Gender Assessment for USAID/Tanzania

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List of Acronyms and Abbreviations

AAAS	American Association for the Advancement of Science
ACDI/VOCA	Agricultural Cooperative Development International/Volunteers in Overseas Cooperative Assistance
ADS	Automated Directive System
AGR	Agriculture
AIDS	Acquired Immune Deficiency Syndrome
AMREF	African Medical and Research Foundation
AVRDC	Asian Vegetable Research and Development Center
BASIS	Broadening Access and Strengthening Input Market Systems
CBC	Community-Based Conservation
CEAS	Coastal Environmental Award Scheme
CIDA	Canadian International Development Agency
COP	Chief of Party
CRSP	Collaborative Research Support Program
CSO	Civil Society Organization
CSP	Country Strategy Plan
CTO	Cognizant Technical Officer
DAC	Development Co-operation
DAI	Development Alternatives Incorporated
DANIDA	Danish International Development Agency
DG	Democracy and Governance
DHS	Demographic & Health Survey(s)
DSM	Dar es Salaam
EG	Economic Growth
EGAT	Economic Growth, Agriculture, and Trade
FEDA	Finance and Enterprise Development Associates
FGC	Female Genital Cutting
FP	Family Planning
GFP	Gender Focal Points
GOT	Government of Tanzania
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit GmbH
G/WID	Office of Women in Development
HH	Household
HIV	Human Immunodeficiency Virus
IEHA	Initiative to End Hunger in Africa
IFPRI	International Food Policy Research Institute
IQC	Indefinite Quantity Contract
IR	Intermediate Result
IUCN	World Conservation Union
IWID	Investing in Women in Development Fellows Program
MDBS	Multi-donor Budget Support
M&E	Monitoring and Evaluation
MCH	Maternal and Child Health
MSE	Micro/Small Enterprise

NGO	Non-Governmental Organization
NRM	Natural Resource Management
OECD	Organization for Economic Cooperation and Development
PEPFAR	President's Emergency Plan For AIDS Relief
PESA	Private Enterprise Support Activities
PIMS	Performance Information Management System
PIR	Portfolio Implementation Review
PMP	Performance Monitoring Plan
PRIME	Project for Rural Initiatives in Micro-Enterprise Development
PRS	Poverty Reduction Strategy
PSO	Program Support Objective
PVO	Private and Voluntary Organizations
RCH	Reproductive and Child Health
REDSO	Regional Economic Development Services Office
RFA	Request for Application
RFE	Rapid Funding Envelope
RFP	Request for Proposal
SAA	Strategic Assessment Area
SEEGAAD	Smallholder Empowerment and Economic Growth through Agribusiness and Association Development
SHAMBA	Southern Highlands Agricultural Marketing and Business Acceleration
Sida	Swedish International Development Cooperation Agency
SO	Strategic Objective
SOW	Scope of Work
STD	Sexually Transmitted Disease
STTA	Short Term Technical Assistance
SWAP	Sector-Wide Assistance Program
TACAIDS	Tanzania Commission for AIDS
TAMWA	Tanzania Media Women's Association
TAPP	Tanzania Advocacy Partnership Programme
TAWLA	Tanzania Association of Women Lawyers
TDGI	Tanzania Democratic Governance Initiative
TGNP	Tanzania Gender Networking Programme
TO	Task Order
TZ	Tanzania
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
VCT	Voluntary Counseling and Testing
WID	Women in Development
WMA	Wildlife Management Area
WWF	World Wildlife Fund

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Executive Summary

This report presents the findings of a gender assessment carried out for USAID/Tanzania between May 19, 2003 and June 6, 2003 as well as a draft gender plan of action. The assessment was based on review of background documentation as well as meetings with Mission staff members, interviews with USAID implementing partners, and visits to selected field sites in Dar es Salaam, Muheza, Moshi, and Arusha, as well as selected local NGO and Government of Tanzania officials.

Tanzania has made significant efforts to address gender inequalities since independence, particularly in the domains of education and legal rights and representation. However, women continue to experience disadvantages relative to men throughout their lives in several key areas that significantly impact Tanzania's ability to achieve its development goals. To assist the development of a new country strategic plan, USAID/Tanzania requested a gender assessment to identify 1) the key gender-based constraints and 2) ways to address them in the design of its new and/or continuing programs in the five Strategic Assessment Areas of health, HIV/AIDS, economic growth with an emphasis on agriculture, natural resource management, and democracy and governance. The USAID/Tanzania mission was particularly keen, as evidenced by the discussion with each team, to find ways to manage the requirement for gender integration. As a result, the predominance of the recommendations address management issues to enhance the ability of activity managers to get the technical information they might need. Findings of the gender assessment suggest that there are several areas where alleviating gender inequalities in access to key economic or political resources – such as landholding, inheritance, and health services – can improve Tanzania's overall development outcomes.

General Findings

1. There is significant support for strengthening the mission's ability to mainstream gender into its programs across the SO teams and among program staff, but the mission needs to help its staff transform its existing wealth of tacit knowledge about gender into explicit elements of the country strategy.

2. The current mission portfolio provides many examples of that either address gender-based constraints and/or promote gender mainstreaming and which offer ideas for new directions, but these are not always captured in current indicators or reporting mechanisms.

3. The Government of Tanzania is aware of and committed to addressing gender inequalities, so that there is a good mesh with USAID/Tanzania's renewed focus on gender integration.

4. In Tanzania, the academic and NGO communities have long-standing and sophisticated gender expertise and resources (see Annex 4) that can be made available to the mission as well as to partner organizations.

5. The SO teams and partner organizations reflect different levels of understanding of gender and/or experience with gender analysis. Efforts are needed to develop a common vocabulary, set of goals, and processes for integrating gender into program activities, Results Frameworks, and reporting.

6. SO teams and partner organizations were proficient in identifying how gender issues affect program results, but had greater difficulty assessing whether or not their program activities would impact (or to what extent) gender relations more generally. Both are now required by the ADS.

7. The current WID officer also has many other responsibilities and needs additional support in order to meet the new level of attention being accorded to gender integrations.

8. The current procurement process does not clearly define who has the final responsibility for ensuring attention to gender requirements between the SO teams, the Tanzania procurement officers, and the REDSO procurement officers.

9. The mission does not have a current WID action plan. According to earlier gender analyses, an action plan was originally drafted in 1989 and revised in 1992. For suggestions for such a plan, see below.

General Recommendations

As a process to improve the integration of gender into its programs, the report recommends that USAID/Tanzania:

1. Hire a part-time gender coordinator to support the work of the WID officer and the SO teams in gender integration (in process).
2. Identify one or two team members from each SO to join the WID officer, gender coordinator, and appropriate additional program staff in forming a mission working group or task force on gender issues.
3. Draft/revise/refine a gender strategy for the mission.
4. Provide sector-specific gender training to SO teams and work towards developing a consistent definition and approach to gender across teams and among mission staff.
5. Ensure the regular review and integration of gender issues into procurement documents.
6. Support the integration of gender issues into the Results Frameworks and Performance Monitoring Plan.
7. Use the newly formed Program Support Objective team to help develop a gender monitoring system.
8. Develop a comprehensive database of gender statistics and gender resources in Tanzania.

9. Provide additional support on gender to the mission by using the PSO to contract out for gender expertise.
10. Offer gender training and/or technical assistance as needed to SO team members and other mission staff and integrate gender into other training activities.
11. Establish incentives for successfully integrating gender into PMPs and for identify gender "success stories."
12. Continue to build capacity for gender mainstreaming in partner organizations by
    - Offering or organizing gender training into partner organizations;
    - Insisting on the collection of appropriate sex-disaggregated data and indicators of impact on gender relations;
    - Building in time for collecting baseline data and for post-project evaluation of the gender implications of program activities and identification of lessons learned.

Sector Specific Recommendations

SO1: Health and HIV/AIDS

- Continue to strategize how to engage men more fully in family planning and reproductive health efforts.
- Work to increase attendance at voluntary counseling and testing clinics; consider if access reflects gender by virtue of location, cost, privacy, etc. What incentives might be identified?
- Develop a set of gendered life cycle charts to help identify new programs and points of intervention.
- Continue to stress the collection of sex-disaggregated data, along with analysis plans to permit modification of implementation as needed.
- Research the issue of masculinity among different populations in Tanzania to help identify gender identities and behaviors that limit men's involvement in their own health and that of their partners.
- Collaborate with SO9 and SO2 to identify opportunities to increase women's economic power.

SO2: Natural Resource Management

- Working with sector-specific gender experts, develop a chart to guide CTO management of gender integration through the project cycle: e.g.
    i. Incorporate requirements for gender reporting and measurement in RFAs and RFPs;
    ii. Define desired program outcomes related to gender;
    iii. Collect data on gender relations, roles, and identities in target project communities;
    iv. Analyze data for gender differences that may affect program outcomes;
    v. Design program elements to address gender issues;

vi. Monitor and evaluate effectiveness of program elements designed to address gender issues.[1]
- Develop methods for monitoring the gender benefits of economic returns to communities from NRM activities.
- Work with SO9 and SO3 to improve women's access to land and other property by reform of the Land Act.
- Identify and document gender roles in the conservation of bio-diversity in main regions of USAID programs.
- Identify possible program topics on gender and water issues.

SO3: Democracy and Governance
- To improve the gender considerations in the TAPP program, a module in gender organization and advocacy, such as the one offered by TGNP, could be added to those provided by Pact Tanzania.
- Review existing studies or carry out new research on how Tanzania women get information about elections and electoral issues.
- Design a series of radio (and maybe TV programs or newspaper articles) models for female political leadership, based on contemporary and historical models for civic engagement.
- Increase the number of gender-based NGOs with which it works (already an SO goal).
- Develop good indicators of gender impact.
- Continue to work on reforming the Land Act regarding inheritance of land by women.
- Continue to support advocacy efforts to revise the NGO bill.

SO9: Economic Growth with an Emphasis on Agriculture
- Document gendered patterns of land tenure, income levels and sources, agricultural division of labor as they relate to potential crops for development to ensure men and women are both empowered by those investments. Work with local women's NGOs such as TGNP or Envirocare to help women's producer organizations improve both their advocacy skills on issues such as property rights and inheritance and their business and organizational skills (see Annex 6).
- Enhance gender equality through linking activities across sectors:
  ▶ Build on SO1 successes in HIV/AIDS work to design a component that provides education about health risks associated with commercial sex and/or causal sex into an activity that will likely increase rural to urban migration or bring urban migrant workers into rural areas (Linking SO9 and SO1);
  ▶ Consider nutritional impact in choosing crops under a commodity-based approach (e.g., smallholder dairying that benefits women

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[1] Draft outline on gender integration in the project cycle by Debbie Caro, prepared for the WID office, 2001.

and children v. sugarcane or sisal cultivation) (Linking SO9 and SO1);

► Working towards establishing inheritable property rights for women and inform women of their legal rights to property (Linking SO9 with SO3);

► Ensuring community based NRM conservation benefits flow down to both men and women in the community (Linking SO9 and SO2).

- Support women's participation in and benefits from the formation of new producer/marketing groups forming under the PESA program.
- Seek to help women benefit from investments in "men's crops" and men to benefit from investments in "women's crops" with gender equity as the goal.
- Confirm that the new SO9 team leader is familiar with the ADS requirements for gender.

I.   Introduction

This report presents the findings of a gender assessment carried out for USAID/Tanzania between May 19, 2003 and June 6, 2003 as well as a draft gender plan of action, as specified in the Scope of Work (see Annex 1). The assessment was requested by the USAID/Tanzania mission and was supported by USAID/EGAT/WID through a Short-Term Technical Assistance and Training Support (STTA) Task Order (TO), awarded to DevTech Systems, Inc. (GEW-I-01-02-00019). The purpose of the assessment is to provide an overview of the key gender issues relevant to the programs of USAID/Tanzania and to identify appropriate possibilities for further enhancing the abilities of SO teams and program officers in the future. This assessment report is intended to be a starting point for an ongoing process to integrate gender into the Country Strategy (with an expected completion date of April 2004) and component programs over its ten-year term.

The report and its recommendations are based on meetings with Mission staff members and interviews with USAID implementing partners in Dar es Salaam, Muheza, Moshi, and Arusha, as well as with selected local NGO and Government of Tanzania officials (see Annex 2). Some relevant background documents were also reviewed (see Annex 3). The report also builds on attendance at the mission's Portfolio Review (May 19-23, 2003) and the technical meetings and presentations surrounding the review of the Tanzania Concept Paper in Washington, D.C. (June 23 and 24, 2003). This participation offered greater perspective on the programs and prospects for continued USAID opportunities Tanzania, as well as the chance to offer suggestions on gender integration.

Overall, USAID/Tanzania has a strong record of targeting women to redress gender inequalities in several key development areas, particularly in health, political participation, and access to credit. Some of the partner organizations with which it works have strong gender programs and sophisticated gender expertise (see Annex 4). The mission could benefit from developing a specific gender strategy to ensure continued deepening of attention to gender in all its programs, from design to evaluation, and to provide additional gender training to ensure that all staff members have a similar understanding of gender issues. It can also work to strengthen the impact indicators it will be developing in conjunction with the new country strategy to increase the number of sex-disaggregated indicators so that they are able to measure change in gender relations more clearly. Suggestions for some of these types of indicators are offered in Section V below, "Gender Issues in Mission Programs."

The mission has received approval to pursue an innovative approach to integrate its three crosscutting themes of gender, HIV/AIDS, and governance by establishing a Program Support Objective (PSO). The PSO will create a management unit that will address the mission's cross-cutting themes, including gender. This approach promises to be particularly good for mainstreaming gender and reflects a strong level of support from mission leaders. Through the PSO, the mission will be able to integrate attention to gender both conceptually and practically.

II.   Addressing Gender in USAID Programs

Although efforts to address women in development (WID) were institutionalized in USAID more than thirty years ago, many development professionals whose expertise lies in other sectoral areas remain unclear about the concepts and purpose of the approach now called gender mainstreaming (see Annex 5). This section provides a brief background to the topic that builds on other gender assessment reports prepared for USAID under the WID IQC.

The operational guidelines of USAID as codified in the Automated Directive System (ADS) that regulates how Agency programs address gender have recently been revised.[2] Consideration of gender is a **required** technical analysis in program design (including the development of country strategic plans) as well as in the monitoring and evaluation of program results. The guidance draws heavily on definitions and concepts developed by the Development Assistance Committee (DAC) of the Organization for Economic Co-operation and Development (OECD) and its Guidelines for Gender Equality and Women's Empowerment in Development Co-operation (1998) [available at www.oecd.org]. Agreement on definitions of key concepts used in gender work is a fundamental starting point for SO teams and Implementing Partners (see Annex 5). Without a common understanding, efforts to prepare gender sensitive indicators or to build gender integration into program design and implementation are likely to have difficulties. (Annex 5 reviews the key terms used in gender assessments and analysis).

There are two fundamental considerations that need to be addressed in a gender analysis and which are identified in ADS 201.3.4.11:

First, how do existing culturally defined relationships between men and women[3] impact the implementation of a development intervention and influence program results?

Second, what will be the impact of the proposed intervention (or research application) on the status of women and will it help to improve gender equality in that community/institution/nation/region?

Answering the first question requires specific knowledge of gender relations relevant in a particular country or community and is addressed below in Section III. It includes identifying the existence and operation of differential access to and control over

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[2] Available at the USAID website (www.usaid.gov) in the ADS guidelines. The ADS states, "gender analysis is a required component of technical analyses done for strategic planning and development of results frameworks."

[3] In some societies there are third and fourth gender categories in addition to those of men and women. These are generally small populations that have little influence on most development efforts outside of the population and health sectors. For further reading, see Anne Fausto-Sterling, 1992, Myths of Gender: Biological Theories About Women and Men. New York: Basic Books, and 1993 "The Five Sexes," *The Sciences*, 33 (April-May): 20-25; Judith Lorber, 1994, Paradoxes of Gender. New Haven: Yale University Press; Unni Wikan, 1977 "Man Becomes Woman: Transsexualism in Oman as a Key to Gender Roles," *Man* 12 (2): 304-319.

resources (land, labor, capital, produce, tools, knowledge, institutions, and social networks) and is an essential component of a gender analysis. It also involves examining the comparative participation of men and women in the exercise of power and decision-making. The relevant patterns of access and control will vary across countries and across sectors. The answers will also vary depending upon the cultural background and social characteristics (e.g., ethnicity, religion, age, level of income, and marital status) of the participants in the development activities.

Answering the second question depends on the availability of activity-level data, addressed later in Section IV. Collection of sex-disaggregated quantitative and qualitative data provides the empirical foundation for assessing potential impact of gender relations on the program, and for ascertaining the relative benefits of the activities for men and for women.[4]

In contrast to early WID efforts that were often exclusively women-centered, the goal of gender integration is to involve both men and women in improving the living conditions and opportunities for all. Women are empowered to make better decisions and to implement them. But involving men is also critical, since gender roles work both ways. Men are also limited by cultural expectations of stereotypical behavior, e.g., to be sole providers for their families or to be uninvolved in family life or childcare. Eliciting men's perspectives on proposed development interventions helps to clarify areas of possible conflict and to avoid unintended, negative consequences.

III. Gender Relations in Tanzania: The Key Constraints to Equality

Gender is a developmental issue;… existing gender imbalances and inequalities in the society prevent [it] from realizing its full potential in all the activities of development in economic, social, and political dimensions.[5]

Tanzania has made significant efforts to address gender inequalities since independence, particularly in the domains of legal rights and representation as well as education. Official government documents and the speeches of Tanzania's leaders emphasize the critical role that women play in the economic, social, and political life of the country. As will be detailed below, despite its poverty, the nation has made women's empowerment as a key policy issue and has made efforts to reform discriminatory legislation in many sectors. However, women continue to experience disadvantages relative to men throughout their lives in several key areas that significantly impact Tanzania's ability to achieve its development goals (Annex 6: Summary of Gender – Relevant Statistics).

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[4] The preceding two paragraphs draw extensively on recent gender analyses prepared under the WID IQC Short Term Technical Assistance Task Order held by DevTech Systems, Inc.

[5] The Tanzania National Website (http://www.tanzania.go.tz/gender.html).

Constraints that impede Tanzania's ability to attain a greater degree of gender equality have been extensively studied and are well-documented (see Annexes 3 and 7 for selected references and Table 2). Perhaps most basic are Tanzania's general level of poverty (its ranking is 151 of 173 countries); scarce resources limit the government's ability to meet many of its most basic goals for health care, infrastructure construction and maintenance, literacy, and training; or its more ambitious goals for employment, knowledge management, income generation, and social security. The political will to implement WID or gender policies has often been stronger at the national level (if poorly funded) than among community and district governments. Sometimes as a result of restrictive cultural traditions or discriminatory laws, sometimes from poverty, and sometimes both, girls and women have been hampered in their efforts to go to school, enter some professions, avoid unwanted sexual relations or marriage, inherit property, obtain credit, achieve positions of political power, or otherwise participate as full and equal partners in society.

The education sector provides an example of the difficulties of attaining gender equality even while operating in a positive policy environment. Tanzania has long advocated the importance of raising the educational levels of girls and women. The Universal Primary Education Policy (1974) made important strides towards raising national awareness of the importance of education and its roles in development. By 1978, all children, boys and girls, were required to begin school by age seven. Today all children are entitled to seven years of schooling until age fifteen, and enrollment rates at the primary level are hovering near parity. Attrition rates for girls continue to be higher than for boys. In 1996, a law was passed ensuring that pregnancy could not be used to keep girls out of school, although in practice girls who do become pregnant are often forced by parents or other authorities to stop their studies. Although rates are rising, girls literacy (57%) continues to be lower than that for boys (80%); despite significant efforts in adult education in the past, a similar gap exists among adult women (54.3%-64%) and adult men (78.8%-83%).[6] Enrolment rates at secondary, university, and technical colleges are also unbalanced (e.g., 17% women to 83% men at the University of Dar es Salaam in 1994/5). According to some studies, education for girls costs more than for boys in Tanzania; up to 14% in some areas because of a greater need for transportation or higher costs for uniforms.[7] *Access to education is clearly a constraint that differentially impacts women and their ability to earn a living, particularly in moving into salaried employment, especially in technical and professional fields.*

The Government of Tanzania (GOT) has made important policy declarations and enacted legislation to promote women's rights in other sectors. In March 1992, the (then) Ministry of Community Development, Women Affairs, and Children adopted a "Policy on Women in Development in Tanzania" which addressed the gender goal of equality of all persons, the need to take account of gender in the planning process, women's participation in development, ways to reduce women's workloads, and the coordination

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[6] Data from year 2000 for children (http://www.afrol.com); from 1994 for low end of adult range (Mukangara and Koda 1997) and 1998 for higher end of adult range (World Bank 2000). Other statistics obtained from World Bank 1991 and Mukangara and Koda 1997.
[7] Cited in King et al, Engendering Development (Washington, D.C.: The World Bank, 2001).

of women's development by government. The GOT's self-assessment in this document identifies constraints on achieving gender equality as including: lacking a proper interpretation of women in development; a lack of clear policy on WID; a lack of a means to implement the policy; women's lack of resources and general marginalization in society; and restrictive or discriminatory cultural customs and traditions.

The constitution of the GOT, which officially prohibits many forms of discrimination, does not officially prohibit discrimination based on sex. There are however other laws or types of regulation that address sex discrimination under some circumstances. According to the short pamphlet, "Rights of Women in the Public Service" that was issued by the Gender Section of the Civil Service Department in the President's Office:

> Section 11 of the code of ethnic and conduct for the Public Service provide the Civil Servants with …[a number of rights, including the] right not to be discriminated [against] on the grounds of sex, tribe, religion, nationality, ethnicity, marital status, or disability….and not to be sexually harassed (2001: 8).

The GOT also signed the Platform for Action and Beijing Declaration that emerged from the Fourth World Conference on Women held in China in 1995. It identified twelve "critical areas of concern" of which Tanzania has adopted four as priority areas for its own National Platform for Action. These are:

- Enhancement of women's legal capacity
- Economic empowerment of women
- Political empowerment of women
- Improvement of women's access to education, training
                    (summarized in Mukangara and Koda 1997: 3 and 73-80).

Two documents, *Tanzania's Development Vision 2025* and the *Tanzania Poverty Reduction Strategy* set the foundation for Tanzania's development efforts over the period of USAID's next country strategy. Both documents identify as a key goal the need for progress towards gender equality. *Vision 2025*[8] presents five key objectives – high quality livelihood; peace, stability, and unity; good governance; a well-educated and learning society; and a competitive economy capable of producing sustainable growth and shared benefits – and emphasizes that these are to be achieved by and for "all people." It explicitly states that key elements of a high quality livelihood are that "racial and gender imbalances will have been redressed such that economic activities will not be identifiable by gender or race [and] all social relations and processes which manifest and breed inequality…will have been reformed." Gender equality and women's empowerment are identified as clear goals.

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[8] Available at http://www.tanzania.go.tz/vision.htm (accessed 6/20/2003).

The Tanzania *Poverty Reduction Strategy Paper* also recognizes, as a result of its participatory consultations held with men and women around the country, that gender inequality and discrimination is a significant impediment to development efforts. It proposes the formulation of gender indicators as part of the monitoring and evaluation process that will track the progress of the poverty reduction strategy.

Several recent events reinforce the continued policy emphasis on achieving gender equality by the GOT. The former Ministry of Community Development, Women Affairs, and Children has been renamed the Ministry of Community Development, Gender, and Children. In 2000, a Gender Policy was published that proposes gender mainstreaming as the strategy for attaining gender equality, using activities that target women's advancement. They are focusing on building gender capacity in a range of target ministries by placing people with gender expertise, called Gender Focal Points (GFP), from the ministries down to the district level governments. Within the ministries, the gender experts will work to mainstream gender into the appropriate sector policies developed by that ministry. At the local level, the gender experts would work with the Community Development Officers to assist in the implementation of gender policies. In addition, Parliament is establishing a national women's commission. The Ministry is working to create a national gender database and a "gender analysis monitoring system."

Discussions with several government representatives and others working with the government identified several important areas in need of additional attention[9]:

1) Working with government institutions at the regional and city level, i.e., at the intermediate levels between the national and the community levels;
2) Developing a reliable and comprehensive database of sex-disaggregated indicators and helping the data get used;
3) Reviewing sector policies for gender mainstreaming and reviewing the legal framework;
4) Translating policies and strategies into appropriate activities, such as with the Poverty Reduction Strategy;
5) Improving access to credit, especially among women eager to move beyond micro-credit programs, and targeting opportunities and skills for women's entrepreneurship as part of the process of economically empowering women;
6) Developing and maintaining monitoring and evaluation systems on key gender indicators; and,
7) Reducing HIV/AIDS infections and supporting care among people with HIV/AIDS.

As in education, the practical results of GOT efforts to empower women across other sectors are mixed, but the movement is positive and, with a few exceptions, there is a generally welcoming climate for addressing gender issues.

There are clearly significant areas of overlap between these priority areas of the GOT and USAID/Tanzania's proposed strategic objective areas. Some government

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[9] This list is not prioritized.

agencies, such as the Ministry of Community Development, Gender, and Children and the Civil Service Department have made excellent progress at bringing women into their ranks and at institutionalizing gender-sensitive policies. Efforts by USAID/Tanzania to further integrate gender into its programs will therefore be working in tandem with efforts of the GOT towards achieving gender equality.

IV.   Donor Involvement in Gender Issues

Most donors to Tanzania now provide the bulk of their funding in direct budget support to the GOT to finance budgetary operations to achieve the goals of the national Poverty Reduction Strategy (PRS). This is sometimes referred to as multi-donor budget support (MDBS). In 2001/2, the total amount provided in direct budget support from all donors was US $137 million, and was expected to increase to US $159 million in 2002/3.[10] The intention is to coordinate development assistance among the donors over a longer-term and in a more predictable manner than was often the case in project lending, and to support the objectives of the jointly developed PRS. In addition, some support goes to "pooled funds" or "basket funds" for sector-wide assistance programs (SWAPs). As noted in its Concept Paper, USAID/Tanzania plays a unique role among donors in providing the bulk of its funds to project support rather than direct budget support to the Tanzania government or sector wide programming.

Several bilateral donors have historically been extremely strong supporters of gender equality, notably the Canadian International Development Agency (CIDA), the Netherlands, the Swedish International Development Cooperation Agency (Sida), and the Danish International Development Agency (DANIDA). CIDA shifted from a corporate policy on WID and gender equity to one of Gender Equality in 1999 (2002). Its main focus is to address gender equality through poverty reduction, and has moved away from project funding towards sector-wide approaches. It contributes to basket funding for education in support of Tanzania's "Education for All" and calculates a proportion of those funds as directly targeted towards gender equality. They have also supported a one-year program on legal literacy with ENVIROCARE, a Tanzanian NGO. Sida has funded a number of key research efforts on gender in Tanzania including a Country Gender Analysis (Mbughuni 1993, Keller, Kitunga, and TGNP 1999) as well as the publication of the *Gender Newsletter* of the Civil Service Department. The Royal Netherlands Embassy has long supported gender programs, among them the publication of a directory of donor activities on WID and Gender in Tanzania in 1994 and various activities related to the Fourth World Conference on Women in the mid-1990s. They recently completed an Institutional Sector and Organizational Analysis of the Ministry of Community Development, Gender, and Children.

Among the multilateral donors, UNDP has moved almost entirely away from project support and towards policy assistance. It funds the Ministry of Gender and Community Development and assists in a range of capacity-building efforts. Currently, their revised program focuses on women's economic empowerment (including support of women's involvement in trade fairs and entrepreneurial training), women's participation

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[10] http://www.norway.go.tz/cgi-bin/wbch3.exe?p=5026 (accessed 6/30/2003).

and decision-making (including efforts to promote the participation of women in the upcoming elections in 2005), and promoting gender equality and equity through gender mainstreaming. In addition, they are helping to review the gender aspects of the National AIDS Policy, and are supporting work on a strategic framework to address HIV/AIDS among women and children.

According to the UNDP representatives, key challenges[11] include:

- Improving understanding of the need for gender integration among some government officials and staff;
- Helping the Ministry of Gender and Community Development with planning and with sex-disaggregated data collection and analysis; and
- Moving away from activities targeting women towards addressing the gender issues in sector policies.

Compared to some of the bilateral and multilateral donors described here, USAID has not been visibly active in support of gender issues as a specific program area. One donor representative stated, "USAID is not at the table on gender issues." This may be a reflection of USAID's greater involvement at the activity level as well as its historical emphasis on women rather than gender mainstreaming; it is also likely that it reflects the relatively low degree of staff time available to work solely on gender.

V.   Gender in Mission Programs

A. *A History of Attention to Gender*

The development of the new country strategy marks an opportune moment to institutionalize attention to gender in USAID/Tanzania programs. There is an unusual and propitious combination of strong mission leadership from the Director and within the Program office that is committed to integrating gender, and there is a welcoming political climate in the country. In addition to this report, over the past fifteen years, a number of other gender assessments have been carried out for the mission that offer a wide range of sector-specific suggestions. Although some elements are outdated, the reports provide a wealth of information and suggestions about integrating gender into programs and activities (see Table 1).

A first step for the WID officer and/or other interested staff might be to collect and review this documentation and to assess their current relevance.[12] Can it be determined why specific recommendations were not endorsed (were they inappropriate, was the report not read, did staff change at a critical moment, were there no funds available)? What would be needed to ensure that appropriate recommendations are used in the future? What topics need additional research? (See also Section V of this report).

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[11] This list is not prioritized. UNDP is working on all three goals.
[12] Copies of these reports were provided to USAID/Tanzania in August 2003.

Although at times in the past the mission has had a WID or gender strategy, it is now proposing to make gender one of three cross-cutting themes, along with HIV/AIDS and governance. This marks an important recognition that gender is not a stand-alone subject to be treated in isolation, but an element of all development efforts. To be successful, the mission will want to work at two levels simultaneously, by building both the intellectual and managerial capacity for intelligently and appropriately addressing gender issues in mission programs. Greater success seems to result from gender integration being a participatory process that is owned by the mission SO teams and facilitated by a qualified and strategically oriented WID officer or team.

Table 1: Completed WID/Gender Assessments and/or Studies

Date	Title	Author
1988	"Developing a Women in Development Strategy for USAID/Tanzania of Economic Recovery and Growth: Considering Gender Issues"	Ron Grosz
1993	"Gender Analysis of USAID/Dar es Salaam"	Anne Fleuret
1993	"Social Soundness and Gender Analysis: Tanzania AIDS Project"	Anne Fleuret with Wanjiku Muhato and C. K. Omari
1996?	"The Status of Women in Tanzania"	Anne Fleuret
1996? (draft)	"Gender Analysis of and Recommendations for The Tanzania Democratic Governance Initiative (TDGI)	Jenna Luche
1998	"Gender Assessment for USAID/Tanzania's SO2 Partners"	Nancy K. Diamond with Darry Rwegasira
1999	"Gender Analysis USAID/Tanzania SO4: Promote Sustainable Broad-Based Economic Growth"	Anne Fleuret
2003 (draft)	"Regional Gender Impact Assessment: USAID/Tanzania Mission Report"	Rae Lesser Blumberg, Miriam Gachago, and Lorna Lucker
2003 (draft)	"Gender Assessment Report USAID/Tanzania"	Deborah Rubin with Rose Mushi

B. Gender Integration in Each Strategic Assessment Area

During the course of the current assessment the team met with each of the existing SO teams in Health and HIV/AIDS, Economic Growth, Natural Resource Management, and Democracy and Governance. These same topics will be maintained in the new strategy, but through five Strategic Objective teams, with Health and HIV/AIDS each forming its own SO. In addition, the Economic Growth area will take on a greater agricultural emphasis than has been the case in recent years. The following section is not a comprehensive review of all current activities, but a brief summary of some current activities and the gender issues that have been addressed. It is organized to present a brief summary of the SO and its IRs, followed by a review of the discussions held between the SO teams and gender assessment team. A table under each SO lists the issues raised by the team and possible ways to address them. Most of the issues presented in these tables relate to management rather than technical or country-specific issues. Two illustrative

activities are briefly discussed. Suggestions for additional points of consideration or intervention follow, generally with greater country-specific relevance that might be helpful in the strategic planning process. Given the early stage of the strategy development, and the uncertainty about which activities will continue on in the next phase, it is difficult to provide much ethnic or site-specific detail, but illustrative examples are provided using existing or hypothetical cases. Additional and more detailed, sector-specific analysis of the gender aspects of each Strategic Assessment Area (SAA) is best carried out with a sector specialist trained in gender analysis to help in developing the Results Framework. Selected references for each sector are given in Annex 7.

In the group meetings, discussions were broadly organized around the two questions identified earlier that form the bulk of the current ADS guidance: how current gender relations impact project performance and how current projects impact on gender relations. All the teams were quite familiar with existing socio-cultural aspects of gender relations that impacted current project performance. The lack of good baseline data and good impact indicators, however, limited the teams' abilities to measure how their programs were actually affecting gender relations.

1.   Health
         (Current) SO1: Increased Use of Family Planning/Maternal and Child Health (MCH) and HIV/AIDS Preventive Measures

The current program combines health and HIV/AIDS objectives within one SO. It is the largest of the mission programs, and encompasses approximately two-thirds of mission funds. An overall emphasis has been on strengthening public-private cooperation on health issues in a national context in which public sector leadership has been inconsistent and public funding for health services has been problematic. The current Intermediate Results are:

         IR 1: Policy and legal environment improved.
         IR 2: Availability of quality services [for family planning, HIV voluntary counseling & testing, syphilis screening, treatment of women attending antenatal clinics, and care and support for orphans and vulnerable children] increased.
         IR 3: Demand for specific quality services [same as in IR 2] increased.

Health statistics (to the extent that they are available) in Tanzania are not improving, and the mission is arguing for an increase in the health budget from its current level of about US $9 million to ensure that the family planning and MCH programs remain strong. The likelihood, however, is that Child Survival funds will be cut to about US $8 million. In response, the SO team is projecting a decrease in the number of its health activities, in order to focus on one or two critical areas of impact.

Attention to Gender by the Health SO team

Several of the materials prepared for the May portfolio review as well as the oral presentation gave very good coverage of gender issues affecting the mission's programs

under both the "special issues" section of the Portfolio Implementation Review (PIR) Activity Summary Sheets as well as in the preparation of a separate Issues Paper. It notes that to achieve gender integration, gender needs to be "front and center" in the program, but also built into the composition and charge of the SO and the implementing partner teams. Three elements are deemed critical:

- Strong and committed leadership on gender issues (a gender "champion"),
- Sector specific skills in gender analysis, and
- Support from senior level management (in the mission and in the partner organizations).

Discussions with a partial cast of the health SO team, all of whom were women, reflected a significant degree of attention to and good analysis of gender issues among those present. The group suggested that there was not a common understanding of gender among the larger team membership, and that gender training could help to improve understanding of gender relations and their impact on health seeking behaviors. Also mentioned was the need to develop better methods or tools to link existing knowledge about gender directly to program design and implementation.

Among the areas of success in integrating gender, the group noted significant improvement in the monitoring and reporting of data collected by the implementing partners and/or reflected in the Performance Monitoring Plan (PMP). All activities now have a mandate to disaggregate data by sex, and the expectation is that new RFAs and RFPs will include explicit guidance on this issue. The Performance Information Management System (PIMS) database now being developed needs to ensure that sex-disaggregated data can be accessed at each level of the program.

In the current draft PMP, however, not all people-level indicators are disaggregated by sex, in part because some measures rely on aggregated national level survey data. There is always some tension between collecting information that is helpful for guiding activity implementation and information that is requested by USAID/W, but to the extent possible, people-level indicators should be sex-disaggregated and based on information reported by implementing partners. For example, "number of visits" could instead be reported as "number of new patients, a) female and b) male, visiting HIV VCT [voluntary counseling and testing] sites." Disaggregation of this sort allows identification of changes in sex-based disparities, and, if properly analyzed, can be used to modify activities as needed mid-stream to enhance gender equality. It is important to recognize, however, that sex-disaggregated data collection on its own merely highlights differences; it does not explain them. Explanation requires a plan for follow-on analysis. In the example mentioned, an imbalance in the numbers of men and women attending a clinic or testing site does not by itself reveal the cause of the difference to be whether the services are more attuned to men's or women's needs, whether the location is more easily

reached by men or by women, or whether the health care providers are treating men and women differently.[13]

The ability to integrate gender into actual implementation is an additional concern for the health team, given the centrality of gender issues for reproductive and child health generally. There was considerable discussion about how best to identify how gender affects health-seeking behaviors and preventive practice. The team discussed addressing this constraint by constructing a gendered life-cycle map that could identify critical moments at which to introduce interventions for change. An important element in such a map would be including information about important policies that either support or inhibit change, e.g., the recent problems in the supply of condoms by the public sector that were caused in part by an inconsistent stance towards condom use. The mapping activity might require additional research, since there is a lack of up-to-date data and lack of understanding of age and ethnic variation in existing data, hindering effective activity design and implementation.

A schematic (and still sketchy) example of such a generational chart follows (Figure 1) that could be expanded and updated to include information about dating, premarital and marital sexual behavior, knowledge about reproductive health including HIV/AIDS, and more. In addition, information about homosexual activity and third gender categories could be incorporated as appropriate. Ethnicity is a key variable in the construction of a map of this sort, since in rural areas in particular the models for appropriate gendered behavior as well as the pathways for communicating knowledge about sexual and reproductive health practices are largely framed by ethnic identities.[14]

Each stage of life offers opportunities for changing sex-based stereotyping and providing education on alternative options for safer reproductive health behaviors. Codifying such knowledge about different types of populations would provide an informed basis for program design on many maternal, child, and reproductive health issues. Some examples include:

- Improving adolescents' knowledge about basic sexual and reproductive health issues. One study (Matasha et al. 1998) in Tanzania suggests lack of such information is a major contributor to teenage pregnancies (as well as complications from incomplete abortions) and transmission of sexually-transmitted diseases (STDs).
- Publicizing the risks to women from practices such as teenage pregnancies, home-based deliveries and abortions, and Female Genital Cutting (FGC).

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[13] The Gender Manual Task Force for the Interagency Gender Working Group (prepared by Caro et al.), A Manual for Integrating Gender into Reproductive Health and HIV Programs: From Commitment to Action. Draft, December 2002.

[14] Denise Roth Allen writes about the inappropriateness of assuming a homogeneous "traditional" history of and/or content for girls puberty rituals in Tanzania. Many ethnic groups had no such rituals; in others, the types of information provided and/or practices followed varied greatly (see "Learning the Facts of Life: Past and Present Experiences in a Rural Tanzanian Community," *Africa Today*, 47 (3-4); http://www.uipjournals.org/africatoday/aft47-3.html.

- Supporting programs to pregnant teenagers and young mothers to ensure their completion of primary school (minimally) as well as secondary school to improve opportunities for later employment.

Figure 1: Gender, Ethnicity, and Health throughout the Life Cycle

Girls to Women (rural)

Stage of life / Ethnic group	Birth (labor, delivery & care)	Childhood	Adolescence	Marriage/ Adulthood	Widowhood/ Death
Zigua cultural practices	Mothers show "women's work" to newborn girls- cooking/farming.	Girls care for younger siblings; cook; clean.	Former rites of passage required isolation from other villagers; girls were taught sexual practices; FGC.	Polygyny practiced; Women farm, prepare food, collect water and firewood, care for children.	Death of husband's brother may involve levirate.[15]
Examples of Intervention points	Provide assistance for health post-partum care; info on nutrition, weaning, malaria prevention, etc.	Emphasize importance of girls education; provide reproductive health and nutrition info to both girls and boys in school.	Educate girls and their mothers to change potentially harmful health practices (FGC, early marriage & child-bearing). The 1996 DHS revealed misinformation about links between menstruation, timing of intercourse, and pregnancy (c.f. Allen). Raise awareness of risks of multiple sexual partners. Alcohol, tobacco consumption. Encouraging testing.	Support programs on contraception, birth spacing; programs to decrease maternal mortality (esp. reduce anemia which affect 80% of TZ pregnant/nursing mothers); improve maternal nutrition. Lack of income reduces access to health services, food. Alcohol, tobacco consumption. Encouraging testing.	Inheritance rights over land and property; issue of levirate if it includes sexual intercourse. Health of women at risk when widows have marginal social status.

Boys to Men (rural)

Stage of life / Ethnic group	Birth	Childhood	Adolescence	Marriage/ Adulthood	Widowers/ Death
Zigua cultural practices	Fathers show newborn boys "men's work" of hunting/farming; do not help much with infants.	Boys care for livestock, do HH chores, but rarely child care.	Historically boys were isolated in forests; received sexual instruction, circumcised.[16]	Polygyny practiced; men farm, care for livestock, hunt and fish.	
Examples of Intervention Points	Involve fathers in newborn care; give info on nutrition, weaning, malaria prevention.	Provide reproductive health and nutrition info to both girls and boys in school.	Educate on HIV/AIDS and other STD transmission; risks of multiple sexual partners; supply contraceptives; encourage testing.	Address domestic violence issues; HIV/AIDS and other STD transmission; raise awareness of risks of multiple sexual partners outside of marriage. Supply of contraceptives. Alcohol, tobacco consumption.	

[15] The practice of the levirate, which is found in the Old Testament, assigns responsibility for care of a widow to her late husband's family, usually a brother – the responsible (male) person is called a "levir" (Latin). The specific responsibilities vary from group to group and are often presumed but not actually practiced. In some cases, the levir takes the widow as an actual wife and fathers additional children.

[16] Jeff Marck, "Aspects of Male Circumcision in Sub-Equatorial African Culture History," *Health Transition Review, Supplement to Volume 7*, 337-359, 1997.

In the past, gender issues in health were often associated solely with women, but this has changed. The following excerpt from a forthcoming manual on integrating gender into reproductive health activities marks the critical involvement of men clearly:

> Gender roles often constrain men as well as women. Because the actions and behaviors of men affect both their own health and that of their partners and children, gender-equitable reproductive health and HIV/AIDS programs help men to understand this impact. While promoting women's decision-making, such programs also work to increase men's support of women's and children's well-being, and address the distinct reproductive needs of men. Gender-integrated programs take into account men's perspectives in program design, help men to feel welcome at clinics, provide a wider range of information and services to both women and men and portray men positively. Most importantly, men's programs aim to promote gender equality in all spheres of life.[17]

USAID/Tanzania's SO1 team has identified the need to increase men's involvement in reproductive and child health program activities, particularly with the goal of improving men's acceptance of family planning efforts. Possible approaches might be to increase the number of male family planning (FP) service providers; evaluate and redesign contraceptive information provided in schools and to male adolescents; or to link contraceptive and HIV/AIDS prevention efforts.

Table 2 summarizes the points raised in the discussion with the participating members of the health SO team, and recommendations to address them. Many of the issues they were concerned with are more managerial rather than technical.

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[17] The Gender Manual Task Force for the Interagency Gender Working Group (prepared by Caro et al.), <u>A Manual for Integrating Gender into Reproductive Health and HIV Programs: From Commitment to Action</u>. Draft, December 2002.

Table 2: Health Issues and Recommendations

Issues identified by Health SO team	Recommendations
Team members do not share a common understanding of gender.	Hold a sector-specific gender training session for the entire team; it should include training on incorporating gender into the proposed IR and SO statements, as well as assistance in developing indicators and an analysis plan.
There is a need to have gender skills and expertise well represented on both SO and IP teams and to be supported by strong leadership (a gender "champion") and by senior management.	Identify a person on the SO team to work with the mission WID officer on gender integration and to join the PSO team. Identify local consultants with sector-specific expertise to assist existing IP teams in gender integration.
There is a need to build capacity in gender integration among implementing partners and to build the importance of gender skills into RFA and RFP evaluations.	Work with the procurement officer to develop appropriate language for inclusion of gender into RFAs and RFPs, with special attention to the evaluation criteria used to ensure that proposed key personnel have gender experience as appropriate and that proposed institutions support gender integration; hold gender training as needed with IPs; disaggregate indicator data by sex where possible.
There is a desire for new tools to provide methods to link available data to program design and implementation.	Have specialized training on gender integration across the project cycle. Develop a reference (electronic) library of sector-specific resources on gender and health including publications from the Interagency Gender Working Group (see http://www.igwg.org and www.measurecommunications.org) that work through specific gender issues in health. Work with local consultants to obtain relevant local knowledge on health and gender as needed.
Develop a method for mapping key intervention points on gender-related health issues throughout the life-cycle.	See Figure 1 (above). A generational map could be constructed, drawing on ethnographic and survey data, disaggregated by sex, age, and ethnicity to assist in program design and implementation.

- Voluntary Health Sector Program (CARE)

During the portfolio review and in the documentation and group discussions and interviews, it was obvious that significant attention to gender integration has been incorporated into this activity, which works to support 220 PVOs in improving the quality of district level health programs. Initially, inadequate attention to and diverse understandings of gender hindered the ability of the program to address gender issues in the field. One of the weaknesses had been a lack of clarity as the criteria used to evaluate the presence of gender expertise during the procurement process. Interviews with the head of the project revealed that the implementation had benefited from a gender training program run by the Tanzania Gender Networking Programme, and was in the process of redesigning its informational materials to improve gender sensitivity.

The project director was quite articulate about the importance of incorporating gender into the program's training and implementation activities, and pointed out the difficulty of addressing gender in short-term projects since it is a generational issue that takes time and education to transform. He argued for carrying out both baseline surveys and impact studies in order to accurately assess the ability of the programs to truly change gender relations.

- Reproductive and Child Health Section (RCHS)

This activity covers a range of reproductive and child health services, including family planning, antenatal care, malaria treatment for pregnant mothers, and other nutritional and contraceptive efforts. Gender issues already identified include a need to increase men's acceptance of family planning methods so that they support their partners' efforts to obtain reproductive services and adequate health care, and a need for additional technical assistance.

Suggestions for the Strategic Planning Process

As noted in the Concept Paper, a separate health SO in the new strategy will permit the mission to "maintain critical focus in its support to family planning, child health, infectious disease control, building stronger systems, and improving the quality of services and increasing demand" (page 14).

- It was suggested that a mapping exercise be carried out to identify the critical junctures at which gender role and gender relations impact these goals (see Figure 1). For example, what are the different gender issues that affect children, teens, and adults? How do notions of "mothering" and "fathering" influence care of healthy compared to ill children? Are there gender differences that influence nutrition and feeding practices? How do ideas about male and female sexuality affect men and women's choices and usage of different contraceptive methods? These are questions that should be addressed during program design, and with attention to ethnicity, region, and age.

- Another key issue in the health sector is the extent to which access to quality health services varies by gender, and to develop indicators that track not only the quality of services but also whether access to them has improved for both men and women. Discussed elsewhere is the question of how the location of services can be a gendered problem when attendance is stigmatized, or when transport to services is less available to men or to women.

2.   HIV/AIDS

HIV/AIDS will become a separate strategic objective under the new country strategic plan, but at the time of this assessment, this topic and the broader health issues were discussed together. Significant levels of new funding are anticipated through the President's Emergency Plan For AIDS Relief (PEPFAR), although firm details were not available during the period of this assessment. The mission hopes to continue its efforts to adopt a multi-sectoral approach to HIV/AIDS programming, and has made HIV/AIDS a cross-cutting theme of the overall country strategy, but it may be limited in its ability to do so if funding earmarks are defined too narrowly.

There is widespread agreement among donors and Tanzanians alike that the HIV/AIDS prevention and care are the country's most pressing and most challenging development problems today. It is one of the G8 key priorities for its new Africa Action Plan. The estimate of the number of people currently infected with the virus or living with AIDS in Tanzania is approximately 11% of the population. Nearly 50% of hospital beds are filled with patients having HIV/AIDS-related conditions. HIV/AIDS activities now comprise 65% of the mission's health budget, and with the new Presidential Initiative funding, it promises to be significantly more.

HIV/AIDS transmission, testing, and care are all highly gendered issues. Young people (ages 15 to 24) exhibit 60% new infections, particularly among young girls. Gender differences in mobility, income, knowledge about sexually transmitted diseases and reproductive health, and control over sexual behavior influences who shows up for testing at voluntary testing and counseling sites as well as who becomes employed in testing and counseling clinics. Because the recruitment of counselors drew from the ranks of lower level health providers who are more likely to be women, few men were initially among the counseling staff. More recently, the number of men applying has increased. According to one African Medical and Research Foundation (AMREF) staff member involved in the ANGAZA (defined below), men show up in disproportionately high numbers when testing sites first open, but the number of women reaches parity after some time. Women are however more likely than men to test positive for HIV at a rate of 2:1.[18]

USAID is joined by Canada, Finland, Ireland, the Netherlands, Norway, and Switzerland in support of the Rapid Funding Envelope (RFE) that enables broad participation of civil society in fighting HIV/AIDS by supporting short-term funding to civil society organizations (CSOs) for activities that are in line with the Tanzania Commission for AIDS (TACAIDS) priorities.

Attention to Gender by the HIV/AIDS Team

In the new strategy period, the mission is expecting to achieve "rapid results in prevention, particularly in youth; care, support, and treatment; and impact mitigation." Given the sexualized character of the disease and the gendered character of domestic labor, addressing these HIV/AIDS problems has critical gender content.

- Africare

  Africare has been working in Zanzibar to reduce HIV/AIDS prevalence by working through 28 Community Based Organizations. They also work with community leaders on a "male to male" program intended to help men make better choices about sexual behavior. It aims to link fathers and sons to improve communication between them on such topics as attitudes towards women, condom use, and HIV/AIDS prevention, care and support. They also work with commercial sex workers (both male and female). A third component of their work in Zanzibar is working with caregivers to AIDS orphans.

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[18] At one Dar es Salaam testing site, the number of women testing positive was approaching two-thirds. It is not clear how closely this proportion reflects the larger population.

- AMREF/Angaza

The Angaza program provides voluntary counseling and testing for HIV/AIDS. The activity initially interviewed about 1600 people to determine their level of awareness about VCT. The majority of the people did not know what services were available or what the cost was. They trained other health care providers to become counselors, and because they had to take those who were available, the majority were women. Over the past few months, they have tried to redress that inequality and have been training more men to become counselors. Of the current number of fifteen counselors, three are men. The staff member interview felt that having both men and women counselors was very important, since "gender influences who we see at the clinic."

There is a graduated payment scale: the service is free for 16-24 year olds who make up 75% of the clientele. Others pay 1000/= TShs. (about US$1). In addition to testing and counseling, the clinic staff introduce, demonstrate, and - when available – distribute condoms (there has been a problem of supply).

Both the "ISHI!" and the "Angaza" programs have begun to use participatory focus groups of Tanzania youths to develop appropriate and appropriately gendered messages to spread information about HIV/AIDS transmission and prevention.

Gender-specific issues already identified include:

- obtaining more accurate data about the prevalence of HIV/AIDS infections;
- training more male HIV/AIDS counselors;
- increasing the number of men who already infected with HIV to come for testing and treatment;
- empowering women to come for testing and/or treatment;
- empowering women to negotiate safe sex; and,
- finding alternatives to sex work for youths and women.

Suggestions for the Strategic Planning Process

- Continue to strategize how to engage men more fully in family planning and reproductive health efforts.
- Work to increase attendance at voluntary counseling and testing clinics; consider if access reflects gender by virtue of location, cost, privacy, etc. What incentives might be identified?
- Develop a set of gendered life cycle charts to help identify new programs and points of intervention.
- Continue to stress the collection of sex-disaggregated data, along with analysis plans to permit modification of implementation as needed.
- Research the issue of masculinity among different populations in Tanzania to help identify gender identities and behaviors that limit men's involvement in their own health and that of their partners.
- Collaborate with SO9 and SO2 to identify opportunities to increase women's economic power.

3.   Economic Growth and Agriculture
           (Current) SO9: "Increased Micro and Small Enterprise Participation in the Economy"

Tanzania is in an enviable position among African nations in having a strong economic growth rate of 6% per annum and in exhibiting a number of positive economic trends overall (e.g., declining inflation rates, an improving business climate, and strengthened infrastructure). The country remains poor, however, and increasing peoples' incomes is a high priority. It has been calculated that growth rates of 8% would be needed to begin to redress poverty levels. About 60% of the women in Tanzania are estimated to live in poverty. Addressing gender constraints are therefore a key element of unlocking Tanzania's economic growth. A pro-poor agricultural growth policy holds promise for improving the lives of women across the country.

The United Republic of Tanzania committed itself to enhance women's economic capacity through making credit facilities available to a majority of women, building and supporting women['s] entrepreneurial skill, improving their management capabilities, and increasing training and access to technology.[19]

Fortunately, the GOT development priorities as well as those of other donors (see especially UNDP) have prioritized women's economic empowerment. As a result, there is information about existing constraints and possible solutions. Women are an important force in the Tanzanian economy, as agriculturalists, laborers, entrepreneurs, and professionals, but they are hindered from full and equal participation. The GOT has identified the following constraints on women's economic empowerment:

- Lack of access to and knowledge about credit;
- Lack of rights to property;
- Discriminatory or prejudicial attitudes towards women's entry into certain occupations;
- Heavy work loads;
- Lack of education, especially in management, business development, and technology; and,
- Lack of access to improved technologies.

The current draft of the USAID Agency agricultural strategy has also adopted the goal of reducing gender inequality as a central one. Consequently, efforts to achieve greater gender equality need to be an important component of any future economic growth and agricultural activities carried out by the mission.

The Economic Growth SO has had two components – promoting micro and small enterprises and improving rural roads. Both sets of activities appear to have been relatively helpful to Tanzania women, although a full study on gender impacts has not been made. The mission has reported that over 1,000 women have established micro-enterprises since 1997. The April 2003 Portfolio Implementation Review (PIR) on the rural roads activity states that improved roads have helped women who are involved in agribusiness and has eased access to

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[19] http://www.tanzania.go.tz/gender.html.

health facilities. It concludes, "the quality of life of women has greatly improved." Although no measures of such improvement were provided, previous reports have noted that sex-disaggregated information was included in several of the baseline studies for the rural roads activity. Any SOW for a final evaluation should include a component for assessing the gender impact of the roads.

The current Intermediate Results for SO 9 are:

IR 1: Improved micro and small enterprise policy environment
IR 2: Broadened micro and small enterprise access to markets
IR 3: Strengthened capacity of small and micro enterprises

Oral presentations and documents distributed during the May 2003 portfolio review did not highlight gender issues; results are discussed in terms of "farmers" without differentiating between men and women; several of the PIR forms did not have the section relating to gender filled out. Discussions with the SO team members, summarized below, revealed much greater knowledge of and attention to gender issues than was reflected in the formal documentation.

Several of the current SO 9 activities target farmers and clearly address constraints that impact women as well as men. These include:

► Private Enterprise Support Activities (PESA), begun last year and continuing through 2006;
► Smallholder Empowerment and Economic Growth through Agribusiness and Association Development (SEEGAAD), started in 2002 and continuing until November 2004;
► Micro-enterprise and Small Development with Conservation of Bio-Diversity through Improved Agricultural and Natural Resources Management in Tanzania, ending on September 30, 2003;
► Southern Highlands Agricultural Marketing and Business Acceleration (SHAMBA), ending on December 20, 2003; and,
► the Project for Rural Initiatives in Micro-Enterprise Development (PRIME), running through November 2003.

There are also two other activities (the Tax Assistance Project, and the Tanzania Tax and Mining Policy Project) that have not directly addressed women and/or gender in its approach, and the Rural Roads project, which has recently ended, and is briefly discussed below.

IR level indicators against which the SO9 activities report do not provide a detailed picture of the gendered aspects of economic change resulting from these interventions; currently sex-disaggregated data are tracked for only two indicators (e.g., % change in number of Micro/ Small Enterprises (MSEs) and number of new MSEs formed).

Three USAID/W funded activities being implemented in Tanzania show good attention to gender issues and reveal some of the ways that targeted activities can benefit both women and men. Land o'Lakes provides funding that allows producers' groups to purchase milk collection

and cooling tanks. The groups pay back the loan from sales of milk and cheese. Dairying and cheese-making is one arena where women, to a larger extent than men, have made great strides in building producer groups and establishing milk collection points. These groups are growing rapidly, are improving the quality of milk collected and starting to pay higher prices to their producers, while successfully paying back their loans. Women producers and co-op members benefit from the increasing revenues from milk and cheese sales, and families benefit from the nutritional improvement of adding dairy products to their diets.

Other funding from the Economic Growth and Agriculture Bureau (EGAT) supports the World Vegetable Research and Development Center (formerly Asian Vegetable Research and Development Center, AVRDC). In addition to a well-established program that carries out research to improve selected vegetable crops and to develop technical packages for improved vegetable production, they also offer an innovative outreach program that has mobilized many farmers, particularly women, in the Arusha area to plant indigenous vegetables in their home gardens for both improved nutrition and for sale in local markets. The program on indigenous vegetables has also helped two local seed companies, who grow and market the seeds. Women benefit from the increased income they are receiving from sales of indigenous vegetables, and families are benefiting from the increased volume of vegetables in the diets and the improved nutrition of some of the crops.

The USAID/EGAT Collaborative Research and Support Project (CRSP) program also supports agriculture research. Both the Global Livestock CRSP and the Broadening Access and Strengthening Input Market Systems (BASIS) CRSP have over the past few years supported participatory research on the role of women in nutrition and marketing of vegetable crops and care and marketing of livestock, and the impact of market-based income on household nutrition and expenditures.[20]

The emphasis of the Economic Growth (EG) activities will shift in the new strategy to include a market-driven agricultural growth path, along the focus in both the new agricultural strategy and the Africa Bureau's Initiative to End Hunger in Africa (IEHA) framework. The broad goal is "to increase rural incomes through agriculture." Smallholder farmers generally face increasing competition from imported foods. Activities in the sector will need to address both increasing production as well as improving quality. It is estimated that 80% of women are employed full or part-time in agriculture and that 30% of rural enterprises are owned by women, so it follows that identifying successful interventions in this sector will significantly help to raise women's incomes.

Attention to Gender by the EG SO team

The SO team is interested in addressing gender and identified a number of issues they would like to address and several impediments to their current ability to do more (see Table 3).

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[20] See, for example, Charlotte Johnson-Welch et al., "Improving Household Food Security: Institutions, Gender, and Integrated Approaches" (Madison, WI: BASIS CRSP, 2000) and work by Colorado State University (in Tanzania), Cornell University, and the Institute for Development Anthropology (in Ethiopia) under the Global Livestock CRSP (http://glcrsp.ucdavis.edu).

They initially summarized their understanding of gender issues by identifying opportunities to enhance women's involvement in market-led agricultural growth by identifying some "women's crops" on which to focus, such as in the existing seaweed farming projects. One staff member suggested that attention to gender issues during project design was more likely to be by accident than by intention, but that personal interest in the topic had led to its integration in some recent activities. The group discussed how regional variation in gender relations affects land tenure patterns, sexual behaviors, family size and structure, division of labor in agriculture and in the home, and other similar characteristics that can impact agricultural production and the potential for increased marketing and the adoption of improved technologies.

On further discussion, it became clear that having activities that addressed some "men's crops" and some "women's crops" was not an adequate effort at gender integration. It was pointed out that a focus on women might only miss opportunities to improve gender relations (i.e., the relative opportunities open to men and women). Even when working on "men's crops," a gender perspective can point out ways to ensure that increased productivity of "men's crops" does not inadvertently disadvantage women. And, conversely, increasing women's incomes – which is generally viewed as a positive development result -- can sometimes have negative repercussions for women if men in the community become hostile to their greater economic independence.

For example, the orange-growing district of Muheza in Tanga Region that is likely to be the focus of Development Alternatives, Inc. (DAI)/PESA activities to improve market linkages was first described as one of the areas where the focus was on "men's crops." Men are the primary landholders and owners of orange orchards, although women can inherit trees from their fathers, but the preference is given to sons. Men control the cash earned from orange harvests. Some of the funds are used for family consumption, health, and schooling; it was not clear that women would necessarily gain from the increased incomes derived from orange growing. The gender assessment team identified possible new opportunities for women to establish tree nurseries for orange tree seedlings and generate new income for themselves and their families. Other opportunities exist for women in marketing and grading. DAI/PESA should be encouraged to include women in all of its efforts to develop producer groups in the region, and to support business skills training for both men and women.

Links to SO1 were also identified, since increasing production and marketing of citrus fruits will potentially bring larger numbers of traders and laborers to outlying villages, with increased risk of HIV/AIDS and other infectious diseases. Efforts to provide information about such risks should be incorporated into or alongside this EG activity.

The situation differed in the Kilimanjaro region where TechnoServe is working with coffee farmers and with dairy farmers. The pattern of household economy in the Moshi area has historically given control of coffee trees and profits to men, but the allocation is understood to be shared and to support children's education and health. Women have historically earned money from cultivation of bananas and vegetables. With the recent fall in coffee prices, women have been more successful than men at bringing money into the household. Care is needed to ensure that the coffee producer and processing groups being formed to market premium grade coffee

include women as members and permit women to participate in and benefit from instruction in grading and the acquisition of new business skills.

Table 3: Economic Growth/Agriculture Issues and Recommendations

Issues identified by EG/AGR SO team	Recommendations
Team members reported that they were not familiar with the existing background and assessment studies on gender in the sector.	Compile an indexed electronic and hard copy set of references on gender and economic growth and agriculture in the mission, and update it regularly. [Ideally, this would be a joint effort by one or two SO team members together with the WID officer and new PSO coordinator. If funds are available, local support could be contracted (see also Annex 7).
Some team members had extensive knowledge on gender issues (past and current), but this personal information was not institutionalized.	See previous recommendation. Also, hold a sector-and country- specific training session for the SO team as a whole. Emphasis should be on regions where activities will be located under the new Country Strategy Plan (CSP) (e.g., Tanga, Kilimanjaro, Arusha, Iringa, Morogoro, Mbeya, Coast Region, Zanzibar).
Assistance is needed to incorporate gender into program design.	Provide training to familiarize SO staff on gender and EG/AGR and highlight key issues for program design and what questions to ask (see below); evaluate RFA/RFPs on quality of gender integration.
Build greater attention to gender into the M&E efforts.	Revise indicators for improved indicators on gender impact; develop plan for modifying activities if measures reveal slow or negative progress (see discussion below on two recent program evaluations).
Weak database on sources of and uses of women's income.	Use existing activities under several SOs to collect information on sources and uses of women's income; review existing studies on this topic. Design primary research study if needed.
Economic benefits of integrating gender into program and activity design are not measured.	Ensure that both baseline and evaluation studies are designed in each new activity, using sex-disaggregated data, to capture relative change in men's and women's economic conditions.
Team believes there is a shortage of staff resources to provide assistance on integrating gender.	Engage the help of PSO coordinator and WID officer to clarify what resources are available in the mission, including training courses, and through USAID/W resources (the WID office and their various grant programs and short-term technical assistance IQC; the Africa Bureau website (see Annex 7) and IWID fellow. The IEHA framework also references special concern for women and other vulnerable groups, such that IEHA funds should be amenable to improved gender outcomes.

- Development Alternatives, Inc./Private Enterprise Support Activities (DAI/PESA)

This recently initiated activity addresses each of the three IRs under this SO. A Strategic Plan for this activity from July 2000 demonstrates awareness of the importance of including women as participants in the production and marketing activities identified for the program. The proposal references the 1999 Gender Analysis prepared by the Office of Women in Development (G/WID) WIDSTRAT's project, and notes that women are generally less educated and therefore less competitive in obtaining technical, managerial, and supervisory work. The PESA plan states:

Both women and men are impeded in their efforts to transition from the informal sector to the small enterprise sector by the same constraints. These include lack of capital and access to formal credit; legal licensing and registration

requirements; and inadequate business and technical skills.[21] [*Note: Men and women may face the same constraints, but their ability to work around them differs considerably, and planning how to overcome those constraints is where the gendered approaches are needed.*]

To address the gender constraints, the plan proposes to work to address gender bias in the policy environment, especially discriminatory policies that affect women's ability to create and maintain small and medium enterprises, and to broaden women's access to markets by monitoring their participation in road construction opportunities and developing radio business information programs, and by strengthening women's participation in micro and small enterprises.

Since their October start date, they have been identifying possible work sites and crops on which to focus. Currently, they are anticipating an activity to improve the production, marketing, and distribution of citrus in Muheza District in Tanga Region. The DAI/PESA Chief of Party (COP) appeared to be knowledgeable about the importance of gender issues, and willing to hire technical expertise as needed – and had already done so for some of the pilot work. He explained, however, that they do not have funds within the activity to keep one of their gender partners, Tanzania Gender Networking Programme (TGNP), on board as a funded partner, but only as a "resource partner." This situation apparently created some misunderstanding between the two groups, as TGNP had provided assistance in the development of the proposal with an understanding that they would also benefit from the procurement. The COP was eager for suggestions about improving their approach to gender within the commodity approach they were using.

The program will also include a substantial training component, offering skill development and capacity development efforts in government agencies and producer associations. These areas of activity have the potential for making a big impact on gender inequalities in several aspects of agricultural production, marketing, and distribution.

If at all possible, additional funding or technical support should be provided to this activity to address gender issues – through specific crop and location studies; identification of critical skill areas; and development of appropriate training packages/programs, if needed.

- ACDI/VOCA Small Holder Empowerment and Economic Growth through Agribusiness and Association Development (SEEGAAD)

This activity is described as a two-year effort (with possibilities of continuation under the new strategy) to increase smallholder economic opportunities along the coastal regions of Tanzania, and it may be developing some relationship with the DAI/PESA activity described above. A special focus of this effort will be the seaweed producers on the coast who are primarily women. The March 2003 PIR notes under gender issues that "[T]he seaweed industry is dominated by women….a fact which offers possibilities for empowering women through increased income."

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[21] USAID Tanzania's Private Enterprise Support Activities (PESA) Strategic Plan, Results Framework, Performance Monitoring Plan (July 4, 2000).

A large body of research however shows that women's ability to earn income does not necessarily translate into economic or social empowerment. A report by the World Conservation Union (IUCN)[22] about their Coastal Zone Management Program in Tanga, Tanzania, not only provides an in-depth review of the range of economic activities in the coastal zone and the gender division of labor associated with them, but also some excellent step by step descriptions of the types of issues that might be encountered in promoting women's seaweed producer groups with the goal of achieving gender equity.

Somewhat in contrast to the statement above about women's predominance in the field, the IUCN report highlights some variation in the extent of men's and women's participation in seaweed farming in several villages. Along the coast, men were largely responsible for providing for larger cash expenses, but women also contributed to school fees and medical expenses. In addition to the common activities of trading and farming, women in some areas were also shrimp farmers, using nets to catch the shrimp.

The process of analysis proceeded as follows:

1. Description of gender characteristics of the economy (what men and women did to earn a living; who was responsible for what types of expenses; land tenure; ownership of other property, such as boats, nets, equipment). Collection of sex-disaggregated data on a range of social and community participation issues (local government membership and leadership; allocation of community funds and resources; participation in local decision-making processes).
2. Community discussion to identify of key environmental issues and their causes.
3. Identification of which causes particularly affected men, women, and/or both in efforts to earn a living or carry out household tasks. For example, under Islamic law, women obtain land and other property only from fathers, not husbands, and in smaller allocations than do male heirs.
4. Using participatory approaches (e.g., focus groups) to identify locally relevant gender indicators and "warning flags" e.g., the number of men and women attending a group meeting as the indicator, with a warning flag being that the number of women attending drops below a specified amount, based on previous observations. Each indicator should have an associated warning flag.
5. Identify what actions to take and who will take them to redress the warning condition.
6. Use data to evaluate change in gender relations more generally.

The SEEGAAD activity holds promise for improving women's economic position, but only if women's participation is actively encouraged and monitored, rather than assumed, throughout the enterprise development process, and steps are taken to correct problems.

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[22] T. Van Ingen, C. Kawau, and S. Wells 2002 "Gender Equity in Coastal Zone Management: Experiences from Tanga, Tanzania." IUCN Eastern Africa Regional Programme.

Suggestions for the Strategic Planning Process

- To help ensure that gender issues are addressed in the design stage of a new activity, and then followed throughout the project implementation period, the following questions are a useful guide:

  √ What initial gender-based conditions might influence project implementation?
  √ What are specific gender-related objectives the project is expected to achieve?
  √ What indicators will measure how well these objectives are being met?
  √ What steps will be taken to ensure that these objectives will be achieved?
  √ What are the project's gender-related accomplishments to date?
  √ What modifications or adaptations in project design, implementation, or monitoring might be required to assure the desired outcomes? (Adapted from Fleuret 1993)

- Develop new indicators for SO9 activities to measure the changes in relative status of men and women (e.g., sex-disaggregated figures on income earned by men and women farmers, number of enterprises initiated, members in producer groups in addition to measuring number of kilograms of product produced or sold by farm) to measure impact on gender relations, as required by the ADS.

- When developing gender-relevant indicators, also identify a monitoring plan and a set of "warning flags," i.e., what actions to take if participation by women fall below a certain standard, or when a negative trend is detected, and who should take the actions" (IUCN 2002: 10).

- Ensure that evaluation studies/impact assessments/final reports of activities that are soon to close out include an assessment of changes in gender relations. Some study of the successes achieved by these activities can help to identify characteristics that could be transferred to other crops or other regions under the new strategic plan.

Sometimes, even explicit statements in the SOW to "disaggregate impacts of the improved roads by gender…" do not achieve the intended results. In the case of the final evaluation of the rural roads project (March 2003), the review team took pains to interview a nearly equal number of both men and women in its interviews, but it did not disaggregate its survey answers by sex. Overall, it provided no gender analysis – neither in-depth qualitative assessment nor any quantitative data to support its two statements that women gained health benefits by having easier access to hospitals for themselves and their children. It is particularly unfortunate that this evaluation did not follow through on disaggregating responses by sex, since several of the earlier baseline studies in the communities where these roads were being built did try to collect sex-disaggregated data.

In the evaluation of the Social Action Trust Fund Program (2003), another opportunity for gender analysis was overlooked. In this case, the SOW did not ask for a gender analysis, but only that site visits "allow for a fairly random sample by region, ethnic group, and gender." Since the Finance and Development Enterprise Associates (FEDA) database is sex-disaggregated, other information was available that could have helped to prepare a more complete gender analysis of the program. If, for example, the team had had some knowledge of how many men received loans compared to women, what they used the funds for, and what the repayment rates were, the discussions during the site visits could have followed up on any significant variations.

- In the proposed areas for DAI/PESA work (e.g., Tanga, Ruvuma, Iringa, Morogoro, and Rukwa), document gendered patterns of land tenure, income levels and sources, agricultural division of labor as they relate to potential crops for development (e.g., citrus, cashew, and horticultural crops) and/or along the production-marketing-distribution chain to ensure men and women are both empowered by those investments. This may require building these requirements into the initial assessment procedures of each new activity and arranging for additional funding or technical support.

- Work with local women's NGOs such as TGNP or Envirocare to help women's producer organizations improve both their advocacy skills on issues such as property rights and inheritance and their business and organizational skills (see Annex 6).

- Enhance gender equality thorough linking activities across sectors:

  - ► For example, build on SO1's successes in HIV/AIDS work to design a component that provides education about health risks associated with commercial sex and/or causal sex into an activity that will likely increase rural to urban migration or bring urban migrant workers into rural areas (linking SO9 and SO1);
  - ► Consider nutritional impact in choosing crops under a commodity-based approach (e.g., smallholder dairying that benefits women and children v. sugarcane or sisal cultivation) (linking SO9 and SO1);
  - ► Working towards establishing inheritable property rights for women and inform women of their legal rights to property (linking SO9 with SO3);
  - ► Ensuring community based NRM conservation benefits flow down to both men and women in the community (linking SO9 and SO2).

- Support women's participation in and benefits from the formation of new producer/marketing groups forming under the PESA program.

- Seek to help women benefit from investments in "men's crops" and men to benefit from investments in "women's crops" with gender equity as the goal.

- The current acting SO team leader during the assessment was knowledgeable and supportive of gender issues, but has recently been replaced by a new team leader. It is important to confirm that the new hire is aware of these issues.

4.   Natural Resource Management
        (Current) SO2: Improved Conservation of Coastal and Wildlife Resources in Targeted Areas.

The Natural Resource Management Program has, since 1998, emphasized identifying ways for communities to achieve economic benefits from conserving natural resources. They are working on policy and legislative reform and on capacity building, as well as at the community level with specific, pilot activities. Several of their current activities have already had or hold potential for benefits for women. The current Intermediate Results are:

IR1: Key natural resources policies applied;
IR2: Increased effectiveness of institutions that support natural resources conservation;
IR3: Improved management of targeted protected areas;
IR 4: Community based conservation (CBC) regimes functioning in target areas.

Currently, none of the indicators provide sex-disaggregated data, although it would be possible to do so for IR 4 by collecting information on the sex of business owners establishing conservation-based enterprises. It would also be necessary to spell out how to modify the activity if gender imbalances were growing, e.g., if relatively few women were initiating new businesses. Another measure might be to assess number of male and female employees in these new businesses.

Attention to Gender by NRM Team

The NRM SO team demonstrated good knowledge of the gender issues associated with their programs, but identified as a weakness their ability to know what is happening to gender relations as a result of their activities. It is clear from reviewing the SO2 PMP that no sex-disaggregated data is being collected at the IR level, and that does make it difficult to ascertain the gendered impact of the programs at that level. As in the other teams, this type of successful impact measurement requires having established an appropriate baseline and a set of indicators that actually measures change in gender relations. The team asked for assistance in developing the SOWs and RFAs to adequately capture this need for appropriate sex-disaggregated data and gender-sensitive evaluation methodologies. These concerns were repeated by several of the NRM partners, especially the need for gaining a better understanding of the gender impacts of the program with more fine-grained indicators.

Some team members were familiar with the gender assessment that was carried out in 1998 by Nancy Diamond and Darry Rwegasira, but not with more theoretical or methodological materials about gender and environment issues generally or for Tanzania specifically. Growth in interest in the environment and in NRM more broadly as well as in gender has resulted in an increase in available materials since the 1998 (see Annex 7).

The group also spent time discussing the issue of "men's crops" and "women's crops" as in SO9, with similar arguments presented. The team again suggested that a gender perspective seeks to improve the abilities of both men and women to benefit even when investments are made into a commodity that is seen as the domain of either men or women, either by identifying a supplementary activity that can provide income for the other group, or by gradually shifting the gendered perceptions about the crop so that both men and women can get involved.

The SO team mentioned several examples of NRM activities that are benefiting women. A pilot project with the African Wildlife Foundation has identified a women's NGO in a Maasai area located near Lake Manyara National Park, and is working with its members to help them market jewelry and handicrafts (made by women) to tourists visiting the park. Suggestions were made to help the group decrease its dependence on passers-by and increase its marketing to the lodges, to urban centers, and even through the Internet, as well as to expand the repertoire of their offerings to include photographs, dancing, and opportunities to herd cattle, and to include a greater number of the young men in the enterprise. Another effort, the Coastal Environmental Award Scheme (CEAS), gives awards annually to people or groups that are helping to sustain the coastal ecosystem. Women have won a number of the awards, and they are striving to ensure that in the future there is greater diversity among the number of groups that are nominated.

Water is becoming an important environmental issue in Tanzania, in terms of conserving groundwater, limiting pollution in rivers and wetlands, proportioning water among competing uses for cultivation, industry, and sewage and sanitation, and for livestock and wildlife. Several of the issues have significant gender elements, as women are often not only important managers of water resources but are also the ones who carry water for daily use over sometimes long distances. A fairly large body of work in the 1980s on gender and water could be worth updating sometime during the country strategic plan period.

Table 4: Natural Resource Management Issues and Recommendations

Issues identified by NRM SO team	Recommendations
Need for tools to "keep gender on the radar screen."	Provide gender training for the SO team as a whole. Work cooperatively to develop a guide for managers to check that gender issues are addressed in each activity, as appropriate. (See step- by-step process described on page 24 and the questions on page 31.)
To work with procurement to develop appropriate language and templates for RFAs and SOWs to promote gender integration.	RFAs can be written to ask proposers to explain how they will address the two questions asked by the ADS: 1. How do existing culturally defined relationships between men and women[23] impact the implementation of a development intervention and influence program results? 2. What will be the impact of the proposed intervention (or research application) on the status of women and will it help to improve gender equality in that community/institution/nation/region? SOWs should ask for assessments to identify key gender constraints, to collect or review available sex-disaggregated data and explain its significance, and to identify gaps in knowledge.

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[23] In some societies there are third and fourth gender categories in addition to those of men and women. These are generally small populations that have little influence on most development efforts outside of the population and health sectors.

Need to measure impact of programs on gender relations.	Accurate impact measurement depends on establishing good baseline data. Program design needs to allow for needed primary data collection or identification of appropriate proxy data. See discussion below on indicator development.
Desire to have the SO team have workshops with IPs on gender.	SO2 already organizes an annual meeting with its partners and some discussion of gender issues took place at the one in February 2003. Gender training could be arranged at another such meeting, or for a group of IPs (as was done in SO1).
Would like there to be some coordination in gender indicators across activities and Mission/Bureau/Pillar programs.	This is a great idea. IFPRI is currently working on indicators for IEHA, which does have reaching women and vulnerable groups one of its guiding principles.
More training for community women.	IF SO2 funds are not available, would it be possible to link SO2 activities with the SO9 PESA program and/or SO3 Tanzania Advocacy Partnership Programme (TAPP) to strengthen the community groups in the NRM activities?
Discriminatory land and property rights.	Advocacy efforts in land and property rights link to both SO3 and SO9 also.

- Policy Implementation Program (World Wildlife Fund)

This program works to influence environment and wildlife policies in Tanzania. They work with the government (e.g., the Wildlife Division and Environment Department) and with other partners and NGOs. They also work with communities to sensitize them on the need for better environmental policies. Although the project itself does not directly work with women, the project staff had an excellent understanding of how gender issues affected communities' involvement in Community Based Natural Resource Management, as well as the need for better measurement of the impact of development interventions on gender relations. An example was given of a community near Ngorongoro that received approximately US $50,000 from offering hunting rights to a South African company. Although this increased income is presumably a positive achievement, there was no way to determine if the money was distributed in ways that benefited both men and women in the village. It was also pointed out that many development efforts continue to reinforce existing domains of activity for men and women when they should be working toward building the capacity of both men and women to take on different opportunities.[24]

- Africare

Africare is working on Wildlife Management Areas (WMAs) -- NRM with community-based organizations in Tabora, Tanzania. One of their responsibilities will be to ensure that women benefit from the planned activities. It is a three year program jointly funded by the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ), Danida, and USAID. Some of the activities on which they work with women are bee-keeping, production of fingerlings, and improved stoves. They have identified as a major constraint the impact that women's poverty has on their ability to achieve any decision-making power in the community. The Africare representative reiterated the World Wildlife Fund (WWF) concern that they do not have good information about the use of the fees that are being received from the wildlife management activities, and whether or not women are benefiting equally to men.

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[24] This speaks to the issue of "men's crops" and "women's crops" as well, and argues that these gendered perceptions of sex-segregated domains of activity need to be changed, not reinforced.

Suggestions for the Strategic Planning Process

- Working with sector-specific gender experts, develop a chart to guide CTO management of gender integration through the project cycle:
  e.g.
  - vii. Incorporate requirements for gender reporting and measurement in RFAs and RFPs;
  - viii. Define desired program outcomes related to gender;
  - ix. Collect data on gender relations, roles, and identities in target project communities;
  - x. Analyze data for gender differences that may affect program outcomes;
  - xi. Design program elements to address gender issues;
  - xii. Monitor and evaluate effectiveness of program elements designed to address gender issues.[25]
- Develop methods for monitoring the gender benefits of economic returns to communities from NRM activities.
- Work with SO9 and SO3 to improve women's access to land and other property by reform of the Land Act.
- Identify and document gender roles in the conservation of bio-diversity in main regions of USAID programs.
- Identify possible program topics on gender and water issues.

5. Democracy & Governance (DG)
   (Current) SO3: Civil Society and Government are more Effective Partners in Governance

A DG assessment in 1998 led to the current Results Framework. It is oriented towards supporting capacity building of advocacy NGOs as well as improving the functioning of Parliament. In both cases, the activities have addressed gender inequalities by including a number of women's NGOs and by focusing on women Parliamentarians. Poverty and redressing the lower educational levels have both inhibited women's knowledge of their legal rights in Tanzania. Dissemination of information about legal rights has consequently been a long-recommended route for improving women's status in the country (see World Bank 1991, Luche 1996), and has also been a successful focus of USAID's program in Democracy and Governance. The work under this SO has successfully mobilized NGOs in support of the Sexual Offenses Bill of 1998 and to make the 1999 Land Act more gender sensitive. The current IRs in Democracy and Governance are:

IR1: Targeted CSO's capacity to represent public interests to the government on selected issues strengthened;
IR2: Targeted government institutions are more responsible to public concerns on selected issues;
IR3: The enabling environment supports CSO-government partnerships.

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[25] Draft outline on gender integration in the project cycle by Debbie Caro, prepared for the WID office, 2001.

Work in the future will focus on improving implementation of a recently passed NGO bill and improving implementation of some aspects of the land law, particularly its inheritance provisions, to be more equitable towards women.

Attention to Gender by DG Team

The DG SO team is eager to expand their attention to gender in their programs. They have in the recent past had several activities geared directly towards women's rights. Two major successes have been the support of a campaign by NGOs to pass the Sexual Offences Bill (1998) and the support to a coalition of NGOs advocating for attention to gender issues in the Land Act (1999). Now that these laws are passed, while they are not perfect, the team believes it is important to make sure that provisions of the law are implemented, and that information about the law gets out to district and level governments and to women everywhere.

The important shift for the DG SO to make is to move away from a focus on women as a target population and women's groups to a gender focus that addresses both men and women about relative inequalities of status, power, representation, and decision-making. For example, it makes sense to continue to work with female Parliamentarians, but would also help to provide some "consciousness-raising" activities to male Parliamentarians. Similarly, work with women to help them learn about running for elected office is critically important, but it is also important to work with men **and** women in communities across the country about women's rights to run for office, about volunteering to campaign or to contribute funds, and even about learning how to vote.

Table 5: Democracy and Governance Issues and Recommendations

Issues identified by DG SO team	Recommendations
Pulling together a set of reference documents and list of capable resource groups.	Compile an indexed electronic and hard copy set of references on gender and democracy & governance in the mission, and update it regularly. [Ideally, this would be a joint effort by a team member together with the WID officer and new PSO coordinator. If funds are available, local support could be contracted (see also Annex 7).]
A need to mobilize the available Tanzanian intellectual capability on gender issues for USAID activities.	Identify individuals and/or groups working on gender and DG issues (could possibly use existing TAPP activity, survey women Parliamentarians and the Tanzania Association of Women Lawyers (TAWLA), or hire a consultant to compile a list; hold workshop with identified groups and other donors to identify key constraints in the sector and possible activities to overcome them.
Need ideas for working within very limited resource environment in DG.	Request support from WID IQC for short-term technical assistance; work collaboratively with other SOs, or other Washington-based such as requesting an AAAS fellow.

- The Tanzania Advocacy Partnership Program (TAPP)/Pact Tanzania
    This program is operated as a cooperative agreement. It is currently working with thirty-five NGOs, helping them strengthen their abilities to advocate for a range of causes. The

organization is based in Dar es Salaam, but works with groups in five regions of the country. Pact begins its work by performing an organizational capacity assessment. Its survey tool includes four questions on the target groups' integration of gender in its operations. Currently, ten of the partner groups are women or gender-based NGOs, and several others have strong women or gender components.

Suggestions for the Strategic Planning Process

- To improve the gender considerations in the TAPP program, a module in gender organization and advocacy, such as the one offered by TGNP, could be added to those provided by Pact Tanzania.
- Review existing studies or carry out new research on how Tanzania women get information about elections and electoral issues. A 1996 study on the 1995 elections found that the most effective way to reach women was through their family and friends, and second, by radio – is that still the case? Neither civic education programs (including dance, music, community theatre, T-shirts or pamphlets) nor television/video were particularly useful.[26]
- Design a series of radio (and maybe TV programs or newspaper articles) on models for female political leadership. There are some charismatic and accomplished Tanzanians, both young and old, who could become exemplary models for civic engagement (such as Ndinini Kimesera, Chief Executive, Maasai Women Development Organization).
- The team has already noted a goal of increasing the number of gender-based NGOs with which it works. As with other SOs, a key task for the strategic planning process is to develop good indicators of gender impact. Currently, the IR indicators are either at the organizational level, and do not distinguish, for example, between Civil Society Organizations that are gender-based or promote gender equality from those that do not (IR 3.1) or in measuring the number of business association that advance (IR 3.2) does not distinguish between those that are advancing women's economic empowerment and those concerned more with other issues. These are possible ways to fine-tune the indicators to ensure that, in the end, an improvement in gender equality can be accurately measured rather than simply number of women included.
- Continue to work on reforming the Land Act regarding inheritance of land by women.
- Continue to support advocacy efforts to revise the NGO bill. Given that many women's organizations support positions contrary to official policy positions of the Tanzanian government, the current bill, with its restrictions on working against the government, is especially problematical for women's groups.

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[26] Cooksey et al., "An Assessment of the Impact of the Civic Education Program on the 1995 Presidential and Parliamentary Elections in the United Republic of Tanzania." Dar es Salaam.

C. <u>Identifying Gender Based Constraints and Opportunities for Actions by the SO teams</u>

Table 6 presents an outline of a process to help identify what sorts of actions can be taken in specific activities to redress gender-based constraints that limit women's full and equal participation in society. Gender-based constraints can be formal laws, attitudes, perceptions, values, or practices (cultural, institutional, political, or economic) that inhibit either men's or women's access to resources or opportunities of any type. Customary laws dictating that men can own land is a gender-based constraint on agricultural production and/or economic growth since it can prevent women from producing and/or marketing crops or obtaining credit for other enterprises when land is required as collateral. Laws that prevent pregnant teenagers from attending school are a gender-based constraint since it disadvantages them relative to boys in obtaining an education and lowers their chances of gaining employment. An HIV/AIDS program that is located in an ante-natal clinic could be a gender-based constraint that inhibits men from getting tested, if a man would be embarrassed by being seen among pregnant women to whom he was neither married nor related.

Many gender-based constraints in Tanzania have been well-documented in the development literature and in many gender analyses that have been carried out. Five are listed in the left hand column of Table 6 as examples.

The next column gives some illustrations of the types of conditions that gender-based constraints create. Poverty is a gender-based constraint because it affects women differently than men; in fact, it affects women more than men, since in Tanzania women in paid employment as well as those in the informal sector have been found to earn half as much as men. Until recently, women had difficulty owning land under statutory law, and they still are having difficulties inheriting it, resulting in their having lower capital stocks. Because women are more likely to be responsible for the home and children, they are also limited in the options they can pursue to earn more income. Poverty therefore creates differently harsh circumstances for women than for men.

The third column considers these differences and illustrates what types of problems it may create that would be relevant to SO teams considering possible programs, activities, or interventions. Research in Tanzania and elsewhere has shown that girls and women often become vulnerable to men seeking sex because they are poor, and they are able to gain some resources (cash, shelter, clothing, food, alcohol, tobacco, or drugs) by sleeping with these "sugar daddies" or by becoming commercial sex workers. The problem is compounded because a) "culturally women are socialized to please men," b) prostitution is illegal in Tanzania, and c) men are not considered to be prostitutes even when they engage in sex for sale. [27]

In the last column, options for gender sensitive interventions are suggested (and obviously this list could be quite long). In the case of negotiating for safe sex, interventions might range from providing condoms to both men and women (short-term, relatively low cost, may be difficult for a girl or woman to insist on), providing information about the risks of unprotected sex, providing counseling and testing services, to establishing a program to provide training and/or alternate employment for women so that prostitution is no longer their only

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[27] Mukangara and Koda, 30.

option. Which intervention is the "right" one will depend on the specific circumstances being addressed.

Determining the "right" intervention and the "right" gender sensitive indicator to measure progress for that intervention can be very complicated. In one Latin American example case, a reproductive health program was using an indicator that measured the percentage of men and of women who had received instruction about menstruation as part of a program on birth control. In that area, men and women had thought that it was safe to have intercourse without risk of pregnancy for a few days in the middle of the menstrual cycle. In that case, increasing the percentage of men and women being taught the biomedical version of reproduction was thought to be a measure of program success. It soon turned out that as men learned more about the biomedical model, women lost their ability to negotiate for when they would sleep with their partners. The increasing and presumable positive indicator numbers were actually reflecting a negative shift in women's agency.

Table 6: Examples of Gender Constraints and Opportunities for SO Teams

Key Gender Constraints	Create the following conditions	Consequences for SO teams	Possible Actions
Poverty	Women's income levels are 50% of men Minimal credit &/or non-financial services exist to support enterprise development	SO1: affects women's abilities to negotiate for safe sex SO9: affects women's ability to build enterprises *SO3: affects women's vulnerability to domestic violence*	Link SO1 and SO9 activities (e.g., proposed Muheza orange growing activity) *Develop activity to improve police awareness of domestic violence issues*
Culturally Mediated Gender Ideologies	Expectation that women will support household consumption requirements & provide unpaid time to maintain the household *Gender stereotyping on the job or about job choices* Men and women have distinct spheres of budget responsibility that vary by ethnic group *Creates different constructions of masculinity and femininity*	SO1: consider the design of home-based care programs (HIV/AIDS) SO2&9: consider the design of new economic activities *SO3: affects ability to increase women's involvement in government positions, leadership positions; SO2: may affect women's opportunities in some community-based NRM options* SO2&9: consider the design of new economic activities (e.g. – difference between coffee and oranges, SO9) *SO1: affects design, implementation of health/contraceptive services*	Build on example of the orange-fleshed sweet potato nutrition project linking nutrition and income generation *Develop activity to address men's attitudes towards women members of parliament; Provide guidance to women on effective campaign techniques* Include in baseline surveys information about household budget responsibilities; build income-earning opportunities for both men and women into activities *Carry out study on construction of masculinity among key cultural groups for USAID programming*
Sex Discriminatory Legal Framework	Employment ordinances restrict women's work (hours, industries, return to employment) *Land law restricts inheritance rights of women*	SO3: affects ability of women to run for office, return to place of employment *SO9: affects ability of women to accumulate assets*	Encourage NGO advocacy on key laws that inhibit full employment of women *Continue efforts to advocate for changes in inheritance laws*
Sex Discriminatory Customary Laws	Inheritance laws are biased against women in many cultures *Encourages early marriage or widow inheritance among some groups*	SO9: affects women's ability to accumulate assets *SO1: affects women's health and contraceptive options*	Develop activities to improve legal literacy for both men and women; Support the establishment of legal aid clinics or other legal services for the poor *Carry out life cycle "mapping" exercise to identify appropriate points of intervention*
Lack of Knowledge and/or Institutional Capacity	Women have lower levels of education and training	SO9: affects women's ability to build enterprises	SO9: Provide business development services and training

VI.   Findings and Recommendations for the Future – A Draft Plan of Action

This last section pulls together the threads that have been presented in the preceding parts of the report to provide a review of the central findings as well as an explanation of both the general and sector-specific findings discussed at greater length earlier.

A. Findings

1. There is significant support for strengthening the mission's ability to mainstream gender into its programs across the SO teams and among program staff. The Mission Director and key program staff are committed to finding mechanisms to provide the technical staff with the resources they need to "keep gender on the radar screen" both in the development of the new strategy and in the implementation of its programs. The mission needs to help its staff transform its existing wealth of tacit knowledge about gender into explicit elements of the country strategy.

2. The current mission portfolio provides examples of activities (in process or recently completely) that either address gender-based constraints and/or promote gender mainstreaming and which offer ideas for new directions (e.g., focus groups among teens and young adults on appropriate HIV/AIDS awareness measures (SO1); negotiating skills for safe sex and improving decision-making about sexual behaviors (SO1); mobilizing men and women in communities for income-generating conservation efforts (SO2); support of NGO advocacy on key legislation affecting women's rights to land (SO3)).

3. In Tanzania, the national government has an extremely high level of awareness and commitment to addressing gender inequalities. It is a signatory to the 1995 Beijing Platform for Action calling for gender mainstreaming as the method for achieving gender equality. Tanzania's vision 2025 sets as its goal: "…racial and gender imbalances will have been redressed….[A]ll social relations and processes which manifest and breed inequality, in all aspects of the society…will have been reformed." The newly reorganized Ministry for Gender and Community Development is working to place and/or support positions of gender expertise within selected ministries and to organize and operate a centralized national database on gender.

4. In Tanzania, the academic and NGO communities have long-standing and sophisticated gender expertise and resources that can be made available to the mission as well as to partner organizations to put the government's vision into practice. Women's advocacy groups exist in most sectors (e.g., Tanzania Media Women's Association (TAMWA), Tanzania Gender Networking Programme (TGNP), Tanzania Association of Women Lawyers (TAWLA)). (See examples in Annex 4.)

5. The SO teams and partner organizations reflect different levels of understanding of gender and/or experience with gender analysis. Efforts are needed to develop a common vocabulary, set of goals, and processes for integrating gender into program activities, Results Frameworks, and reporting.

6. SO teams and partner organizations were generally familiar with and able to document ways in which gender issues are likely to affect the results achieved by their programs as required by the ADS. Without exception, these same groups reported difficulties in assessing whether or not their program activities would impact (or to what extent) gender relations more generally, indicating a need for clear conceptualization of the gender relations that affect program performance and better indicators of gendered impact.

7. Improve responses to the question in the Portfolio Implementation Review Forms, under Section H 1, "Progress/opportunities/obstacles related to gender." While having this question is a good start, many CTOs left this question blank – even those whose activities had gender issues on which they might have reported. Developing some guidance on how to answer this question might be helpful. An activity dealing with some aspect of credit or loans might use the following questions (sample (simplistic) answers provided):

Question	Answer
What are the major gender-based constraints affecting this activity?	Women are unable to easily get a loan for farm machinery because they do not own land in their own names.
Was there sex-disaggregated data collected for this activity? If so, report it; if not, explain why.	Yes. 19 women received loans this quarter from the Benki ya Dhahabu compared to 53 men.
What is the significance of the data reported?	This is an improvement over last quarter when only 2 women received loans.
To what can you attribute the change?	Announcements were made on the radio about loan availability for women and what criteria were used to qualify.

8. Additional support will be needed within the mission to ensure the implementation of gender as a crosscutting theme in the new strategy. Currently, the job description of the Gender Focal Point allocates only a small portion of time to this charge with the bulk of the position devoted to other program responsibilities. This would not be sufficient to provide the level of involvement needed to give gender issues a high profile in all the SO teams. *[Since the team's visit in May/June 2003, the mission received permission to hire a coordinator for the Program Support Objective (PSO) whose job description would include 30% time spent on gender integration issues].*

9. The procurement process as currently constituted does not clearly define who has the final responsibility for ensuring attention to gender requirements between the SO teams, the Tanzania procurement officers, and the Regional Economic Development Services Office (REDSO) procurement officers.

10. The mission does not have a current WID action plan. According to earlier gender analyses, an action plan was originally drafted in 1989 and revised in 1992.

B. *Recommendations*

"In the long term, the success of a strategy for mainstreaming [gender] depends on in-house capacities. While inputs from experts, consultants and external resource persons will always be required, it is essential that staff are aware of and share organizational goals on gender mainstreaming, and have the basic competencies to translate them into actions in appropriate ways at their own levels."
(www.undp.org.in/report/gstrat/strat-9.html)

General Recommendations

As a process to improve the integration of gender into its programs, the report recommends that USAID/Tanzania:

1. Either hire a part-time gender coordinator to support the work of the WID officer or identify ways to increase available staff time devoted to gender issues through, possibly, shifting work assignments so that a larger proportion of the designated WID officer's time can be allocated to supporting gender mainstreaming, and by encouraging interested individuals to form a Gender Working Group.

One of the first tasks for the group or the WID officer should be to collect and review the previously completed and current gender assessments and identify gaps in knowledge or application. A second task could be to begin to collect or locate other relevant documentation relating to gender (by other donors, local groups, and scholars) and develop a system to share it with Strategic Objective Teams. A third task could be to identify and maintain a roster of local groups and/or consultants with gender expertise.

2. Develop a consistent definition and approach to gender across SO teams.

USAID/Tanzania is proposing to establish a PSO to develop linkages between crosscutting themes (one of them being gender) and Strategic Objectives. This promises to be a particularly useful approach for mainstreaming gender. It will afford the mission the ability to integrate attention to gender at both the conceptual and the practical levels. It will bring together SO team leaders and program staff – including the WID officer as a flexible management unit, thereby providing them the opportunity to work together to develop a consistent definition and approach to gender across and within SO teams. Gender training can be offered to the PSO team to create a common understanding of gender and identify the key gender-based constraints for each SO. Each SO team leader can then arrange for the appropriate level of gender training and/or support for each team.

3. Ensure the regular review and integration of gender issues into procurement documents.

The mission needs to identify a process for incorporating attention into the procurement process so that gender will be integrated into program outcomes. The PSO team is an excellent

vehicle for reviewing and integrating attention to gender into all phases of the procurement process, from the formulation of the RFAs and RFPs and their evaluation criteria to the writing of Scopes of Work and other aspects of contracting. Coordination of effort can have enormous payoffs in clarifying exactly what elements of gender are critical to the mission portfolio, developing appropriate evaluation criteria (e.g., do the organizations responding to the RFAs and RFPs have the appropriate gender expertise on their staff; are adequate resources budgeted for collection of relevant sex-disaggregated data), assuring standardized measurements, and thereby streamlining the process. The procurement officers in Tanzania could also benefit from a brief review of the new ADS requirements on gender integration and analysis. A meeting of each SO team and the Tanzania procurement office together with the contracts officer in Nairobi might also be useful to clarify not only the actual requirements, but also each group's relevant responsibilities for seeing that they are addressed in both the technical and managerial components.

4. Support the integration of gender issues into Results Frameworks and Performance Monitoring Plans.

As part of the Strategic Planning Process, the mission should allocate or obtain resources (e.g., possibly through the WID IQC STTA&T TO) to provide sector-specific gender expertise to assist in the formulation of the Results Frameworks at its September-October retreat. This is a key entry point for later determination of whether or not program results have been able to change gender relations towards a more equitable outcome. Unless the link between the key gender-based constraint for the sector and activity and the indicator measurement is made explicit in the Results Framework, it will not be possible to determine at evaluation whether gender relations have been affected.

5. Develop a Monitoring and Evaluation system for identifying and reporting on gender-related issues within each activity.

Ten years ago, in 1993, a previous gender assessment of USAID/Tanzania pointed out a need for "a reporting system that, without imposing excessive burdens on project managers, is capable of providing timely and pertinent information on gender-related accomplishments of particular project and program activities" (Fleuret 1993: 3). Such a system is still needed. In the design of each new or continuing activity, the following questions should be answered:

- What initial gender-based conditions might influence project implementation?
- What are specific gender-related objectives the project is expected to achieve?
- What indicators will measure how well these objectives are being met?
- What steps will be taken to ensure that these objectives will be achieved?
- What are the project's gender-related accomplishments to date?
- What modifications or adaptations in project design, implementation, or monitoring might be required to assure the desired outcomes? (Adapted from Fleuret 1993.)

6. Develop a comprehensive database of gender statistics and gender resources in the country.

Working with the academic, NGO, and government resources already available in Tanzania, as well as the gender expertise available through USAID, the PSO team or other gender working group, with support from the designated gender resource person or WID officer, can develop a database relevant to the mission's current and planned activities. Ideally, the database will codify baseline data and be regularly updated through monitoring and evaluation of gender indicators that are linked to the Results Frameworks.

7. Provide additional support on gender to the mission by using the PSO to contract out for gender expertise.

Resources available to the mission include assessments carried out on several of the current programs as well as the Africa Bureau, WID office, and sectoral office resources on the world wide web (see annexes of this report for selected references). Other donors have also prepared numerous tools for gender assessment, program design, implementation, monitoring, and evaluation. One obstacle is making the time available for research and dissemination of these materials on a targeted basis to SO teams since the gender focal point has other responsibilities. One possibility would be to contract for support from a group with multi-sectoral gender expertise that could provide training, guidance, and assistance in the preparation of specialized reports or assessments as needed in the strategic planning process and during program implementation. Using a single source to coordinate this input would help in creating a consistent approach to gender across the mission.

8. Offer gender training and/or technical assistance as needed to SO team members and other mission staff and integrate gender into other training.

The level of awareness of the importance of integrating gender among mission staff is generally high. However, they requested training and/or support in identifying the specific steps that would improve the integration of gender into their programs. Making training and/or technical support available as needed on a sector-specific basis is a key part of gender mainstreaming. Those who participate in training program can be encouraged to share materials and knowledge with other staff and/or other SO teams.

9. Establish incentives for successfully integrating gender.

Achieving improved development results is the ultimate incentive for successfully integrating gender into program activities, but it is not inappropriate to establish within the mission more direct incentives for improving attention to gender in its activities.

10. Continue to build capacity for gender mainstreaming in partner organizations by:

- Integrating gender training into partner organizations

Building on efforts already in place in some mission activities, implementation of the new strategy could ensure gender training for partner organizations during the planning phase of

new activities. Such training has been incorporated in the CARE Voluntary Health Sector Programme as well as in PACT Tanzania's Tanzania Advocacy Partnership Program (TAPP). Similar efforts could be put into place in the Economic Growth DAI/PESA activity and/or activities in natural resource management. Such trainings could be provided by local gender groups such as the Tanzania Gender Networking Program (TGNP) which has recently redesigned its seminar and training program, and includes courses on "Gender and Organizational Development," "Gender Policy and HIV/AIDS," and "Lobbying, Advocacy, Coalition Building, and Networking," among others.

- Insisting on the collection of appropriate sex-disaggregated data and indicators of impact on gender relations

Representatives from partner organizations frequently noted that while gender analysis was not possible without sex-disaggregated data, they were not always asked or able to collect the appropriate data to permit analysis of the relevant gender issues. One interviewee, for example, noted that they are often asked to collect sex-disaggregated data on activities women have historically been expected to do but which may not be relevant in today's changing society. Indicators should be oriented to measuring desired changes. As discussed in other sections, if women are already equally or over-represented in a certain group, it is not helpful to continue to collect information about their participation in that area. Better indicators measure change in the relationship between men's and women's participation, income, skill-levels, etc.

- Building in time for the evaluation of the gender implications of program activities and identification of lessons learned

Representatives from partner organizations frequently voiced concern that the funding cycle for their activities did not permit thoughtful evaluation of gender impact, either because the time period was too short for results to become visible and/or because the time period did not allow adequate time for evaluation of the data collected and dissemination of the results. One respondent said, "When a project lifespan is so short, it is hard to measure gender impact, [since such changes] take time to take root. You [try] to say what has happened, but it is not always tangible." In a two or three year project, this may mean adding resources to the budget to allow an outside evaluator to assess gender impact.

Sector-Specific Recommendations

SO1 Health and HIV/AIDS

- Continue to strategize how to engage men more fully in family planning and reproductive health efforts.
- Work to increase attendance at voluntary counseling and testing clinics; consider if access reflects gender by virtue of location, cost, privacy, etc. What incentives might be identified?
- Develop a set of gendered life cycle charts to help identify new programs and points of intervention (see Figure 1).

- Continue to stress the collection of sex-disaggregated data, along with analysis plans to permit modification of implementation as needed.
- Research the issue of masculinity among different populations in Tanzania to help identify gender identities and behaviors that limit men's involvement in their own health and that of their partners.
- Collaborate with SO9 and SO2 to identify opportunities to increase women's economic power.

SO2 Natural Resource Management

- Working with sector-specific gender experts, develop a chart to guide CTO management of gender integration through the project cycle:
  e.g.
    i. Incorporate requirements for gender reporting and measurement in RFAs and RFPs;
    ii. Define desired program outcomes related to gender;
    iii. Collect data on gender relations, roles, and identities in target project communities;
    iv. Analyze data for gender differences that may affect program outcomes;
    v. Design program elements to address gender issues;
    vi. Monitor and evaluate effectiveness of program elements designed to address gender issues.[28]
- Develop methods for monitoring the gender benefits of economic returns to communities from NRM activities.
- Work with SO9 and SO3 to improve women's access to land and other property by reform of the Land Act.
- Identify and document gender roles in the conservation of bio-diversity in main regions of USAID programs.
- Identify possible program topics on gender and water issues.

SO3 Democracy & Governance

- To improve the gender considerations in the TAPP program, a module in gender organization and advocacy, such as the one offered by TGNP, could be added to those provided by Pact Tanzania.
- Review existing studies or carry out new research on how Tanzania women get information about elections and electoral issues.
- Design a series of radio (and maybe TV programs or newspaper articles) on models for female political leadership, based on contemporary and historical models for civic engagement.
- Increasing the number of gender-based NGOs with which it works (already an SO goal).
- Develop good indicators of gender impact.

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[28] Draft outline on gender integration in the project cycle by Debbie Caro, prepared for the WID office, 2001.

- Continue to work on reforming the Land Act regarding inheritance of land by women.
- Continue to support advocacy efforts to revise the NGO bill.

SO9 Economic Growth and Agriculture

- Document gendered patterns of land tenure, income levels and sources, agricultural division of labor as they relate to potential crops for development to ensure men and women are both empowered by those investments. Work with local women's NGOs such as TGNP or Envirocare to help women's producer organization improve both their advocacy skills on issues such as property rights and inheritance and their business and organizational skills (see Annex 6).
- Enhance gender equality through linking activities across sectors:
    i. Build on SO1 successes in HIV/AIDS work to design a component that provides education about health risks associated with commercial sex and/or causal sex into an activity that will likely increase rural to urban migration or bring urban migrant workers into rural areas (linking SO9 and SO1);
    ii. Consider nutritional impact in choosing crops under a commodity-based approach (e.g., smallholder dairying that benefits women and children v. sugarcane or sisal cultivation) (linking SO9 and SO1);
    iii. Working towards establishing inheritable property rights for women and inform women of their legal rights to property (linking SO9 with SO3);
    iv. Ensuring community based NRM conservation benefits flow down to both men and women in the community (linking SO9 and SO2).
- Support women's participation in and benefits from the formation of new producer/marketing groups forming under the PESA program.
- Seek to help women benefit from investments in "men's crops" and men to benefit from investments in "women's crops" with gender equity as the goal.
- Confirm that the new SO9 team leader is familiar with the ADS requirements for gender.

Annex 1: Revised Scope of Work

GENDER ANALYSIS, USAID/TANZANIA

Background

USAID/Tanzania is currently developing a new Integrated Strategic Plan (ISP) for 2005-2015. The Mission's Concept Paper (CP) for this ISP, is in draft form, and will be submitted to Washington for approval in April 2003. Since the Mission is in the early stages of developing its CP and ISP, the undertaking of a gender analysis is most appropriate as such an analysis can help to guide the CP and CSP design and formulation. Additionally, the gender equity goals of the Mission can be identified such that a streamlined and integrated sustainable gender vision be developed that builds on the current Strategy and informs the new one.

Among the technical analyses and assessments that the Mission is required to conduct during the strategic planning process is a gender analysis. Agency technical guidance (ADS 201.3.4.11) states: "Strategic Plans must reflect attention to gender efforts to improve the status of women by taking into account not only the differential roles of men and women, but also the relationship and balance between them and the institutional structures that support them. Specifically, analytical work performed in the planning and development of Results Frameworks should address at least two questions: (1) how will gender relations affect the achievement of results; and (2) how will results affect the relative status of women. "Gender" is not a separate sector to be analyzed and reported in isolation. Instead, gender mainstreaming requires that gender analysis be applied to each set of issues that is considered in the development of the Strategic Plan."

At this time, the Mission proposes assistance at the SO or SPO level in four areas for inclusion in its CP and potentially its new ISP four proposed strategic objectives:

- *Health and HIV/AIDS*
- *Environment/natural resources management*
- *Democracy/governance*
- *Economic Growth*

The Mission also plans to shepherd linkages among SOs with regard to cross-cutting themes and issues, which may include Education and/or ICT.

Objectives

1. Given the Agency requirements and the Mission's own interest, the proposed Gender Analysis will address the following objectives:

To identify the critical gender-based and other socio-cultural constraints to equitable[29] participation and access of men and women to programs and services in the sectors in which USAID/ Tanzania implements its program, including economic growth and agriculture,

- natural resource management, population, maternal health and child survival, infectious diseases, HIV/AIDS, and democracy and governance;

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[29] Spps/bud/docs/genderSOW/2/27/03

- To identify strategies and approaches USAID/Tanzania can use to enhance the accessibility and equitability of its programs, for both men and women;
- To analyze the potential impacts of the Mission's proposed strategic approaches on the relative status of men and women in Tanzania;
- To build upon USAID's experience and comparative advantage in specific areas;
- To assess key USAID/Tanzania partner and GOT policies and programs relating to gender and identify opportunities for collaboration and mutual strengthening of gendered approaches between USAID and GOT;
- To identify those gender issues that have the greatest potential impact on Tanzania's economic development;
- To recommend a general approach to funding, managing, monitoring, and coordinating the Mission's cross-cutting emphasis on gender equity and increased participation of women and men in Mission programs.

2. Based on the Gender Assessment, design a Gender Action Plan that lays out the steps for mainstreaming gender in Mission policies and activities. The Action Plan should:

- Address the operationalization of gender considerations from the perspective of technical offices, Program offices, and Mission management
- Outline under each strategic objective and intermediate result the key role of gender.
- Provide recommendations on how to develop gender-sensitive indicators of program impact and approaches for the collection and analysis of sex-disaggregated data (See ADS 201.3.4.b).
- Provide suggestions on how to develop a gender-sensitive Performance Monitoring Plan for each SO.

Methodology/Approach

1. Comprehensive literature review of pertinent documents including: (a) studies and assessments conducted by donors, NGOs, GOT, and the academic community, especially in regards to studies documenting the traditional status of women and the changes which have occurred and, (b) USAID documents including but not limited to the existing USAID/Tanzania ISP, annual reports, the Concept Paper, strategic implementation plans, situation analyses, sector assessments, PMPs, evaluations and proposals.

2. Discussions and interviews with key donors, NGOs active in gender issues, and GOT officials. The consultants will be expected to develop a list of key contacts and to provide the list to USAID;

3. Meetings with USAID implementing partners (contractors, grantees, PVOs/NGOs) and each SO team; the SO teams will assist with identifying the most important partner contacts;

4. Site visits to project activities based on identified geographic focus areas for each SO.

Deliverables

1. Workplan/schedule: Within three working days after the starting date of the consultancy;

2. Draft Gender Analysis: Upon the completion of 27 working days, in hard and electronic versions. An oral debriefing will also be scheduled.

3. Final Gender Analysis: Within five working days after receipt of written Mission comments.

4. Draft Gender Action Plan: Upon completion of the Gender Analysis, within three working days, in hard and electronic versions. An oral debriefing will also be scheduled.

5. Final Gender Action Plan: Within 2 working days after receipt of written Mission comments.

Level of Effort and Timing

The gender analysis will require approximately six weeks of effort, based on a six-day work week, and will require a team of two individuals. 27 working days are available for the production of the draft gender analysis report, with an additional three (3) days for revisions based on Mission input. The Gender Action Plan will require an additional 4 working days for production of the draft report, with an additional 2 days for revisions based on Mission input.

The task will be carried out beginning on ~~April 3, 2003~~ May 2003.

Expertise Required

The gender analysis will require a team of ~~three~~ two experts:

1. Social scientist/team leader with Master's or above in sociology, gender studies, anthropology, political science, economics or rural development. Minimum of five years post-degree experience analyzing gender issues in East Africa. Previous experience in Tanzania highly desirable. Excellent English-language writing skills mandatory. Must possess computer skills in word processing and spreadsheets. Must be knowledgeable about USAID programming policy and gender analysis requirements.
2. One Tanzanian professional. Must possess at least a master's degree in a social science or development field. At minimum three years' post-degree experience in gender analysis in Tanzania. Knowledge of PVOs/NGOs in Tanzania that address gender issues. Knowledge of GOT and USG gender policies. Complementary expertise on different geographical areas of the country.

~~The third member of the team will be Afia Zakiya, the Africa Bureau Gender Analyst.~~

The gender focal person at USAID/Tanzania will coordinate and provide oversight and logistics while the mission's monitoring and evaluation person will provide technical assistance to the gender analysis team.

Annex 2: Contacts and Schedule of Meetings

May 19, 2003, USAID/Tanzania, Dar es Salaam
Rose Mushi, Consultant, attended Portfolio Review with SO2 Team on Natural Resources

May 20, 2003, USAID/Tanzania, Dar es Salaam
Deborah Rubin and Rose Mushi attended Portfolio Review with SO9 Team on Economic Growth
Hedwiga Mbuya, USAID Development Program Specialist
Jimmy Msaki, USAID Program Assistant

May 21, 2003, USAID/Tanzania, Dar es Salaam
Rubin and Mushi attended Portfolio Review with SO1 Team on Health
Meeting with S02 team, Natural Resource Management (NRM):
Sheila Nasser, Administrative Assistant
Gilbert Kajuna, Mission Environmental Officer
Jeremiah Daffa, Leader, Tanzania Coastal Management Partnership (TCMP)
Daniel Moore, SO2 (NRM) Team Leader
Hedwiga Mbuya, USAID Development Program Specialist

May 22, 2003, USAID/Tanzania, Dar es Salaam
Rubin and Mushi attended Portfolio Review with SO3 Team on Democracy and Governance
Meeting with SO9 team, Economic Growth:
Rob Bertram, USAID/W
Todd Lofgren, USAID/W, Country Development Officer
Nuru Mtulia, Junior Project Management Specialist
Onesmo Shuma, Project Management Specialist
Meeting with SO1 team, Health:
Janis Timberlake, Team Leader NGO
Vicky Chuwa, Program Management Specialist
Lisa Balwin, Technical Advisor, BCC
Hedwiga Mbuya, USAID Development Program Specialist
Meeting with SO3 team, Democracy and Governance:
Sean Hall, Team Leader
Maggie Hiza, Project Management Specialist

May 23, 2003, USAID/Tanzania, Dar es Salaam
Rubin and Mushi attended Issues meeting on the Concept Paper
Rubin, Travel to Tanga with Robert Bertram, USAID/W, Michael Field, USAID/W, and Todd Lofgren, USAID/W.

May 24, 2003 (Rubin), Travel from Tanga to Arusha with USAID team
Muheza District, Tanga Region:
Joyce Mgana, District Commissioner
Paul Kyankaisho, District Extension Officer
Nahida Mbwana, District Horticulturalist
Two orange farmers in Kwabada Village

May 25, 2003 (Rubin, Arusha)
Dr. M. L. Chadha, Director, Asian Vegetable Research and Development Centre (AVRDC)
Dr. Mel O. Oluoch, Training Specialist, AVRDC
Hassan Mndiga, Assistant Training Officer, AVRDC
Drissa Slue, Research Plant Pathologist, AVRDC
Josephine Simon Kishapyi, Community Conservation Officer (Gender) and members of the Naisho Women's
        Group, Esilalei Village, Mto wa Mbu
Davis Mzirai, Driver, Africa Wildlife Foundation

May 26, 2003 (Rubin, Arusha)

Paul Stuart, TechnoServe Tanzania
William Massawe, Program Coordinator, TechnoServe Tanzania
Mr. Shao, Chairman, Mrimbo-Uwoo, Coffee Farmers' Cooperative
Mr. Kale, Mr. Lyimo, Mr. Massawe, Mr. Kiaro, Mr. Male, Mrimbo-Uwoo members
Mrs. Shao, Ward Agricultural Extension Officer, Mwika South

May 27, 2003 (Rubin, Arusha & Moshi)
Joe Carvalho, Land O'Lakes, Inc.
Mrs. Elizabeth Njiu, country Co-coordinator, Land O'Lakes, Inc.
Edmund Moshy, Promotion Specialist, International Division, Land O'Lakes, Inc.
David Odongo, Business Development Specialist, International Development, Land O'Lakes, Inc.
Mr. Ephatha N.S. Nnkoh, Chairman, Meru Dairy Farmers Association (MEDAFA), Usa River
Mrs. Bertha Nnkoh, Manager, Mountain Green Cheese, Usa River
Mrs. Margaret Silikwa, Chairwoman, KIJIMO Women's Dairy Collection Center, Meru
Lenny Mwamara, Manager, New Northern Creameries
Ndinini Kimesera, Chief Executive, Maasai Women Development Organization
(Mushi, Dar es Salaam)
Zaina Mwaimu, Gender Programme Officer, Royal Netherlands Embassy
Riestuta Lasway, Education Specialist, World Bank, Dar es Salaam

May 28, 2003 (Rubin and Mushi, Dar es Salaam)
Dr. Binagwa Fulgence, Chief of Party, Voluntary Sector Health Program/CARE International
Dr. Annefrida Kisesa, Programme Manager, Voluntary Counseling and Testing Program, AMREF Tanzania
Mary Kabatange, Team Leader, Poverty, Environment, and Gender Unit, UNDP
Ms. Anne Ouma, Gender Specialist, Poverty, Environment, and Gender Unit, UNDP

May 29, 2003 Dar es Salaam
Loyce Lema, Director, ENVIROCARE
Frederick Msigala, Department Head, Human Resources, ENVIROCARE
Joseph Burke, Chief of Party, Development Alternatives Inc./PESA project

May 30, 2003 Dar es Salaam
Hussein Sosovele, Project Coordinator, Policy Implementation Program, World Wildlife Fund
Vanessa Williams, Resident Representative, Africare
Nora Pendaeli-Mhina, Program Officer/M&E Specialist, Pact Tanzania

June 2, 2003, Dar es Salaam
Jimmy Msaki, USAID Program Assistant
Usu Mallya, Head of Program, Training Capacity Building, Tanzania Gender Networking Programme
Edine Mangesho, Director of Gender Development, Ministry of Gender and Community Development
Zayumba, Director of Planning and Research, Ministry of Gender and Community Development
Constance Gabusa, Acting Assistant Director, Ministry of Gender and Community Development

June 3, 2003
Sam Kiranga, USAID Acquisition Specialist
Debriefing at USAID mission

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Annex 4: A Partial Listing of Tanzanian NGOs Working on Gender Issues

The *Environment, Human Rights Care, and Gender Organization (ENVIROCARE)*
Envirocare is an NGO that was formed and registered in 1993. Based on the belief that human
rights abuses, environmental degradation, and poverty and linked, it works to raise awareness
about the cultural norms, values, and practices that create gender-based constraints and limit
women's effective participation in development. Envirocare received a USAID/EGAT/WID
grant in 2001 to enhance legal literacy for men and women in Tanzania.
Main Office: Mlalakuwa Road, Dar es Salaam
Address: P.O. Box 9824
Dar es Salaam, Tanzania
Phone: 255 22 2775592
Fax: 255 22 270 1407
E-mail: envirocare@cats-net.com

Maasai Women Development Organization (MWDO)
Founded in 2000, the MWDO promotes basic human rights for Maasai women. It carries out
programs in the four areas of Advocacy and Human Rights, Education and Community Health,
Income Generation, and the Environment. It has recently begun a program to bring volunteers
from outside of Tanzania to live in a Massai village and participate in a range of cultural
activities while helping to provide education and HIV/AIDS awareness.
Ndinini Kimesera, Executive Director
Maasai Women Development Organization
PO Box 1540
Arusha, Tanzania
http://maasaiwomentanzania.tripod.com
E-mail: maawomen@yahoo.com

Tanzania Association of Non-Governmental Organization (TANGO) is an umbrella
organization that carries out capacity building for NGOs in Tanzania, many of which address
gender issues.
P.O. Box 31147
Dar es Salaam
E-mail: tango@africaonline.co.tz

The *Tanzania Gender Networking Programme (TGNP)* started operations in 1993 as a part of
the preparation for the Fifth International Conference on Women held in Beijing, China in 1995.
A registered NGO, it has become a well-known advocacy group promoting gender equality and
social equity through the empowerment of women and other marginalized people. TGNP works
in four areas, including: Training, Capacity Building, and Outreach; Information Generation and
Dissemination; Activism, Lobbying and Advocacy, and Program Support and Management.
TGNP offers a wide range of training courses, houses an extensive library on gender issues, and
runs a publication program.
http://www.tgnp.co.tz
P.O. Box 8921, Dar es Salaam, Tanzania
Gender Resource Centre, Mabibo Road, adjacent National Institute of Transport, DSM

Tanzanian Media Women Association (TAMWA) was started in 1987. It works to capture the history of women in broadcasting and journalism and to promote positive images of women in the media.
P.O. Box 8981
Dar es Salaam, Tanzania
tamwa@raha.com

Tanzania Women Lawyers' Association (TAWLA) was established in 1990 to provide women lawyers in Tanzania an organization for support and guidance in professional advancement and offer a way to work as activists on cases that would help to safeguard women's legal and common rights. Its main objective is to promote equal rights and justice for women in all spheres of life.
P.O. Box 9460
Zanaki Street
Dar es Salaam, Tanzania
E-mail: tawla@raha.com

Women Advancement Trust (WAT) was founded as an NGO in Tanzania in 1989. Its focus is on women's constitutional and human rights, especially with respect to promoting equal rights of access to land, to property ownership, to adequate housing and to inheritance. They have four programs on the topics of land rights, housing cooperatives, youth training in construction, and micro-credit.
Ufipa Street, Kinondoni
PO Box 5914
Dar es Salaam
http://www.wat.kabissa.org

Women in Law and Development in Africa (WILDAF) headquarters are in Zimbabwe, but it has offices and members in twenty-six nations across Africa, including Tanzania. Since its founding in 1990, it has worked to promote "a culture for the exercise and respect for women's rights in Africa."
http://www.hri.ca/partners/wildaf

Women Wake Up (WOWAP) was established in 1996 to counter a range of local cultural practices that negatively affect the health of women and children, such as female genital cutting, child marriages, wife beating and other gender-based violence, and nutritional taboos. It is based in Dodoma, Tanzania.

Annex 5: Key Terms in Gender Assessments

The statement that gender is not synonymous with sex is now widely accepted if not wholly understood. Where **sex** is the biological differences that define males and females primarily (but not exclusively) according to reproductive capabilities or potentialities, **gender** refers to

> the economic, social, political and cultural attributes and opportunities associated with being male and female….The nature of gender definitions (what it means to be male and female) and patterns of inequality vary among cultures and change over time.[30]

The implication of this distinction is that gender differences and the categories that they correspond to should not be assumed but investigated, since they will vary both from one context to another as well as one time period to another. Investigation does not necessarily require primary data collection. A vast literature and network of experts exists, largely but not solely in the social sciences, documenting gender relations in most cultural settings around the world and identifying key gender constraints for development work (see selected bibliography in Annex 4). The general literature on Tanzania is relatively good, although the quality varies across sectors, regions, and ethnic groups.

Gender Equality[31] refers to the ability of men and women to have equal opportunities and life chances. A recent World Bank policy report on gender identifies three dimensions as "equality under the law, equality of opportunity…, and equality of voice (the ability to influence and contribute to the development process)" (2001: 3). As stated in the DAC guidelines on gender (1998),

> the emphasis on gender equality …does not presume a particular model of gender equality for all societies and cultures, but reflects a concern that women and men have equal opportunities to make choices about what gender equality means and work in partnership to achieve it.[32]

Gender equality is a US government endorsed goal of development and development cooperation efforts. It is Goal 3 of the Millennium Development Goals: "Promote gender equality and empower women." (see http://www.developmentgoals.org/About_the_goals.htm).

Two other terms, gender integration and gender mainstreaming, refer to the process working towards the goal of gender equality. **Gender Integration** involves identifying and then addressing gender differences and inequalities during program or activity design, implementation, monitoring, and evaluation. Since the roles and relations of power between men

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[30] OECD: Paris. 1998. DAC Guidelines for Gender Equality and Women's Empowerment in Development Co-operation, page 12-13.
[31] Gender equity is sometimes used synonymously with gender equality, but the latter term has become increasingly preferred.
[32] OECD: Paris. 1998. DAC Guidelines for Gender Equality and Women's Empowerment in Development Co-operation, page 13.

and women affect how an activity gets carried out, attending to these issues on an on-going basis should both achieve more sustainable development outcomes and also achieve greater gender equality. Experience has shown that sustainable changes are not realized through activities focused on women alone. Gender integration is often enhanced through the use of participatory methodologies.

Gender integration involves not only carrying out a gender analysis as part of the planning process of programs or activities as well as ensuring that appropriate indicators are included in project implementation.

Where gender integration has come to refer to the program or activity level, **gender mainstreaming** is more inclusive and goes beyond looking at gender in specific programs. It includes incorporating gender dimensions explicitly into all levels of development effort, including policy formulation, planning, evaluation, budgeting, and decision-making procedures. The term, adopted by the 1995 Fourth World Conference on Women in Beijing, addresses the institutional arrangements that are needed to achieve gender equality. Gender mainstreaming requires that gender issues cannot be treated separately from other development efforts.[33]

Both gender integration and gender mainstreaming rest on the affirmation of gender equality as a basic principle of the organization, necessary for achieving gender equality in the organization's activities. In practice, the organization's activities usually – but not always – involve a focus on women because they are more often in a subordinate position in society, but that focus emerges out of an understanding of unequal relationships rather than unequal roles. Recent research interest in the construction of masculinities is also expanding and the issue of addressing men in gender and development programming is becoming increasingly important.[34]

Most development agencies have over the past twenty years shifted from a terminology of "women in development" (WID) to "gender and development" (GAD).[35] USAID continues to reference the office that addresses gender issues as the Office of Women in Development, but its orientation is consistent with a gender and development approach. Although the terms are often used interchangeably at USAID, there is a conceptual difference, outlined in the following quotation, which also leads to a practical difference:

> A WID focus does not analyze the reasons behind differences in access to resources, services, and opportunities between men and women in a given society or group. It simply designs projects so that these differences are compensated for when necessary. A gender focus identifies the reasons for these differences and their consequences on individuals (men and women), households, communities,

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[33] Gender integration is not always distinguished from mainstreaming, but may be used synonymously.
[34] For a critical approach to this subject, see Sylvia Chant and Matthew Gutmann, 2000, <u>Mainstreaming Men into Gender and Development: Debates, Reflections, and Experiences</u>. UK: Oxfam.
[35] For an early overview of this shift, see Eva Rathgeberger, 1990, "WID, WAD, GAD: Trends in Research and Practice" *The Journal of Developing Areas* 24: 489-502; a more recent review was carried out by Shahrashoub Razavi and Carol Miller, 1995, "From WID to GAD: Conceptual Shifts in the Women and Development Discourse." Occasional Paper No. 1. UN Fourth World Conference on Women. UNRISD.

and economic development in general, and attempts to modify their negative impact.[36]

Gender analysis (or assessment) refers to the socio-economic methodologies that identify and interpret the consequences of gender differences and relations for achieving development objectives as well as the implications of development interventions for changing relations of power between women and men. An examination of gender differences and relations cannot be isolated from the broader social context.

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[36] Murphy, Josette 1995 <u>Gender Issues in World Bank Lending</u>. Washington, D.C.: World Bank, pg. 23.

Annex 6: Summary of Gender-Relevant Statistics

Selected Data about Women in Tanzania		
% of Females (ages 15-49) living in rural areas	76.6%	
Female-headed households (% of total households)	21.8%	
Females who had worked in previous twelve months	54%	
Of those women working, % working in agriculture	76.2%	
Women (ages 15-49) married or living with a partner	66.6%	
Women (ages 15-49) widowed/divorced/separated	10.1%	
Women (ages 15-49) never married or lived with a partner	23.2%	
Median age at first marriage among women 25-49	18.2 years	
Median age at first birth among women 25-49	19.1 years	
Male / Female Comparisons	**Females**	**Males**)
Life expectancy at birth (in 1998)	48%	46%
Stunting in children (0-5 years)	41.5%	43.7%
Wasting in children (0-5 years)	5.2%	5.6%
Underweight in children (0-5 years)	30.2%	27.5%
Expected years of schooling achieved	10 years	7 years
School attendance (7-12 years)	47%	44%
Adult illiteracy (ages 15-49)	36%	17%

Note:

Data drawn from

1. ORC Macro, "Nutrition of Young Children and Mothers in Tanzania" (Findings from the 1999 Tanzania Reproductive and Child Health Survey, produced by Measure DHS+ program), Calverton, MD: ORC Macro, June 2001.

2. 1996 DHS data, compiled November 2001 in Sub-Saharan Africa comparison; Tanzania is mid-range on most figures.

Annex 7: Selected References on Mainstreaming Gender -- General and by Strategic Objective Topic

General

USAID/Africa Bureau's Office of Development Planning has recently posted a website on the internal USAID website that hosts a comprehensive set of resource on gender mainstreaming and gender training as well as a long listing of sector-specific resources and background statistics. Africa Gender Country Profiles are also linked. Many key texts are available electronically through links on the site.
http://inside.usaid.gov/AFR/pose/gender_training.html

USAID Public Website, "Women and Gender Subject Guide" provides a list of links on gender and development issues.
http://www.usaid.gov/regions/afr/abic/guides/widsites.htm

The United Republic of Tanzania website provides useful and mostly up-to-date background information on Tanzania, and is in the process of providing links to several statistical databases. Gender is a topic dealt with under the human resources menu button. Contact information for many local NGOs is also listed.
http://www.tanzania.go.tz/profilef.html

Chant, Sylvia and Matthew Gutmann 2000 Mainstreaming Men into Gender and Development: Debates, Reflections, and Experiences. Oxford, UK: Oxfam GB.

Commonwealth Secretariat 1999 A Practical Guidebook on Establishing Gender Management Systems Aimed Primarily at Governments, NGOs, and Inter-Governmental Agencies. http://www.eldis.org

Fleuret, Anne 1993 "Gender Analysis of USAID/Dar es Salaam." Internal report.

Hafkin, Nancy and Nancy Taggart 2001 Gender, Information Technology, and Developing Countries: An Analytic Study. Washington, D.C.: AED for the Office of Women in Development, USAID.

Taborga, Caroline et al. n.d. Gender Glossary. Rome: World Food Programme. (a helpful and comprehensive guide to vocabulary used in WID and gender discussions as well as brief examples to help bring groups to the same understanding of basic definitions). http://www.wfp.org

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Marck, Jeff 1997 "Aspects of male circumcision in sub-equatorial African culture history," *Health Transition Review, Supplement to Volume 7*, 337-359.

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HIV/AIDS

De Bruyn, M. and N. France 2001 "Participatory Tool to Differentiate Gender from Sex for Sexual Reproductive Health." North Carolina: IPAS. http://www.eldis.org (Gender and HIV/AIDS section)

Gupta, G., D. Whelan, and K. Allendorf 2002 "Integrating Gender into HIV/AIDS Programs: Review Paper for Expert Consultation" Geneva: World Health Organization http://www.unifem.org through Gender and HIV/AIDS portal.

Rugalema, Gabriel with Silke Weigang and James Mbwika 1999 "HIV/AIDS and the Commercial Agricultural Sector of Kenya: Impact, Vulnerability, Susceptibility and Coping Strategies." Rome, Italy: FAO.

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Economic Growth and Agriculture

Doss, Cheryl R. 1999 "Twenty-Five Years of Research on Women Farmers in Africa: Lessons and Implications for Agricultural Research Institutions, with an Annotated Bibliography." CIMMYT Economics Program Paper No. 99-02. Mexico D.F.: CIMMYT.

Fong, Monica S. and Anjana Bhusan 1996 Toolkit on Gender in Agriculture. Gender Toolkit Series No. 1. Washington, D.C.: The World Bank.

Fontana, Marzia, Susaan Joekes, and Rachel Masika 1999 "Global Trade Expansion and Liberalisation: Gender Issues and Impacts" A Study Prepared for DFID. Brighton, England: Institute of Development Studies, University of Sussex.

Food and Agriculture Organization (http://www.fao.org/Gender/gender.htm) Website contains information, basic facts, and lessons learned on topics including: agriculture, division of labor, environment, food security, forestry, nutrition, education and extension, population, fisheries, rural economics. It provides links to other useful websites.

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Natural Resource Management

CGIAR Program on Participatory Research and Gender Analysis. 2000. Equity, Well-being, and Ecosystem Health. Colombia: CGIAR.

FAO website, http://www.fao.org/WAICENT/FAOINFO/SUSTDEV/nrm/nrm.HTM Also, for information on the FAO Links project on "Gender, Biodiversity, and Local Knowledge Systems" which includes activities in Tanzania, see http://www.fao.org/WAICENT/FAOINFO/SUSTDEV/links/home/prima.html

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Democracy & Governance

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