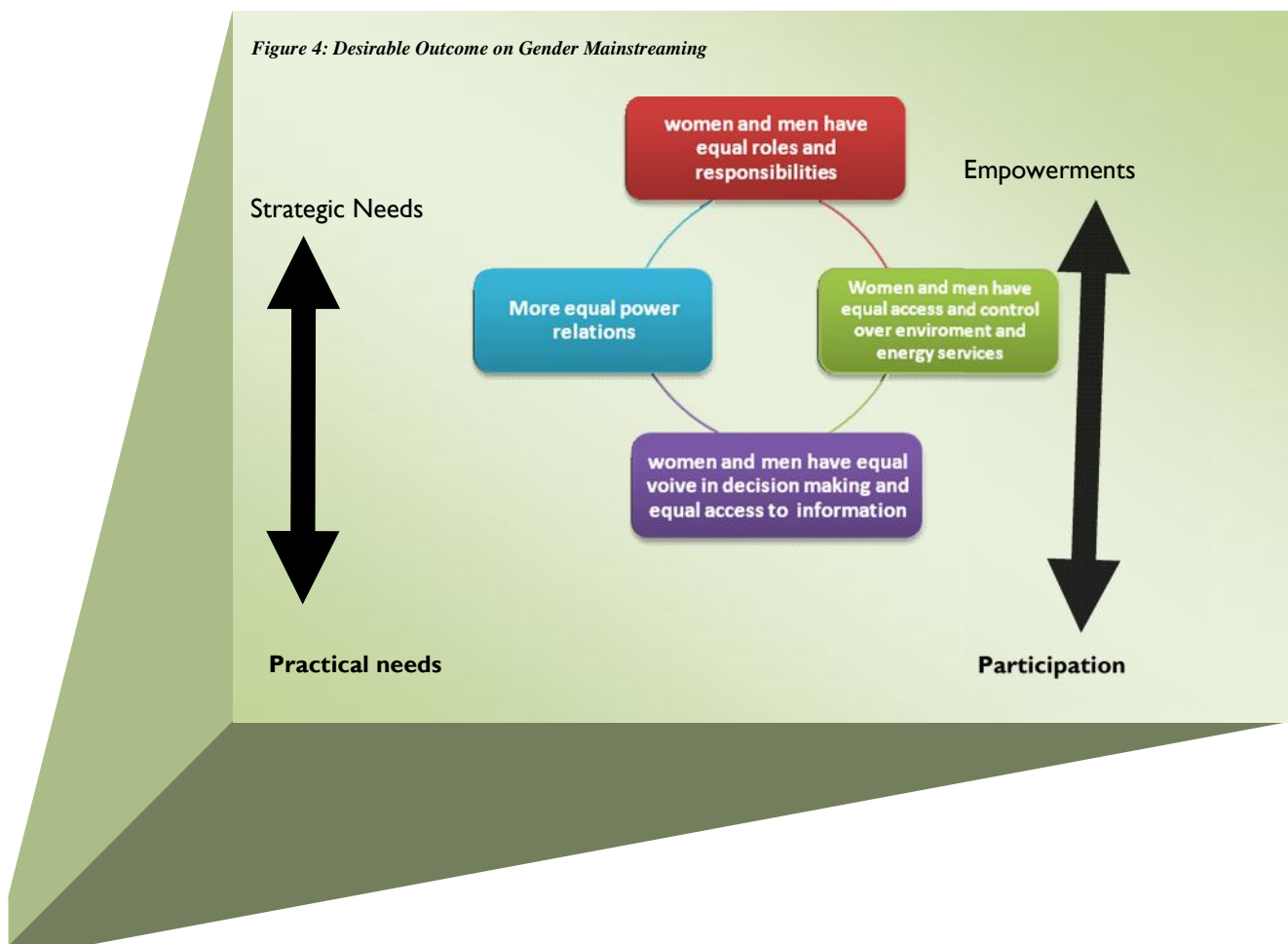
Gender responsive Environmental Management equity advocates for the balanced allocation, management and utilization of available resources. It promotes women's access to equal opportunities, and the elimination of all barriers to socio-economic and political opportunities. Gender equity calls for a reorganization of

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the gender division of labour and decision-making processes. Although women play a vital role in reproductive activities and maintaining their families and households, they bear a disproportionate share of poverty. They have been disadvantaged in access to resources and effectively participating in development.

## 4.3. Overview of Key Gender Issues Affecting Environment

This section briefly reviews the relevance of gender issues to the environment and energy practice areas. The information is primarily taken from the *Guidance Notes on Mainstreaming Gender into UNDP's Environment and Energy Practice[16]*.

### 4.3.1. Differences in land ownership and control over natural resources:

Land tenure and access to natural resources are key factors affecting the sustainability of resource use, the efficiency with which resources are used, the distribution of the benefits derived from resource use, and the empowerment of users. In many developing countries, women – as farmers and pastoralists, with primary responsibility for household food production – are the principal users of certain types of land and natural resources. However, the women generally do not own the land or control the allocation of natural resources, and they are often allotted the most marginal lands with the least secure rights of tenure. Women's ownership and control of land is limited by the common practice of registering land in the name of the 'head of the household', as well as biased land reforms, and men's greater control over economic assets in general. For example, in parts of sub-Saharan Africa, men's rights to trees and their products tend to override women's rights since in most cases men have full disposal rights while women have user rights only for gathering fuel.

### 4.3.2. Differences related to access to water resources:

Women and girls are disproportionately burdened by lack of access to water due to their traditional roles in household management and food production and preparation. They are the ones typically responsible for water collection for family

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[16] UNDP, 2007. *Guidance Notes on Mainstreaming Gender into UNDP's Environment and Energy Practice.*

use. In areas where there is no pumped water, and supplies are scarce due to seasonal dry periods or drought conditions, women can spend many hours per week trying to get enough water.  Women's responsibilities with regard to water, combined with differences between men and women with regard to control over land use, often give rise to differing priorities for the use of water. For instance, women tend to prioritize water for domestic use like cooking and washing, whereas men place a higher value on water for irrigation.

Improved water and sanitation facilities can give women time for productive activities, and girls more time for school, besides safeguarding their safety, dignity, and physical well-being.

### 4.3.3. Differences related to energy sources:

In addition to getting water, women in developing countries also spend a great deal of time collecting traditional biomass fuels – such as wood, dung and agricultural wastes – for household needs. Over 1.6 billion people rely on these fuels, and the collection and management of these fuels is primarily done by women. When environmental degradation makes fuel supplies more difficult to find, women have to spend more time and effort searching for fuels long distances from home – with consequently less time for other responsibilities, or rest. They are also at greater risk of rape, animal attacks and other threats as they travel further away from home. As this work requires more and more effort, girls are increasingly likely to be kept home from school to help their mothers. Improved access to energy services can have a dramatic impact on women's lives.

### *4.3.4. Differences related to biodiversity:*

In many areas, rural women and men have different types of knowledge, and value different things, about natural resources and biodiversity conservation. For instance, women, much more than men, have extensive knowledge of the household and medicinal uses of plants and animals. Herbalists in traditional societies are invariably women, and this knowledge has been passed down from mothers to daughters. Women, therefore, may place more value on forests for the collection of fruits, nuts and medicinal plants, whereas men may be more

interested in potential sources for logging. Deforestation not only leads to loss of valuable health and food resources, but also affects the amounts of time and distances women must travel to secure fuel and water.

*Figure 5: Summary of Key Gender Concerns in Environment*
- ➢ Gender was not prioritized in either of the environment program. The focus on gender/women's issues has mainly revolved around getting more women in lucrative jobs.
- ➢ There is a huge knowledge gap and very little capacity for engagement in gender sensitive environment programs; however, there is interest and a willingness to learn.
- ➢ Little or no collaboration exists between the environment actors and the gender machineries.
- ➢ Collaboration does not currently exist amongst actors in environment on gender sensitive programs.
- ➢ The majority of environment sector is still largely perceived as a male domain even at the level of community. This is largely due to gendered stereotypes defined by society.
- ➢ Very little information exists on the process and experience of environment and gender, where it does it is closely guarded and not easily accessible to the general public.
- ➢ There is generally a low level of awareness of existing gender initiatives within the sector.
- ➢ There is still a general misconception about gender and sex. It is imperative that more training be organized for key stakeholders, an understanding of the distinction between the two is crucial for effective mainstreaming of gender in policies and programmes at all levels.
- ➢ Environment sector institutions are still largely male-dominated, and there is still a major under representation of women in decision making positions.

## 4.4 Conclusion

There are substantial developments in the country in creating an environment conducive to address Gender sensitive Environmental Management. Yet, the key challenge is still so overbearing that more intensity is required in the national response. With the increasing numbers of state and non-state actors in mainstreaming gender into environment, substantial improvement to the coordination of their efforts is paramount and urgent.

# CHAPTER FIVE:
## MAINSTREAMING GENDER IN POLICIES AND PROGRAMMES

### 5.1. Introduction

In many cases, authorities and programme/ project actors lack sufficient knowledge of gender equality, are insufficiently aware of, or unskilled in gender mainstreaming, or lack the required tools.

A gender sensitive programme recognizes that women's role is as important as men's in addressing environmental and development issues. It acknowledges that, because they have different roles, women and men may have different needs, which must be addressed in order to achieve sustainable development. The gender perspective is not only relevant to projects where women are the principal target group, it must be mainstreamed in all environmental and development programmes. A programming process is gender sensitive when the gender dimension is systematically integrated into every step of the process, from defining the problem, to identifying potential solutions, in the methodology and approach to implementing the project, in stakeholders analysis and the choice of partners, in defining the objective, outcomes, outputs, and activities, in the composition of the implementation and management team, in budgeting, in the monitoring and evaluation (M&E) process, and in policy dialogue.

Gender mainstreaming refers to the process of identifying gender gaps and making women's, men's, boys' and girls' concerns and experiences integral to the design, implementation, monitoring and evaluation of policies, and programmes in all spheres so that they benefit equally.
*Article 1 of the SADC Protocol on Gender and Development, 1997*

This chapter examines different but interdependent steps of integrating gender into the policy or project process. It provides a checklist to help identify a gendered perspective of the activities to be implemented, while providing guidance for expanding the approach to gender mainstreaming. The Guidelines present the key steps that are applicable for mainstreaming gender throughout the policy/project cycle.

The starting point for effective gender mainstreaming in public policy or project is to undertake gender analysis. Throughout the cycle, gender analysis is applied to

disaggregate women's and men's roles and responsibilities; time use and availability; resources, knowledge and capacity available to each and participation in decision- making by each. This process is critical to ensure that gender issues are integrated into the proposed policy/project.

## 5.2. Key Steps for Mainstreaming Gender in Policy/Planning
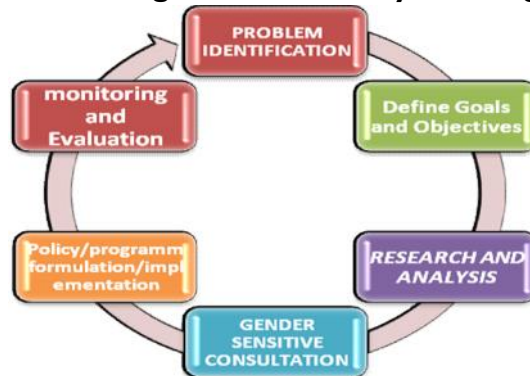


*Figure 6: Gender Mainstreaming Processes*

### 5.2.1. STEP 1: EXPLORE THE ISSUE AND HOW IT IS REPRESENTED

In Step 1, considers the implications for policy development from a gender perspective. Once the issues have been defined, the next stage is to design the process for improving the outcome for all participants.

At all stages of the design and consultations, there is need to ensure that intended beneficiaries of the policy or program will not be made worse off as a result of the proposed intervention.

*Figure 7: Checklist for Exploring Gender Issues*

✓ Ask yourself how the issue at hand is commonly perceived; consider who has described the issue and whether various categories of women and men have been involved in the process of definition.
✓ To what extent does this understanding of the issue assume or reinforce dominant norms about women's and men's roles and experiences.
✓ Identify what researchers with expertise in women's experience or women's disadvantage have to say about the issue.
✓ Where possible, provide opportunities for women, particularly those who are or may be affected by the issue/need, including women from marginalized groups and regions, to also contribute in the identification of key dimensions of the issue.
✓ For example, consider how power structures are culturally defined, that is, cultural, family and community structures require greater respect and understanding when applying gender analysis to policy planning and development.
✓ -Identify factors like culture, economics, politics, legal, socio-economic that are likely to affect gender equity in relation to the ways in which the issue is understood

### 5.2.2. Step 2: Define Goals and Objectives

Once the dimensions of the issue have been clarified, the action to be taken should be agreed upon. Thereafter, identify the goals and objectives of a policy or project that are considered necessary to address the issue. During Step 2, identify from the outset the main development problem or issue at hand. This can be accomplished by answering a basic question:

- ***What is the subject of the project or policy-making initiative?***

Examine the subject of the policy/project from a gender perspective in order to discern where, why and how specific gender mainstreaming initiatives may need to be applied. To help decide what the "gender issue" is, it is important to know whether the identified issue affects men and women in different ways. If the answer is "yes", then the specific ways in which men and women are differently affected needs to be further refined. Gender analysis is a vital part of clarifying the precise gender dimension of the issue.

Step 2 is the first look through the "gender lens" and should introduce an appreciation of gender related aspects of "gender-neutral" issues. This stage does not identify specific problems that require policy solutions.

*Table 5: Checklist for Defining Goals and Objectives*

- ✓ Identify groups of women or men who are most likely to benefit from a proposed intervention and those that may be harmed;
- ✓ Goals and objectives of a proposed policy/program/project can either perpetuate or overcome existing inequities between women and men. Particular attention should be paid to ethnicity/regional balance/cultural protocols;
- ✓ To the extent possible, involve gender experts in the development of the policy/program/project goals and objectives with a gender dimension. It is important to do so, even if the proposed policy/program/project appears to have a 'gender-neutral' impact, because of the different perspectives gender experts can have on a policy/program/project.
- ✓ Identify the ways in which the policy/program/project can support the Government's overall strategy to achieve equity;
- ✓ Ensure gender-specific factors [e.g. pregnancy, workplace harassment, difficulty with child care and elder care arrangements] that are likely to affect the possibility of the policy/program/project achieving the desired outcome(s) are addressed;
- ✓ Identify and address the linkages on how the policy/program/project relates to specific targets in the National Vision 2025.

### 5.2.3. STEP 3: RESEARCH AND ANALYSIS

In Step 3, identify the information needs and collect the relevant quantitative and qualitative data. Ensure that the data collected is disaggregated by sex, with other categories such as rural/urban and regions.

Gender-disaggregated data (see Glossary of Terms) will help make the gender impacts more visible.

During Step 3, there may be need to conduct or commission research that will fill gaps identified. Such research is crucial in guaranteeing the credibility, efficiency and effectiveness of any projects or policies developed. This phase involves specifying the research question, determining the necessary inputs, and designing and/or commissioning the research.

#### 5.3.3.1 Collection and Use of Gender Disaggregated Data

More equitable results are likely to be achieved when gender analysis using sex-disaggregated data is carried out because economies, businesses and people all benefit when the range of women's and men's current and potential input to economic progress is known and used in decision making.

As part of Step 3, collect sex-disaggregated data which is quantitative

> **Action to Promote the Use of Sex Disaggregated Data**
> -Encourage the collection of sex-disaggregated statistics and indicators;
> -Develop proposals for each environmental institution and other relevant stakeholders on how to use statistics in their work.
> -Include gender-disaggregated data in reporting and monitoring of relevant data concerns in order to integrate a gender perspective;
> -Develop non-numerical indicators to monitor gender mainstreaming in within the respective institution;

statistical information on differences and inequalities between women and men. Such data will provide information about how much women and men contribute to all aspects of society and economic activities in both their paid and unpaid capacities. The sex disaggregated data should help in making decisions on policies that will be effective, equitable and beneficial for women and men. Ensure that sex-disaggregated data is routinely collected and analyzed; conduct research on the factors underlying gender disparities; and use the results to inform its policies and programmes.

In order to reflect the awareness of gender equality as an important driver in planning and policy formulation, there is need to regularly use sex-disaggregated data and gender analysis in documents such as the Medium Term Plans, Sector Plans, Annual Progress Reports, Sector/Ministerial Annual Monitoring and Evaluation Reports, etc

### 5.2.3.2. Undertaking a Gender Analysis

A detailed gender analysis is a critical starting point for any policy, programme or project that aims to be gender sensitive. Questions such as the difference in impacts of the policy/programme on women and men; the advantages and disadvantages; roles and responsibilities; who does what, who has what, who needs what; strategies and approaches in closing the gap between what men and women need; etc. need to be asked and analyzed in building a comprehensive picture of the existing situation.

This process identifies what is lacking (that which is not there), gaps (that which is not enough) and mismatches (that which is not right).

A gender analysis Implies:

- Assessment of the roles and needs of women and men, including gender based labour division;
- Understanding gender-differentiated system for access to resources, labour, uses, rights and distribution of benefits and products;
- Focusing on gender relations, not just on women (looking at different inequalities, power, imbalances, differentials access to resources between men and women).
- Knowing that gender is a factor that influences how people respond both individually and collectively.
- Perceiving the gender dimensions institutions at all levels in society;
- Women's and men's lives and therefore experiences, needs, issues and priorities are different;
- Women and men are not homogeneous groups and their lives are not all the same;

- The interests that women and men have in common may be determined as much by their social position or their ethnic identity as by the fact they are women or men;
- The life experiences, needs, issues, and priorities vary for different groups of women and men (dependent on age, ethnicity, disability, income levels, employment status, marital status, and whether they have dependents).

*Table 5: Checklist for Undertaking Gender Analysis in Policy/Programe Design*

- *Is data broken down by sex and have you conducted a gender analysis (developed profiles of women and men especially by types of work, workload, working and employment conditions, job levels and income)?*
- *Do you have basic understanding of the gender roles in the sector, area, community or workplace? (What do men and women, boys and girls do? What is the division of labour? Who decides on what and how is the income divided?)*
- *Do you have basic understanding of the gender relations in the sector, area, or community? For example, are you aware of the customs, traditions, cultural or religious beliefs that affect the way in which men and women, boys and girls play a role in the family, the workplace and in community life?*
- *Have you identified the practical and strategic needs of male and female beneficiaries?*
  - ***Practical needs refer to needs linked to basic livelihood and survival such as food, water, shelter, income, clothing, and healthcare.***
  - ***Strategic needs refer to needs identified to overcome the subordinate position of women and girls and to promote the equal and meaningful participation of boys, girls, men, and women in their family and community.***
- *Have you identified any existing gender inequalities in the sector, area, or community, and if so, how these inequalities are being addressed by any other programmes, project or policies?*

| Activity Profile | What men and women (adults, children, elders) do, and where and when these activities take place? |
| Access and Control Profile — Who has what? | Who has access to and control of resources and services, and decision-making? |
| Analysis of Factors and Trends — What is the socio- | How activity, access and control patterns are shaped by structural factors? (demographic, economic, legal and institutional) and by cultural, religious, and attitudinal ones. |
| Programme Cycle Analysis — What gender considerations | Gender-sensitive planning, design, implementation, monitoring, and post-evaluation |

*Figure 8: Gender Analysis Framework*

*Table 6:  CHECKLIST FOR MAINTREAMING GENDER IN RESEARCH*

i) **Design of the research terms of reference**

▪ Have you included a clear gender dimension in the research background? For example: preliminary data on gender roles, gender relations, and existing inequalities, constraints and opportunities for men and women; data specified by sex. If this information is not available, ensure that the TOR includes collection of such data.
▪ Have you clearly stated the steps for conducting gender analysis in the research? (See Conducting gender analysis in the research section below).
▪ Have you provided gender-responsive guidelines in conducting the research? For example, if girls and women cannot speak freely in mixed groups, arrange for female researchers when carrying out women-only interviews or focus groups.
▪ Similarly, arrange for male researchers or interviewers to work with men in certain circumstances.

ii) **Selecting the research team**
▪ Have you assessed whether the research team/organization adequately understands gender equality issues and has the skills to identify inequalities and opportunities for promoting gender equality in their research?
▪ Does the research team include both women and men? Determine how women and men in the research team will be involved in the research (e.g. as research designers, field researchers, interviewers).
▪ Are gender experts involved in the research design process? This is essential if serious gender inequalities are known to exist.

ii) **Conducting gender analysis in the research**

▪ Have you collected, broken down, analyzed and compared quantitative as well as qualitative data by sex and age (along with other key variables such as education, occupation, income, ethnicity)?
▪ Have you been attentive to the prevalent sex segregation in the labour markets? Identify the types of work, occupations or sectors in which men and women are typically found.
▪ Have you developed a profile for the women and men covered in the research? Identify their roles and activities.

iii) **Analyzing decision making:**

▪ Have you identified to what extent men and women may have different access to and control over available resources and benefits?
▪ Have you identified who uses, controls and makes decisions about:
  ✓ *Resources: how to spend time and money, how to use land and work tools, or who goes to school and who works, who goes to meetings?*
  ✓ *Benefits: how to share food and earnings, when and how to use savings?*
▪ Have you described any differences found between the roles of men and women in decision making in the family, in the workplace and in the community?

iv) **Analyzing gender-specific needs, constraints and opportunities:**

▪ Have you identified the practical needs or needs linked to survival (food, water, shelter, job, healthcare, etc.)?
▪ Have you identified the strategic needs or needs identified to overcome subordinate positions (usually of women and girls) and to promote the equal and meaningful participation of men and women in their workplace, family and community?
v) Have you identified other factors that influence gender relations in the families and communities, as well as in the larger environment? These include factors, such as the fertility rate and other demographic variables, the poverty rate, economic opportunities and performance, labour supply and demand, migration patterns,

## 5.3.4. STEP 4: GENDER SENSITIVE CONSULTATION

At this point, consulting with key stakeholders is fundamental in collecting qualitative and quantitative data that will form the basis of informed policy making. Stakeholder consultation processes should take into account the inequitable distribution of power between women and men. Consultations with key stakeholders should be well planned, inclusive and equitable. Relationships of trust and respect should be established between those who are conducting the consultation and community members who are consulted.

*Determine Who the Decision Makers Are?*

Step 1 addresses the policy and project making context. It is important to identify the actors involved in the process from the outset, along with their values and understanding of gender issues, because they will significantly determine the outcome of the policy or project. During Step 1, seek answers to the following three key questions:

*Identify the stakeholders - Do they include individuals or groups with a "gender perspective''?*

Gender mainstreaming means that "gender" stakeholders need to be identified and included throughout the policy or project cycle. Multiple stakeholders can bring greater

> ### Gender Sensitive Stakeholders Checklist
>
> - Have the following individuals and groups been brought into the policy or project cycle?
> - Gender focal points in other ministries or departments?
> - Development partners with a gender equality mandate?
> - A governmental or independent economist with gender expertise?
> - Male and female representatives of private sector interests?
> - An umbrella organization of women's or gender NGOs? Any NGOs or community groups that represent men's gender interests?
> - Relevant sectoral or "special interest" NGOs that have an interest or experience in gender issues?
> - Human rights groups or advocates? NGOs or lobby groups?
> - Think tanks or policy analysts with experience and expertise in gender

accountability and a wider variety of options to the policymaking process. It also introduces a series of "checks and balances" against competing viewpoints. Negotiating these multiple viewpoints will result in better policymaking.

*Is there gender balance in all institutions and bodies involved?*

If a strong gender imbalance exists among stakeholders or the core policy making group, measures should be taken to involve more of the underrepresented gender – be it men or women.

*Is gender expertise available?*

Stakeholders with gender expertise can help identify entry points for gender mainstreaming and implement a mainstreaming approach throughout the entire project or policy-making cycle. Gender experts are important allies, and such expertise might be found with policy-making colleagues, academics, consultants, NGOs or community groups, or development partners. Bringing this expertise aboard is mainstreaming at its most basic level.

*Consultations at the field level*

Staff at the field level should promote inclusive and equitable participation in the following ways:

    a. During the consultation process, a range of presentation methods should be used and a choice of response methods offered. The District Administrative Secretary (DAS) should consider whether written submissions, oral submissions, or other ways such as the use of art [e.g. photographs, performance or artwork] would best express the views of people who may otherwise be excluded;

    b. Field offices at the County level should ensure that inputs are actively sought from women's groups and women of different ages, in different locations and from different socio-economic groups/background/set up.

## 5.3.5. Step 5; Formulating Policy or Project Intervention with a Gender Perspectives

Once the necessary data and information have been collected and analyzed, decide on the appropriate course of action to take in response to the goal articulated in Step 2. Choosing the "correct" course for a policy or project intervention is rarely straightforward. It involves balancing a number of crucial considerations, including the economic, social, equity, community, environmental

and other types of impact of each option. To ensure a gender perspective, conduct a "gender impact assessment" for each option by asking the following key questions:-

*Gender Impact Assessment Checklist*
- ♦ What benefit (financial, human) will the option bring to both men and women?
- ♦ What cost (financial, human) will the option inflict on both men and women?

The results of this assessment should be considered when weighing policy options. In addition, consider how both female and male stakeholders perceive the option in terms of its costs, benefits, acceptability and practicality, and also identify the wider consequences of failing to adopt a gender-sensitive option. After weighing these factors carefully, you are now ready to formulate your intervention, which will entail preparing the actual policy or project document.

*Table 7: Gender Mainstreaming Checklist for Policy or Project Document*

♦ **Background and Justification**: Is the gender dimension highlighted in the background information relevant to the intervention? Does the justification include convincing arguments for gender mainstreaming and gender equality?

♦ **Goals**: Does the goal of the proposed intervention reflect the needs of both men and women? Does the goal seek to correct gender imbalances through addressing practical needs of men and women? Does the goal seek to transform the institutions (social and other) that perpetuate gender inequality?

♦ **Target Beneficiaries**: Except where interventions specifically target men or women as a corrective measure to enhance gender equality, is there gender balance within the target beneficiary group?

♦ **Objectives:** Do the intervention objectives address needs of both women and men?

♦ **Activities:** Do planned activities involve both men and women? Are any additional activities needed to ensure that a gender perspective is made explicit (e.g. training in gender issues, additional research, etc.)?

♦ **Indicators:** Have indicators been developed to measure progress towards the fulfillment of each objective? Do these indicators measure the gender aspects of each objective? Are the indicators gender disaggregated? Are targets set to guarantee a sufficient level of gender balance in activities (e.g. quotas for male and female participation)?

♦ **Implementation:** Who will implement the planned intervention? Have these partners received gender mainstreaming training, so that a gender perspective can be sustained throughout implementation? Will both women and men participate in implementation?

♦ **Monitoring and Evaluation**: Does the monitoring and evaluation strategy include a gender perspective? Will it examine both substantive (content) and administrative (process) aspects of the intervention?

♦ **Risks**: Has the greater context of gender roles and relations within society been considered as a potential risk (i.e. stereotypes or structural barriers that may prevent full participation of one or the other gender)? Has the potential negative impact of the intervention been considered (e.g. potential increased burden on women or social isolation of men)?

♦ **Budget**: Have financial inputs been "gender-proofed" to ensure that both men and women will benefit from the planned intervention? Has the need to provide gender sensitivity training or to engage short-term gender experts been factored into the budget?

♦ **Communication Strategy**: Has a communication strategy been developed for informing various publics about the existence, progress and results of the project from a gender perspective?

## 5.3. Programming Models

Programming models are approaches to guide effectiveness for gender mainstreaming into environment. Three approaches of effective programming models are adopted[17] for any coordination mechanism to be effective; partners working in environment sector must know and be able to apply basic models of effective programming. Understanding these models will help partners to identify priorities and design action plans that are based on good practice. The models therefore determine to a large extent the appropriate coordination structures.
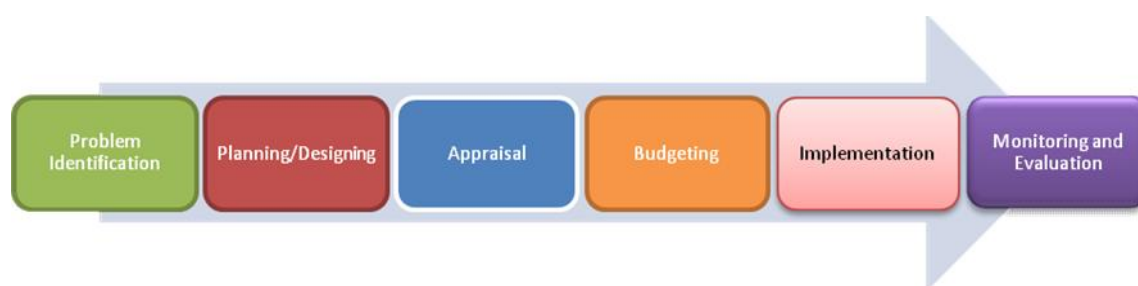


## *Figure 9: Gender Sensitivity in Policy, Program and Project Cycle*

*Table 8: Gender Mainstreaming Action in Stages of Policy/Program/Project Cycle*

| S/N | STAGE | WHAT GENDER MAINSTREAMING ACTIONS TO BE UNDERTAKEN IN EACH STAGE |
|---|---|---|
| 1 | Problem identification | In determining gender action to be undertaken in the problem identification stage it is imperative to respond to the following questions; <br>• Has gender analysis in CAA related problem been performed? <br>• Is description of the problem, informed by gender analysis? <br>• Are the key stakeholders who are affected by the problem (both men and women) identified and included? <br>• Is the effective participation of both women and men ensured for a better identification of the problem(s)? <br>• Is the impact of the problem on both men and women described? <br>• Does the proposed solution emanate from key stakeholder/beneficiaries (women and men, girls and boys)? |
| 2 | Designing/planning | • Is gender equality included as one of the cross-cutting objectives? <br>• Are key stakeholders (both men and women) involved in defining objectives? <br>• Are women and men engaged in identifying the possible options for interventions? <br>• Is promotion of gender equality a prerequisite and integral part of the objectives? <br>• Are the needs of both men and women considered in planning? <br>• Do women's needs and interests receive the same consideration as those of men in analyzing the advantages and disadvantages of options? <br>• Is gender –specific indicators for measuring progress developed? |
| 3 | Appraisal | • Is the participation of key stakeholders (men and women) in the appraisal ensured? |

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[17]Adopted from GBV Protection Cluster (2010); Handbook for Coordinating GBV Interventions in Humanitarian Settings.

| | | • Are women's groups, men's representatives and gender experts participating in the appraisal?<br>• Is the design effectively addressing the problem?<br>• Does it meet men's and women's needs?<br>• Does it address the specific gender gaps and improve gender equality? |
|---|---|---|
| 4 | Resource Allocation | • Are sufficient financial ,human and time resource provided to enable the achievement of the policy ,program and project/<br>• Is gender responsive budget applied?<br>• Are the differentiated impacts of the budget identified for women and men/<br>• Are the resource allocated to achieve gender equality outcomes?<br>• If funding is provided to other entities is gender equality a pre-requisite for funding? |
| 5 | Implementation | • Is a systematic approach for the inclusion of gender applied/<br>• Do men and women fully and equally participate?<br>• Are implementer's gender- responsive and aware of the existing gender gaps?<br>• Is gender balance in policy, program and project staff ensured?<br>• Are specific gender equality objectives being met?<br>• Is the allocated budget used or spent in gender sensitive manner as planned?<br>• Are key stakeholders dealing with gender equality involved in implementations?<br>• Are all of the other implementing partners committed to gender equality? |
| 6 | Monitoring and evaluation. | • Are gender-specific indicators being applied effectively to measure the progress towards gender equality in CCA?<br>• Are men and women equality involved?<br>• Do the policy, program and project deliver benefits for both men and women?<br>• Are challenges emerging during the implementation rectified and are lessons learned used to address gender imbalances and the existing problem?<br>• Are impacts from the implementation of policy/program/project for both men and women measured? |
| | | |

# Questions for Engendering Log Frame in Policy or Project[18]

| | Narrative summary | Objectively verifiable indicators (OVIs) | Means of Verification (MOVs) | Assumptions and Risks Goal (development objective) |
|---|---|---|---|---|
| Goal (development objective) | Do gender relations in any way influence the project goal? | What measures can verify achievement of the gender responsive goal? | Are the data for verifying the goal sex-disaggregated and analyzed in terms of gender? What gender analysis tools will be used (e.g., in impact assessment)? | What are the important external factors necessary for sustaining the gender-responsive goal? |
| Purpose or immediate objective(s) | Does the project have gender responsive objective(s)? | What measures can verify achievement of the gender responsive objective(s)? | Are the data for verifying the project purpose sex disaggregated and analyzed in terms of gender? What gender analysis tools will be used (e.g., in Rapid Rural Appraisal exercises)? | What are the important external factors necessary for sustaining the gender-responsive objective(s)? |
| Output | Is the distribution of benefits taking gender roles and relations into account? | What measures can verify whether project benefits accrue to women as well as men, and the different types of women engaged in or affected by the project | Are the data for verifying project outputs sex disaggregated and analyzed in terms of gender? What gender analysis tools will be used (e.g., in participatory field evaluations)? | What are the important external factors necessary for achieving project benefits (specifically, benefits for women)? |
| Activities | Are gender issues clarified in the implementation of the project (e.g., in workplans)? | Inputs  What goods and services do project beneficiaries contribute to the project?  Are contributions from women as well as men accounted for?  Are external inputs accounting for women's access to and control over these inputs? | Are the data for verifying project activities sex disaggregated and analyzed in terms of gender? What gender analysis tools will be used (e.g., in monitoring the activities)? | What are the important external factors necessary for achieving the activities and especially ensuring the continued engagement of men and women participants in the project? |

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[18] Helen Hambly Odame; Research Officer, ISNAR; August 2001

## 5.4. The multi-sectoral model

This model requires active involvement of all sectors and/or actors in environment. The multi-sectoral model demands inter-sectoral and inter-actor collaboration and coordination across key sectors.

## 5.5. The multi-level model

The multi-level model compliments the multi-sectoral one by putting thrust on interventions at three key levels –"structural, systemic and individual levels" as summarized in Table 9.We need a good mixture of gender sensitive environmental programmes targeted at all the three levels. Indeed, a focus on the structure and systemic levels leads to long lasting solutions. Table 9 provides an example the mult-level programming model.

*Table 9: The Multi-level Model of Gender Sensitive Environmental Programming*

| The Multi-level Model of Gender Programming |
|---|
| 1. Primary -structural reform, which includes measures at the broadest level to ensure gender is mainstreamed, recognized and protected through international, statutory and traditional laws and policies. Examples include:<br>i. Substantive and procedural law reform.<br>ii. Supporting policy development within ministries, departments and agencies.<br>iii. Human rights education with traditional and community elders and members.<br><br>2. Secondary -systems reform, which includes systems and strategies to monitor and respond when rights are breached.   Intervention at this level includes developing and building the capacity of statutory and traditional legal/justice systems and community mechanisms.  Examples include:<br>i. Education and training for governmental and non-governmental agencies providing environmental management services to women, girls, men and boys.<br>ii. Technical assistance to government departments.<br>iii. Assessing and addressing risks and vulnerabilities of target beneficiaries.<br>iv. Coordination of multi-sect oral and interagency efforts.<br>v. Generation of knowledge and information for advocacy. |

## 5.6. Community-based approach

Since to a large extent, management of environment happen at the community – there is a need to have concentrated and effective interventions at the community level. Therefore all strategies for implementing gender sensitive coordination mechanisms and programming must therefore abide by "*the principles of participation within a community-based approach, so that community members are empowered to be active and equal partners in environment policy and strategy development, as well as in programme design and implementation efforts[19]*."

## 5.7. Coordination Principles

Coordination is a mutually beneficial and well-defined relationship, acceptable to key actors in the environment, to achieve common national goals. It is the unification, integration, synchronizations of the efforts of the actors to provide unity of action in pursuit of common goals. The relationships include the commitment to shared goals, jointly developed structures, shared responsibility and accountability.

The overarching goal of stakeholder's coordination in this case is to enhance and/ or scale up the delivery of comprehensive and quality gender sensitive programs in the country. The approach will improve linkages among stakeholders for more coordinated and inclusive gender sensitive planning, mutual accountability for

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[19] Ibid page 20

success and shared resources, risk, and rewards. Coordination does not necessarily require that the actors involved make changes to their organization's system as authority may still rest with individual organizations.

Coordination among actors involved in the national response is expected to result in the following benefits for the end beneficiaries and actors:

i. The adoption of gender mainstreaming policies and the formulation of specific  mainstreaming strategies for sectoral areas;
ii. The use of institutional directives rather than discretionary guidelines for gender mainstreaming;
iii. The establishment of instruments and mechanisms for monitoring and evaluation, such as gender-impact analysis methodologies;
iv. The improvement of tools for gender mainstreaming, such as gender analysis, the use of data disaggregated by sex and age and sector-specific gender surveys as well as gender sensitive studies, guidelines and checklists for programming;
v. The creation of accountability mechanisms for gender mainstreaming into environment;
vi. Expanded communication and technical assistance opportunities through interaction with others who provide complementary skills, knowledge, and/ or other resources;
vii. Joint advocacy and sometimes joint funding for gender sensitive programming;
viii.     Creation of like-minded stakeholders with greater strength than would be working alone.

*Table 10: Coordination Principles[20]*

| Government Leadership |
|---|
| Ideally, the national coordination structures should be led by the Government but owned by all multi-sectoral stakeholders, based on trusting relationships, shared goals, responsibility and resources and accountability. |
| Each actors involved in environment should cooperate with the Government entity and its modality for towards gender mainstreaming as a platform for coordinated action. Non-state actors should align their programmes, plans, budgets and initiatives with the Government framework of action. |

| Building Partnership |
|---|
| Partnerships within and between state and non-state actors should be developed. All the parties should work best together by ensuring that gender is integrated into planning, implementation, monitoring and evaluation. Actors within and between sectors and at each national/sub-national level should enter into agreement specifying the key areas for working together such as assessments, information sharing, planning, resource utilization and referrals. As much as possible, coordination should be built on the existing relationships to avoid duplication of structures. |

| Comprehensive and quality gender sensitive programs |
|---|
| The gender sensitive environment management should be comprehensive and in line with established national and/or sectoral standards/norms. Accordingly, national and sectors management guidelines and standard operating procedures (SOPs) shall be developed and updated regularly in close collaboration and involvement with stakeholders. |

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[20] National GBV Coordination Guideline 2013

| *Consistency with gender related national laws, policies and planning frameworks* |
|---|
| The gender mainstreaming into environment shall at all times be in accordance with the existing legislative, policy and planning frameworks of government at all levels. Where there are critical gaps in the policy, legal and programmatic frameworks, the coordination structure should be mobilised to address them. |

| Inclusiveness |
|---|
| Coordination structures at all levels shall be inclusive of all major actors in environment. An inclusive structure will succeed to coordinate the work of stakeholders if they own its decisions and functions. |
| **Capacity Building** |
| The coordinating structures shall prioritize strategic capacity building for continuous enhancement of actor participation and involvement in gender sensitive programming into environment. |
| **Engagement of both Men and Women in a Positive Attitude** |
| Effective interventions are those that engage both men and women with a positive win-win attitude. The role of women in environment is critically important.  It is therefore strongly emphasised to ensure balanced representation of women and men in the co-ordination structures at all levels. |

| Involvement of the Community |
|---|
| Developing effective gender mainstreaming programs in community settings must actively and widely involve the community, i.e. reach out to all parts of the community (women, men, youth, and children), as well as different community organizations (local government,  CBOs, NGOs, FBOs schools, environmental; committees etc.). |

| **Need to build on the existing structures** |
|---|
| Strengthening and working with the existing structures is more appropriate than embarking on new structures and arrangements which are rather short-term. |

| **Resources for Gender Sensitive programming** |
|---|
| Making significant financial resources available to support multi-sectoral efforts in mainstreaming gender into environment is critical as the limited financial and organizational capacity of institutions working on environment constrains their ability to fully address the problem. To help ease the financial burden, Gender components should be integrated into existing plans and budgets wherever possible to maximise impact. |

| **Multi-level and Cross-sectoral Monitoring, Evaluation and Information Flow/Sharing** |
|---|
| The coordination structure should have a system of information gathering and sharing among partners and well linked to the national management information system and monitoring and evaluation system running from community to district and national levels and vice versa. This includes joint gender disaggregated data collection tools using the same indicators and possibly the same reporting timelines. |
| |
| |

## 5.8. Coordination Mechanisms

Coordination mechanisms should be used depending on the situations in order to attain effective gender sensitive coordination. The prime coordinating mechanisms include:

i. To prepare a catalogue of accountability measures, including performance indicators, to monitor and evaluate progress in gender mainstreaming on both the programmatic and resource side;

ii. To establish a data base and a baseline for gender mainstreaming performance by identifying a number of core indicators to be used in all departments and entities;

iii. To report regularly thereon, *inter alia*, to the institution responsible for coordination;

iv. Direct supervision means that one institution or individual role is responsible for overseeing the work of others in mainstreaming gender– thus providing overall leadership and assistance in monitoring and evaluating progress in gender mainstreaming in policy, programme and budgetary terms.

v. Standardization of work processes or the way to provide services and interventions. In the case of gender mainstreaming standardization would entail in each sector or for each major issue, clear management guidelines and SOPs that are well owned and used by actors.

vi. Standardization of gender sensitive skills exists when the kind of knowledge, skills and abilities necessary to do coordination work is specified.

## 5.9. The role of gender units and focal points in gender mainstreaming

The location, seniority level, resources and participation of gender units/focal points in all policy-making and programming processes and support at the most senior management and decision-making levels are also crucial in translating the gender mainstreaming mandate into practical reality.

"The responsibilities of gender units and focal points should include:

i. Support for the development of gender-sensitive policies and programme strategies;

ii. Advice and support of staff in applying a gender perspective, in particular in the follow-up to respective working fields;

iii. Development of tools and methodologies for gender mainstreaming;

iv.　Collection and dissemination of information on gender issues and on best practices.

## 5.10 Conclusion

Generally, programming models, coordination principles and mechanisms are important attributes for mobilization of key stakeholders and resources as well as in the realization of effective coordination of gender sensitive programming at all levels.

# CHAPTER SIX: STRATEGIES TO MAINSTREAM GENDER INTO ENVIRONMENT; INSTITUTIONAL AND IMPLEMENTATION FRAMEWORK[21]

## 6.1. Introduction

This chapter provides institutional and implementation framework for making the guidelines operational. The framework aims at assisting the users of the guidelines to have common understanding of institutional roles, responsibilities and harmonization of the implementation processes. The expected users of the guidelines include: Government Ministries, Departments and Agencies, Local Government Authorities, Academic Institutions, Civil Society Organizations and Private Sector. Gender mainstreaming has to be carried out through the effective participation of the stakeholders including equal participation of men and women as well as groups and organizations representing interest of women. Coordination and Relationship established among organizations and groups responsible for implementation and those responsible for making the guidelines operation.

## 6.2. Coordination Functions

The coordination aspect entails core functions[22] which must be done by the national coordination structure (see Table 11). Ultimately, successful coordination should result in a better, more targeted, responsible and responsive action.

*Table 11: Core Coordination Function*

| **1. Policy and Law Reforms** |
| --- |
| Pursue gender sensitive policy and law reforms through a process of engaging key multi-sectoral stakeholders to create a more supportive environment for gender mainstreaming into environment. |
| **2. Coordinated Planning** |
| Undertake a multi-stakeholder process of having a regularly updated and comprehensive gender sensitive planning into environment. |
| **3. Development and application of     Gender Sensitive Standard Operating Procedures and Tools** |

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[21] Adopted from the National Guideline for Gender Mainstreaming into Climate Change Adaptation Related Policies, Plans, Strategies, Programs and Budget. December 2012.
[22] Based on Lunenburg, F.C. (2012); Organizational Structure: Mintzberg's Framework.
International Journal of Scholarly, Academic, Intellectual Diversity Volume 14, Number 1

| |
|---|
| Advocate, guide and implore all key sectors (and actors) to develop and issue SOPs tailored for respective settings.  Each setting will have different actors, services and considerations. |
| **4. Coordinated Resources Mobilisation** |
| VPOs and MCDGC shall lead coordinated efforts in mobilising resources for supporting the national gender mainstreaming into environment. It is expected that all coordinators will also play their role in resources mobilisation. |
| **5. Coordinated Gender Sensitive Advocacy and Information, Education and Communication** |
| The role of advocacy is quite central in gender mainstreaming into environment and should be played by coordinators at various levels. However, there is a need to ensure that appropriate and consistent messages and collective invoice are passed through. At the national, district or ward level partners on environmental programming should coordinate/harmonize the advocacy and IEC strategies and tools. |
| **6. Coordinated Gender Sensitive Data Collection, Monitoring and Evaluation and Reporting** |
| MCDGC and VPOs shall lead national efforts in having coordinated and integrated gender sensitive data collection, monitoring and evaluation and reporting. |

## 6.3.   Main Actors in Mainstreaming Gender into Environment

This section provides for institutional and implementation framework for making the guideline operational. A range of actors need to be involved in the efforts to mainstream gender into environment. The actors should be coordinated by the key coordinating roles and organs proposed in the next section. The following institutions/organizations and their respective roles are described for the purpose of facilitating effective gender mainstreaming.

### 6.3.1. Gender mainstreaming working group-macro policy

Gender mainstreaming working group-macro policy is responsible for overseeing gender mainstreaming in macro-policies and providing advice to the Ministry of Community Development, Gender and Children on the same matter.

### 6.3.2. Ministry of Community Development, Gender and Children

The Ministry of Community Development, Gender and Children is the national gender machinery with the following roles and responsibilities:

I.  Coordinate the preparation, assessments and review of the existing gender policy, strategies, programs and guidelines;

II.  Coordinate and build capacity of the communities, MDAs, LGA, CSOs and private sector on gender mainstreaming into a related policies, strategies, programs and budgets.

III.  Facilitate the gender mainstreaming working group-macro policies to undertake advisory role in mainstreaming gender into Environmental Management initiatives;

IV.  Coordinate the implementation and reporting of the national, regional and international commitments related to gender mainstreaming including into Environmental Management adoption;

V.  Monitor and evaluate the implementation status of the gender development in the country;

VI.  Empower men and women economically, socially and politically to adopt the Environmental Management adverse impact for bridging existing gender gaps with the aim of realizing gender equality;

VII.  Promote the collection ,dissemination and use of gender disaggregated data including in Environmental Management initiatives; and

VIII.  Facilitate networking, experience sharing and dissemination of the information on gender mainstreaming in Environmental Management policies, plans, programs, strategies and budget among stakeholders.

### 6.3.3. The Vice President's Office

The Vice President's Office is the focal point of the Environmental Management in the country. Coordination of the climate issues in Tanzania is undertaken within

the context of Environmental Management Act, 2004 and other established committee on climate change. The Vice President's Office has the following role and responsibilities with regard to Environmental Management and gender mainstreaming in the country;

I.  Through the National Environment Advisory Committee provide policy guidance and advisory role on all environment matters;

II.  Through the National Environment Advisory Committee (NEAC) provide advice to the Government on the Environmental Management issue;

III.  Through the National Environment Management Council (NEMC) it provides technical advice to the Advisory committee on all Environmental Management related issues;

IV.  Coordinate the implementation and reporting the Environmental Management issues and;

V.  Mainstream Gender into Environmental Management related policies, plans, strategies, programs and budgets under its mandate

### 6.3.4. The Prime Minister's Office-Regional Administration and Local Government

The following are the duties and responsibilities of Prime Minister's Office-Regional Administration and Local Government (PMO-RALG) in the implementation of the guidelines:

I.  To coordinate the implementation of the guideline at Local Government and Regional Secretariat levels;

II.  To facilitate gender mainstreaming into Environmental Management related policies, strategies and programs under the ministry; and

III.  To facilitate recruitment and capacity development of LGA human resource working for gender mainstreaming into Environmental Management initiatives.

### 6.3.5. Ministry of Finance

The ministry of Finance (MoF) has the following roles and responsibilities in the implementation of the guidelines:

I. To finance gender mainstreaming into Environmental Management initiatives; and

II. To mainstream gender into Environmental Management related policies, strategies and programs under the ministry.

### 6.3.6. Other Ministries, Department and Agencies

Gender mainstreaming is the essentially a role of each MDA in their respective mandate. Therefore apart from Ministry of Community Development, Gender and Children and Vice President's Office, other ministries, department and agencies are responsible within their mandate to mainstream gender in Environmental Management related policies, plans, strategies, programs and budgets. Some of the priority of MDA and their agencies those are responsible for making the guidelines operational.

### 6.3.7. MDA Gender Desk and Gender Committee

In each MDA, gender mainstreaming is coordinated by Gender Desk and Gender committee while Environmental Management issues are coordinated by the Environmental Coordination Office. Therefore each MDA has to have a functional Gender Desk and Gender Committee to facilitate Gender mainstreaming in Environmental Management.

The Committee is constituted by one staff member from all division and unit including Environmental Coordination Office. The following are roles and responsibilities of Gender Desk in MDAs:

I. Coordinate Gender mainstreaming into Environmental Management related policies, plans, strategies, programmes and budget into their respective MDA;

II. Monitor gender issues into MDAs Environmental Management related activities and provide solutions for existing gender gap in view of realizing gender equality and human rights in the society;

III. Advise management on integration of gender in employment. Promotion and administrative issue for promotion of gender equality;

IV. Sensitize management and other staff on gender mainstreaming in Environmental Management initiatives;

V. Identify gender gap in Environmental Management related policies, strategies, programmes and budget and advise how to rectify the existing gap;

VI. Undertake research and evaluation studies on gender implication on Environmental Management in society and academic spheres;

VII. Prepare sectoral programmes related to gender mainstreaming in Environmental Management;

VIII. Participate and contribute on gender national, regional and international fora;

IX. Organize gender committee quarterly meeting; and

X. Report quarterly and annually to the national gender machinery on the progress for gender mainstreaming into Environmental Management related policies, programmes, strategies and budget of the respective MDAs.

In order to ensure that gender is harmoniously mainstreamed in Environmental Management adoption initiatives within MDA's undertakings, Gender Desk shall collaborate with Environmental coordinators to facilitate gender mainstreaming into Environmental Management adoption related policies, strategies, programmes and budgets in their respective MDAs. The Environmental Coordinator shall also liaise with the Gender Desk to ensure that the gender mainstreaming is achieved.

### 6.3.8. Regional Secretariat

Gender mainstreaming in RS is coordinated by Regional Community Development Office while Environmental Management issue are coordinated by the Regional Environmental management experts. Therefore, each RS is required to have functional gender Desk and establish gender Committee to facilitate mainstreaming in Environmental Management issues. The Committee has to be constituted by one staff member from each cluster including Environmental Coordinators.

### 6.3.9. Regional Community Development Officer

The following are roles and responsibilities of Regional Community Development Officers:

I. Coordinate all issues pertaining to gender mainstreaming into Environmental Management related activities in their respected regions; and

II. Report quarterly and annually to the national gender machinery on the progress for gender mainstreaming into Environmental Management initiative in their respective region.

### 6.3.10. Regional Environment Management Coordinator

The following are roles and responsibilities of regional Environment Management Coordinators:

I. Coordinate all issue pertaining to Environmental Management into their respective region;

II. Report to the national Environmental Management focal point on the progress;

III. Implementation of the Environmental Management issues in the respective region quarterly and annually; and

IV. Mainstream gender in Environmental Management activities in consultation with RS Gender Desk (Regional Community Development Officer) and report to the gender Committee in their respective RS.

In order to ensure that gender is harmoniously mainstreamed in the Environmental Management adoption initiative within region undertakings, Regional Community Development Officers shall collaborate with Environmental Experts to facilitate gender mainstreaming into Environmental Management related policies, strategies, plans, programs and budget in their respective region. The Environmental Management Experts shall also liaise with the Regional Community development Officers to ensure gender mainstreaming is achieved.

### 6.3.11.        Local Government Authorities

Gender mainstreaming in Local Government Authorities (LGAs) is coordinated by Gender Desk while Environmental Management issues are coordinated by Environmental Coordination Office. Therefore each LGA has to establish functional Gender Desk and gender Committee in order to facilitate gender mainstreaming in Environmental Management. The committee has to be constituted by one staff from each division and unit including Environmental Coordination Office.

### 6.3.12.        Gender Desks

The following are the roles and responsibilities if Gender desk in LGAs:
   I.    Implement gender related activities in community level;
  II.    Coordinate gender mainstreaming into programmes, plans, project and budget into their respective LGA;
 III.    Monitor gender issues in LGA activities and provide solution for existing gender gaps in view of realizing gender equality and human rights in the society;
  IV.    Advise management on integration of gender in employment, promotions and administrative issues for promotion of gender  equality;
   V.    Sensitize management and other staff on gender issues in their respective LGA;
  VI.    Identify gender gaps in programmes, projects and budget and advise how to rectify on the gaps;
 VII.    Participate and contribute on gender national, regional and international for a;
VIII.    Organize gender committee quarterly meeting; and
  IX.    Report to the national gender machinery on the progress for gender mainstreaming in the respective LGA quarterly and annually.

**6.3.13.     Environmental Management Officers**

The following are roles and responsibilities of Environmental Management Officers in LGAs:

I.    Implementation of Environmental Management related activities at sector level;

II.   Report to the national Environmental Management focal point on the progress of the implementation of Environmental Management issues in the respective LGA quarterly and annually; and

III.  Mainstream gender in Environmental Management  activities in consultation with LGA gender Desk (Designated Community Development Officer) and report to the gender committee in their respective LGA.

In order to ensure that gender is harmoniously mainstreamed in Environmental Management initiatives within LGAs' undertakings. Gender Desk shall collaborate with Environmental Coordinators to facilitate gender mainstreaming into Environmental Management policies, plans, strategies, programs and budgets in their respective LGA. The Environmental coordinators shall also liaise with the Gender Desk to ensure the gender mainstreaming is achieved.

**6.3.14.     Civil Society Organizations and Private Sector**

Civil Society Organizations (CSOs) and Private Sector are important actors and key stakeholders in the mainstreaming gender into Environmental Management related policies, plans, strategies, programs and budgets. Women's groups and organizations such as Non-Governmental Organizations (NGOs) and Community Based Groups representing women interest are part of Civil Society and business community provide space for approaching local women, extracting information/data and obtaining consent and support at national and local level. In view of this, CSOs and Private Sector representing both women and men's interests are integral to gender mainstreaming into Environmental Management initiative with key roles and responsibilities. The following are the roles and responsibilities of CSOs and Private Sector:

I. Mainstream gender into implementation of Environmental Management initiatives;

II. Advocate gender mainstreaming in Environmental Management initiatives; and

III. Report on progress of the implementation of gender and Environmental Management issues to relevant authorities.

*Figure 10: Institutional Framework*
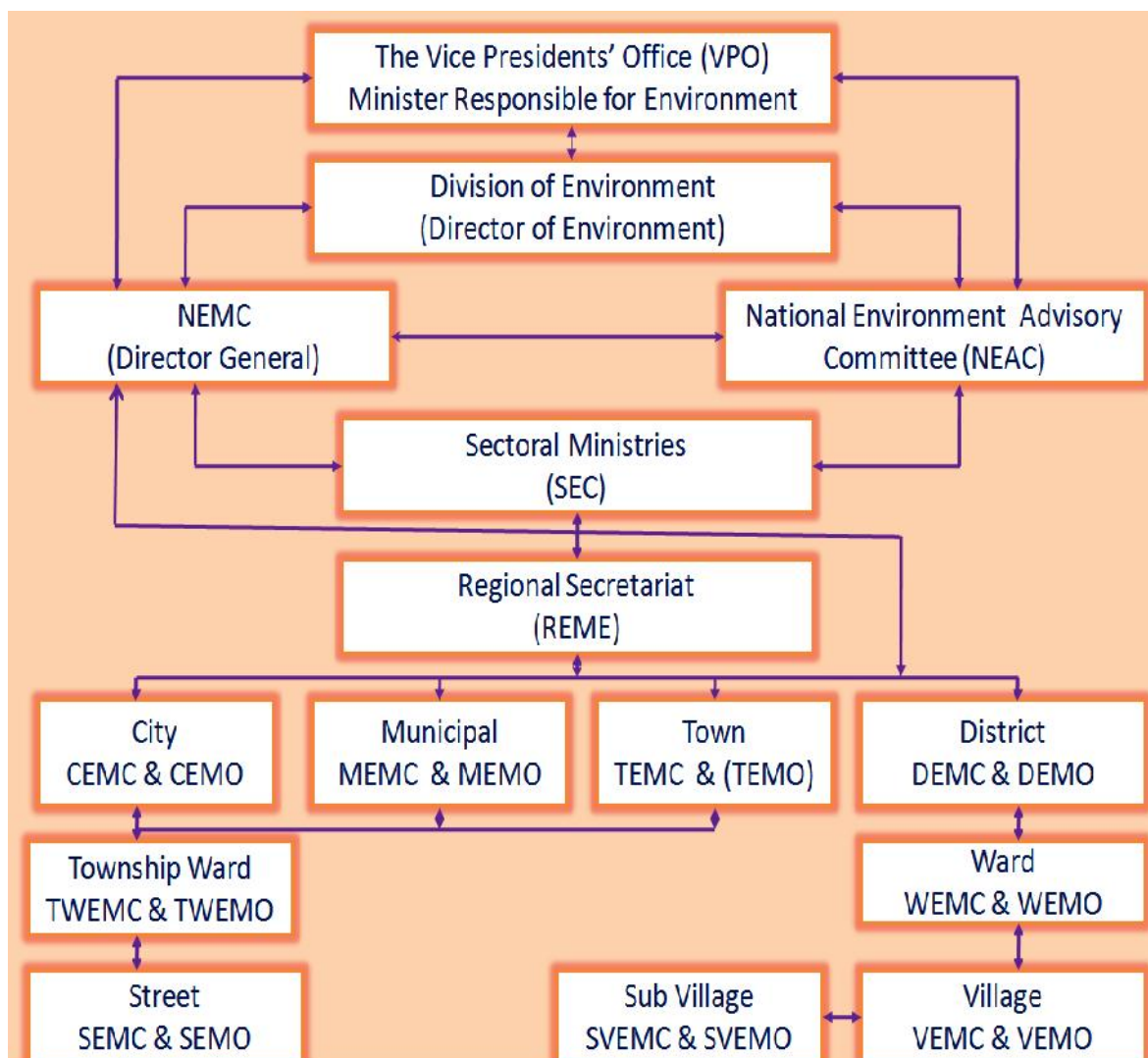
# CHAPTER 7: Monitoring and Evaluation of the Gender Mainstreaming Guidelines

## 7.1. Introduction

This chapter addresses the importance of monitoring and evaluating the implementation of the Gender Mainstreaming Guidelines, which requires a process whereby specific methodologies are applied to give visibility to and enhance gender equality. The use of these Guidelines will support the VPOs to take steps to mainstream gender consistently in planning processes and practices. The process will entail gender analysis in national environmental policies and programs, as well as other specific tools that are tailored by all actors in environment.

## 7.2.    Development of Gender Action Plan

Gender Action Plan and costed budget will be developed and aligned to the gender mainstreaming indicator/targets referenced in the sectors Performance. Each stakeholder will be required to contribute towards mainstreaming gender action plans. All actors in environment will be required to submit their contributions to the Gender Action Plan at the beginning of each financial year. The contributions will be consolidated into the Gender Action Plan. The development of the Plan will be through close collaboration between State Actors and Non State Actors with the support of Gender Focal Points to ensure that the contributions are fully aligned and integrated into overall annual work plans

## 7.3.    Implementation of the Gender Action Plans

Gender actions that are proposed by the SA and NSA will be incorporated in the Gender Action Plan and should be aligned with clear activities, indicators and budgets. Functional mechanisms to co-ordinate and monitor the implementation of gender-related actions must be put into place. Gender actions/programmes should also be included in budgeting processes such as the MTEF and PERs were applicable. A costed budget to implement the Gender Action Plan should be developed to ensure sufficient funds to implement the Gender Action. Plan in a coherent manner. Commitment of the gender focal points is important to ensure

effective implementation of the gender action plans. The VPOs should also network with relevant stakeholders in gender (including international agencies, national institutes and CSOs), including the national gender machinery in their areas of operation/mandate.

## 7.4. Monitoring and Evaluation of Gender Action Plan

Once implemented, monitoring of Gender Action Plans is crucial in determining whether the implementation is successful and to draw lessons that can inform the next planning cycle. The monitoring process needs to include monitoring and evaluating the outcomes of policies formulated by environmental actors in order to identify opportunities for further improving such policies through feedback using statistical and economic analyses. As mentioned earlier, the analyses can take various forms such as impact assessment and mechanisms for quantitative and qualitative progress measurement. The basic tools for these analyses are similar to those used in the gender analysis and project appraisal phases of the cycle. They include the use of gender-sensitive indicators complemented by qualitative research and analysis to account for differences and disparities in gender issues. Thus the monitoring and evaluation phase of one policy cycle feeds directly into the initial analysis phase of the next cycle.

## Operational Plan

The Operational Plan aims at outlining the generic activities in which each actor is expected to develop and implement specific activities for making the guidelines operational. The activities for each organization are outlined based on their roles and responsibilities. The Ministry of Community, Gender and Children has responsibility of undertaking the overall coordination of the implementation of the guidelines in close collaboration with the Vice President's Office (VPO). As the national Environmental Management focal point, VPO is responsible for ensuring that all national Environmental Management policies, strategies, guidelines and programs under its jurisdiction are gender responsive.

The Prime Minister's Office –Regional Administration and local Government is expected to oversee the implementation of the guidelines at LGAs and RS levels. It

is also responsible for the mainstreaming gender into CCA initiatives under its jurisdiction. In overseeing the implementations, the PMO-RALG is expected to monitor, evaluate and report on the progress towards the implementation of the guidelines at LGA an RS level. The ministry of Finance is bestowed with the role of resource mobilization and financing initiatives for gender mainstreaming into Environmental Management initiatives in Tanzania. DP's and private sector are also encouraged to financially support there initiatives.

The implementation of the guidelines is also undertaken by the LGAs, CSOs, and Private sector. The LGAs are responsible for mainstreaming gender into Environmental Management related plans, programs and report on their implementation at the respective level. The role of CSOs is to complement the government efforts by advocating and raising awareness on the guidelines as well as to mainstream gender into their Environmental Management related programs. Private Sector has the corporate social responsibility in financing gender mainstreaming into community programs on Environmental Management.

*Table 12: Operational Plan: Summary of the Generic Activities Timeframe and Responsible Actors*

| SN | ACTIVITY | TIMEFRAME | RESPONSIBLE |
|---|---|---|---|
| 1 | OVERALL COORDINATION OF THE IMPLEMENTATION OF THE GUIDELINE | ANNUALLY | MCDGC |
| 2 | MAINSTREAM GENDER INTO THE NATIONAL ENVIRONMENTAL MANAGEMENT RELATED POLICIES, STRATEGIES, GUIDELINE AND PROGRAMS | ANNUALLY | VPO |
| 3 | CAPACITY DEVELOPMENT TO MDAS ON GENDER MAINSTREAMING INTO CCA | QUARTERLY | MCDGC AND VPO |
| 4 | OVERSEE THE IMPLEMENTATION OF THE GUIDELINES AT LGA AND RS LEVELS | ANNUALLY | PMO-RALG |
| 5 | FINANCE THE IMPLEMENTATION OF | ANNUALLY | MoF, PRIVATE SECTOR |

| | | | |
|---|---|---|---|
| | THE GUIDELINES. | | & DP's |
| 6 | MAINSTREAM GENDER INTO EM RELATED POLICIES, STRATEGIES, PROGRAMS AND BUDGET IN THE RESPECTIVE AREAS OF JURISDICTION | ANNUALLY | ALL MDAs, LGAs, PRIVATE SECTOR AND CSOs |
| 7 | CONDUCT QUARTERLY GENDER COMMITTEE MEETINGS TO EVALUATE PROGRESS FOR GENDER MAINSTREAMING INTO EM RELATED POLICIES, PROGRAMS ,STRATEGIES AND BUDGET IN THE RESPECTIVE ORGANIZATION | QUARTERLY | MDAs |
| 8 | PREPARE AND SUBMIT ANNUAL PROGRESS REPORT ON GENDER MAINSTREAMING INTO EM RELATED POLICIES, PROGRAMS, STRATEGIES AND BUDGET TO MCDGC AND VPO. | ANNUALLY | MDAs |
| 9 | REPORT THE PROGRESS TOWARDS GENDER MAINSTREAMING INTO EM TO REGIONAL AND INTERNATIONAL BODIES RESPONSIBLE FOR GENDER DEVELOPMENT. | AS PER REQUIREMENT OF THE RESPECTIVE BODIES | MCDGC |
| 10 | REPORT THE PROGRESS TOWARDS GENDER MAINSTREAMING INTO EM TO REGIONAL AND INTERNATIONAL BODIES RESPONSIBLE FOR ENVIRONMENTAL MANAGEMENT | AS PER REQUIREMENT OF THE RESPECTIVE BODIES | VPO |
| 11 | MONITOR AND EVALUATE GENDER MAINSTREAMING INTO EM INITIATIVES. | ANNUALLY | VPO AND MCDGC |
| 12 | RAISE AWARENESS AND ADVOCATE | QUARTERLY | VPO,MCDGC,LGA's, |

| | | | |
|---|---|---|---|
| | FOR THE IMPLEMENTATION OF THE GUIDELINES. | | PRIVATE SECTOR AND CSOs |

## GLOSARY OF KEY CONCEPTS

The following definitions will assist in understanding the Gender Mainstreaming Guidelines.

**Gender:** Culturally and socially based expectations of the roles and behavior of men and women. Gender is socially constructed and is related to how we are perceived and expected to think and act as men or women because of the way society is organised. For instance, women cook, wash and take care of babies. Men head families, inherit land and provide leadership. These roles can, however, be played by either sex as they are not biologically pre-determined.

The concept of gender needs to be understood clearly as a cross-cutting socio-cultural variable. It is an overarching variable in the sense that gender can also be applied to all other cross-cutting variables such as race, class, age, ethnic group, etc. Gender systems are established in different socio-cultural contexts which determine what is expected, allowed and valued in a woman/man and girl/boy in these specific contexts. Gender roles are learned through socialization processes; they are not fixed but are changeable over time and between cultures. Gender systems are institutionalized through education systems, political and economic systems, legislation, and culture and traditions. *In utilizing a gender approach the focus is not on individual women and men but on the system which determines gender roles/responsibilities, access to and control over resources, and decision-making potentials.*

It is also important to emphasize that the concept of gender is not interchangeable with women. Gender refers to both women and men, and the relations between them

**Gender Equality**: Similarity in the treatment of women and men based on human rights provisions (all born equal) as enshrined in the Universal Declaration of Human Rights (1948) and the Convention on the Elimination of All Forms of Discrimination Against Women (1979). Given the current situation of inequality, Gender equality is not a women's issue, it is a vital societal issue.

Equality between women and men has both a quantitative and a qualitative aspect. The quantitative aspect refers to the desire to achieve equal representation of women – increasing balance and parity, while the quantitative aspect refers to achieving equal influence on establishing development priorities and outcomes for women and men. Equality involves ensuring that the perceptions, interests, needs and priorities of women and men (which can be very different because of the differing roles and responsibilities of women and men) will be given equal weight in planning and decision-making.

There is a dual rationale for promoting gender equality. Firstly, that equality between women and men – equal rights, opportunities and responsibilities - is a matter of human rights and social justice. And secondly, that greater equality between women and men is also a precondition for (and effective indicator of) sustainable people-centered development.

**Gender Equity**: This is the process of being fair to women and men in the sharing of resources, opportunities and benefits, depending on a prevailing situation, to attain justice. Equity leads to equality: equity is the means and equality is the end.

**Gender Analysis**: Systematic scrutiny of contexts to reveal differences in the conditions and positions of men and women, boys and girls, the factors behind the differences and their implications.

**Gender Awareness:** Recognition that there is inequality in the conditions and positions of men and women, boys and girls, and that these inequalities are systemically caused and perpetuated.

**Gender Balance:** Equal representation and participation of women and men in all structures, e.g. a committee of 10 people will have five men and five women. But gender balance must not only be looked at in terms of absolute numbers but also at each level in a structure. For example, there must be parity at management; middle staff and auxiliary staff level for an organization to be considered gender balanced.

**Gender Based Discrimination**: Systematic bias in which a person is denied his or her rights because of being a woman, girl, boy or man.

**Gender Bias**: Prejudiced actions against women or men, boys or girls in the belief that the other sex is inferior or less deserving. Qualitative and quantitative information, broken down to show the different conditions and positions of women, men, boys and girls.

**Gender Gap**: Quantitatively measurable differences in the situations of men and women, girls and boys, e.g. school enrolment.

**Gender Mainstreaming**: A strategy for ensuring that gender is taken into account in organizational policy, structures, practices and programmes. It is an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

**Gender Roles**: Activities assigned to men or women by each community/society over and above their biological roles. They can be classified as productive (to generate income and wealth), reproductive (to care for and maintain human life) and community management (to make decisions and establish and maintain order, structures and systems in a community).

**Gender Sensitivity**: Awareness of and respect for the needs, interests and sensibilities of women as women and men as men, e.g. not using derogatory language, avoiding stereotypes, avoiding patronizing language, providing facilities for both in public places in recognition of different needs etc.

**Gender Budgeting**: refers to the process of considering different needs of men and women in allocating resources. It aims at addressing existing gender imbalances in the society.

**Gender Disparity**: a specific differences or inequality between girls and boys, or men and women in relation to their conditions, or how they access benefits from resources (e.g men's and women's access to health, school dropout rates of boys and girls).

**Gender stereotypes**, or gender bias, are generic attitudes, opinions or roles applied to a particular gender and which function as unjustifiably fixed assumptions.

**Monitoring and Evaluation:** including gender specific indicators to ensure that they measure the progress towards program/project objectives for men and women and check that the gender disparities are not being made worse by the interventions –but rather progress is being made towards gender equality.

**Access to and Control:** Refers to the concept that individuals have the access to resources for carrying out their activities and the command that have over the benefits that derive from these activities.

*Empowerment:* Is a concept, which when partnered with gender equality, refers to the ability of women to control their destiny through equal access to such resources as education, health care, land and employment to enable them to exercise their own agency – that is, to make decisions and engage in political leadership and to live without fear of violence or coercion.

*Gender Blind:* This refers to a situation in which policies, plans, programmes or individuals may not recognise that "gender" is an essential feature in determining life choices, power relations, development outcomes, etc. Gender unaware documents may frame issues in a neutral manner but they inherently privilege male perspectives on issues, e.g., development challenges, needs and priorities, and their understandings of the distribution of resources and opportunities.

*Gender Differences:* This refers to the differential access to social, economic and political resources and opportunities and the ability to exercise individual agency,

i.e., to make strategic choices and decisions and take action for the individual or collective good – all as a function of understandings of gender.

*Gender-Disaggregated Data:* Is data that considers culturally defined gender roles and responsibilities. Gender disaggregated data involves applying a gender lens to sex-disaggregated data, plus asking deeper gender-oriented and other equity questions, for example, about class and poverty and gendered roles in society.

*Gender Inequalities:* Occurs when gender differences exist. Even then differences will exist between males and females, on the basis of their ages, income classes, ethnic groups, and religious and racial backgrounds.

*Gender Neutral:* Unlike gender unaware interventions, policies and plans, these recognize the existing gendered division of labour and distribution of opportunities and resources, but they do not seek to tackle them within the objectives of the work being proposed or undertaken.

*Gender-Neutral Analysis:* Assumes that policies and programmes will affect all people in the same way, or that a policy or program will have a neutral impact on people. Such an assumption is often called 'gender blind' – the policy or program has not taken into account the differences in men's and women's roles which will inhibit or facilitate their participation. Gender-neutral analysis will only result in equitable outcomes for women and men by accident, not design, if there is no gender analysis to inform the policy and program development. A gender-neutral (or gender blind) approach will unintentionally perpetuate existing inequities in the lives of women and men.

*Gender Roles:* Refer to a determined pattern of behavior in terms of rights, duties, obligations and responsibilities assigned to women and men, boys and girls, in a given society, at a given time, on the basis of their sex. Gender roles are socially constructed and they can evolve (or differ), at different times.

*Gender Relations:* Are the social interactions between women and men, between groups of women and men; between men; and between women. They define the way in which responsibilities and social expectations are represented and the way in which each is given a value. How men treat men and women; and how women treat each other and men, often reflect gendered expectations and norms. Gender relations vary according to history and country and between different groups of people. That is, they vary according to other social relations such as class, ethnicity, disability, age and culture. Thinking about gender in relational terms facilitates analysis of the ways in which other social relations intersect and influence gender relations and one another. A gender relations approach to policy means understanding the interactions between diverse groups of women and men and the unbalanced power relations that exist. The circumstances under which they interact are relevant to policy development.

*Practical Gender Needs:* Refers to the needs identified by a particular gender as a function of their societal role. These needs usually relate to the practical challenges they face, which will differ from society to society, and over time, and between income classes. They include water provision, health care and income-generating opportunities.

*Sex-Disaggregated Data:* Is data that has been broken down by sex, or where sex is one of the variables in a study. It is important to note that such data needs to recognize sub-groups of women and men. Such data can provide the starting place for analysis but needs to be accompanied by grounded empirical research [qualitative research].

*Strategic Gender Needs:* These are needs that if fulfilled empower the individual or group. They seek to challenge a particular social hierarchy that is oppressive of the individual in order to bring about greater equity and equality. Again, they vary with context and include such issues as legal rights, affirmative action, equal wages for equal work, women's control over their bodies, and gender division of labour in the marketplace and in the household etc.

*Triple Burden:* Refers to the fact that women tend to work longer hours and to distribute their time between their three types of work: reproductive, productive and community maintenance