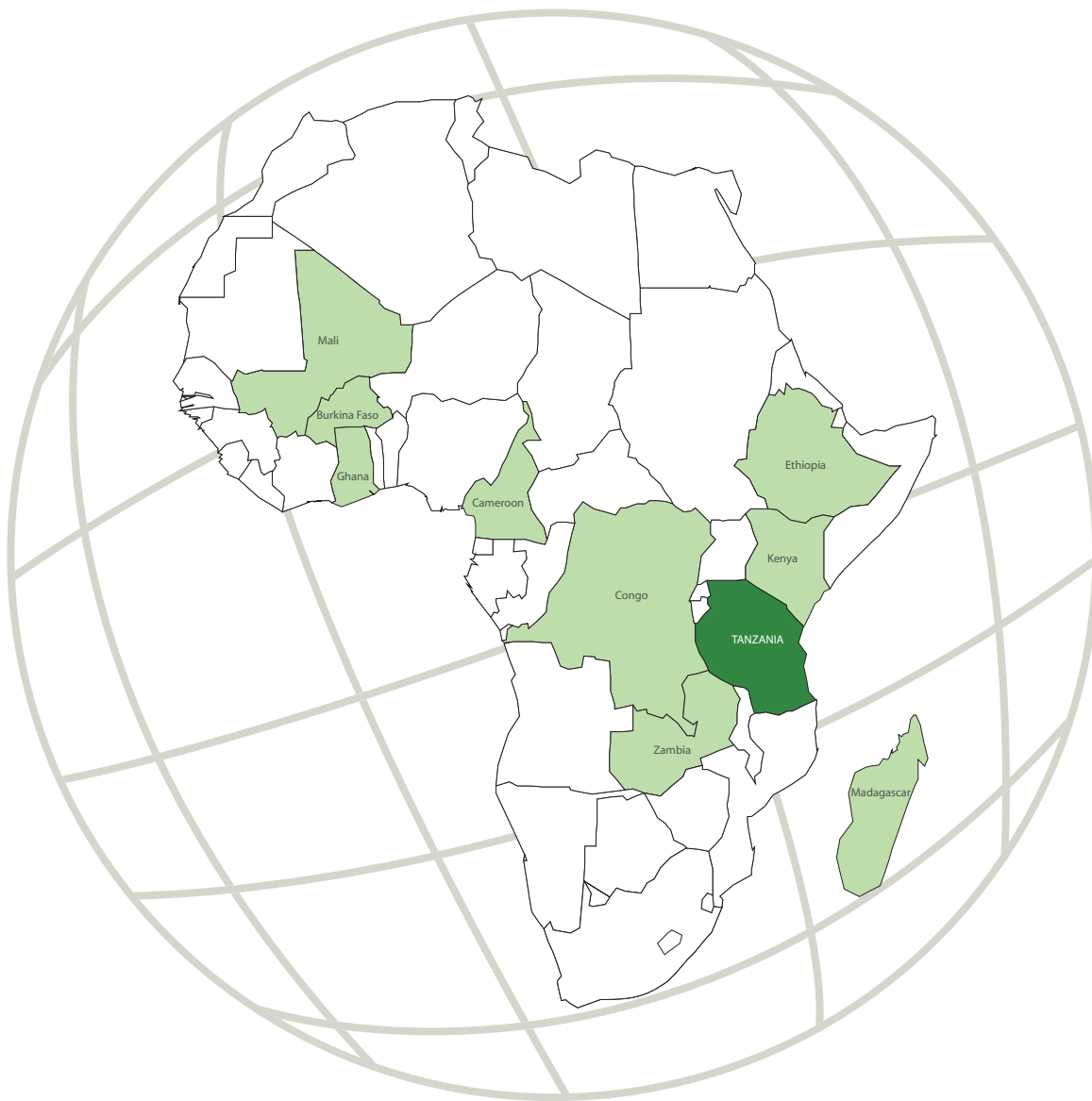


# GENDER MAINSTREAMING IN FORESTRY IN AFRICA

## UNITED REPUBLIC OF TANZANIA



**GENDER MAINSTREAMING IN FORESTRY IN  
AFRICA**

**UNITED REPUBLIC OF TANZANIA**

Elizabeth Dodo

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## **FOREWORD**

This project report is one of a series of 10 reports produced by the FAO Forestry Department for the project “Gender Mainstreaming in Forestry in Africa.” The purpose of the project is to assess the gender balance and responsibilities in the management and use of forest resources and to provide a framework for the creation of women in forestry networks in Africa. The project received generous funding from the FAO Netherlands Partnership Programme (FNPP).

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## SUMMARY

FAO has recognized that women contribute to both the formal and informal forestry sectors in many significant ways. They play key roles in agro-forestry, watershed management, tree improvement and forest protection and conservation. Forests also oftentimes represent an important source of employment for women. From nurseries to plantations and from logging to wood processing, women make up a significant proportion of the labour force in forest industries throughout the world. However, although women contribute substantially to the forestry sector, their roles are not fully recognized and documented, their wages are not equal to those of men, and their working conditions tend to be poor.

One outstanding problem is the near absence of women in policymaking roles and processes concerning forestry, though they are the key actors in environmental management in Tanzania. They are involved, for example, as users, producers, managers and collectors of forest products for fuel, in Tanzania women spend no less than 18% of their time collecting firewood), food and fodder requirements, collectors of water, farmers and income earners. Nevertheless, women in Tanzania have yet to achieve social and economic status equal to their economic contribution. For instance, women are still rarely seen in decision making spheres (e.g., only 14% of administrators are women, as are 26% of all professionals) (Mhina, 2001).

The sustainable use of forests clearly requires the participation of all, especially women. Although women's needs often differ from those of men, many programmes tend to overlook women's specific needs regarding forestry, mainly because policy-makers and planners lack adequate data, information and methodologies to address them. In recognition of this lack of information FAO, CIFOR, IUFRO and the University of Ghana commissioned this study to address gender mainstreaming issues in forestry in Africa.

The Tanzania's study is long overdue, more so, in the 21<sup>st</sup> century due to recent historical changes in the forest sector, such as, the forest policy of 1953 to the new national forest policy of 1998 and the current 2001-2010 national forest programmes.

The study's broad objective examines forest policy statements and institutional frameworks related to gender mainstreaming, specifically the study;

- i. Discusses information on existing national and intergovernmental policies, legislation and the institutional framework related to gender mainstreaming in forestry;
- ii. Reviews of gender structures, local initiatives and responsibilities in rural forest communities and households;
- iii. Documents a database of women working in forestry within the country
- iv. Identifies key issues related to the establishment of networks for women in forestry sector
- v. Methodology used to conduct the study includes literature review of Policy documents, publications and internet searches on gender and forestry, consultations/interviews both onsite and telephone interview for follow ups with key forest and gender experts in Tanzania.

The study concludes that Tanzania has made much progress in mainstreaming gender in her policies, legislations and institutional framework. For example, the national forestry programme, 2001-2010, mainstreams gender into the forest sector, through emphasis on gender balanced participatory forest management and involvement of key stakeholders from the formal and informal forest sector. But there still exist some gaps and challenges such as lack of appropriate gender-disaggregated data in both sectors and indicators for an efficient and successful gender mainstreaming in forest policies and institutional framework.

## **ACKNOWLEDGEMENTS**

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## ACRONYMS

<b>CFM</b>	Collaborative Forest Management
<b>CBC</b>	Community Based Conservation
<b>CBFM</b>	Community Based Forest Management
<b>CBO</b>	Community Based Organization
<b>CIFOR</b>	Center for International Forestry Research
<b>FAO</b>	Food and Agriculture Organisation
<b>GTZ</b>	Deutsche Gesellschaft für Technische Zusammenarbeit
<b>FBD</b>	Forestry and Beekeeping Division
<b>JFM</b>	Joint Forest Management
<b>MNRT</b>	Ministry of Natural Resources & Tourism
<b>NGO</b>	Non-government Organization
<b>NFP</b>	National Forestry Programme
<b>PLUM</b>	Participatory Land Use Management
<b>SADC</b>	Southern Africa Development Co-operation
<b>SIDA</b>	Swedish International Development Cooperation Agency
<b>TAFORI</b>	Tanzania Forest Research Institute
<b>TFAP</b>	Tanzania Forestry Action Plan
<b>UNEP</b>	United Nations Environment Programme
<b>UNDP</b>	United Nations Development Programme
<b>VFR</b>	Village Forest Reserve



## 1. INTRODUCTION

The United Republic of Tanzania is the largest country in East Africa, covering 940,000 sq. km, of which 60,000 sq. km is inland water. Tanzania lies south of the Equator and borders eight countries: Kenya and Uganda to the north; Rwanda, Burundi, the Democratic Republic of Congo and Zambia to the west; and Malawi and Mozambique to the south. By end of 2000 the population of Tanzania was estimated to be around 33 million people of whom 51% are women and about 46% are under age 15. Tanzania mainland is divided into 20 administrative regions, namely Arusha, Dar es Salaam, Coast (Pwani), Dodoma, Iringa, Kagera, Kigoma, Kilimanjaro, Lindi, Mara, Mbeya, Morogoro, Mtwara, Mwanza, Ruvuma, Shinyanga, Singida, Tabora and Tanga. Each region is sub-divided into districts. Zanzibar has 3 administrative regions (UNDP 2002). This report is mainly based on Tanzania mainland.

Tanzania has about 33.5 million hectares of forests and woodlands. The forested area, according to Tanzania's national policy, is distributed by type, use and legal status as per Table 1.

**Table 1: Types, sizes and legal status of forests in Tanzania**

<b>Forest Type</b>	<b>Hectares</b>
Forest (other than mangrove forests)	1141
Woodlands	32299
<b>Total</b>	<b>33555</b>
<b>Use of Forest Land</b>	
Production forest area	23810
Protection forest area (mostly catchment areas)	9745
<b>Total</b>	<b>33555</b>
<b>Legal Status</b>	
Forest reserves	12 517
Forest / woodlands within national parks, etc.	2000
Non- reserved forest land	19038
<b>Total</b>	<b>33555</b>

*Sources: FAO (1992) Forest Resources Assessment for Tropical Countries; Tanzania National Forest Policy (1998)*

The direct contributions of forests to the national economy are based on monetary market value as follows:

- Contribution of the forest sector to GDP is around 3.3 percent (based on commercial wood products).
- The forestry sector employs about 3 percent of paid labour in the formal sector and over 3 million people in the informal sector, selling charcoal, firewood, timber and other non-woody products.
- Woodfuel is a major forest product and the main source of energy in Tanzania. Quantitatively woodfuel accounts for 91 percent of the total energy consumed in Tanzania and for about 95 percent of the total wood products consumed in the country.
- Non-woody forest products like bee products, food, fruits, nuts, medicinal plants, gums, resins, barks, natural dyes, aromatics and fibres contribute positively to household economy in the rural areas and they are good sources of income to women. It is estimated that about 70 percent of Tanzanians use medicinal plants for curing illnesses.

Despite the role of women in forestry and the gains accrued at family level, their role and position remains at the lowest level both at the household (Chingonikaya 2004) and national levels. Percentage of female employees' stands at 20% compared to their male counterparts at 80% in formal forest sector.

Increased awareness and dialogue on women's position and role has intensified at the household and policy levels, resulting in a number of positive outcomes, including enshrining affirmative action in favour of women in the Constitution and adopting several recent statutes promoting gender equality. For example, article 9: H declares that "the government and its agencies shall provide equal opportunities to all citizens, men and women alike, without regard to their colour, tribe, religion or station in life". However, in spite of these advances, there remains a critical need to enhance women's social status and improve their role in the forestry.

Generally, the forest sector is vested with the responsibility of managing the forest resources sustainably, based on a macro-economic, environmental and social framework as per the National Forest Policy of 1998. The sector contributes to the economy through royalty collection, exports and tourism (7.5% of the GDP); it employs about 3% of paid labour and even bigger proportion of people in the informal forestry related sector activities (Simula, AL. 2004;URT, 2001). However, the real contribution is underestimated due to unrecorded labour in the collection of wood fuels and household consumables which accounts for 92% of energy consumption and is dominated by women compared to men thus the skewed information used in forest policy formulation and implementation.

It is estimated that, Tanzania loses not less than 0.5% of its forested area each year, (about 40,000 hectares). The major causes are an outcome of the link between human activities and their physical environment. This interlinkage creates a situation where women in rural areas predominate in the cycle of poverty, degradation which accelerates the unsustainable use of forests. In Tanzania, 95% of domestic energy accrues from woodfuel, with the total demand for woodfuel standing at 44 million cubic meters (or 2 cubic meters per person) annually. In forest depleted areas, Tanzanian women spend between five to eight hours searching for fuel wood (e.g., average distances to fuel wood for most households is between 3 to 4 kilometres in Mwanza, Shinyanga, Morogoro and Kilimanjaro regions) (Mhina, 2001), but still claims low leverage points in decision making at household level which is largely patriarchal in nature.

### **Objectives**

Relationships between women and men affect hierarchies of access, use and control of forest resources, resulting in difference of needs, perceptions and priorities in policy formulation and implementation form the main study problem here.

The purpose of this study is to provide development workers, policy makers and implementers and other interested parties with relevant information on gender mainstreaming in Tanzania's National Forest Policy and related legislations and Institutional frameworks. While identifying existing constraints and suggesting appropriate recommendations for sustainable gender mainstreaming in forest sector.

The key questions analyzed in this study are as follows;

- i. Are women's needs, issues and concerns addressed or incorporated in the existing forest related policy documents and formal institutional frameworks?
- ii. Percentage of women in the informal sector and issues addressed or neglected at this level
- iii. Are there networks of women involved in forestry
- iv. Identification of key issues related to gender forest based networks?
- v. Appropriate strategies in mainstreaming women issues in forestry policies and institutional framework?

### ***Historical Overview of Tanzania Forest Policy***

The main objectives of the Tanzanian Forest Policy of 1953 and the forest ordinance of 1957 were as follows;

- To demarcate and reserve permanently all land supporting productive forests or capable of supporting productive forest, which can best be utilized under forest production, taking into consideration other land uses. To manage these forests efficiently and ensure a perpetual supply of forest products to the present and future generations with surpluses for export where possible.
- To reserve and conserve all water catchments forests and land liable to soil erosion.
- To undertake continuous research in all sectors of forestry in order to increase efficiency in managing forest lands and in the utilization of forest products.
- To train enough Tanzanians in professional and technical cadres to manage the forests.

In the 1970s the Forestry and Beekeeping Division of Tanzania initiated efforts to revise these two policies with objective of including involvement of local communities in management of natural resources. However, shortage of funds and rapid socio-economic changes in the country dragged the initiative to 1998 when the revised National Forest Policy was approved. Delays in revising the policy were also caused by the need to consider various national reforms, international/regional conventions, socio-economic and cultural changes that were taking place in Tanzania at that time. These include the importance of creating an enabling environment for the local community to participate effectively in national development programmes and empowerment of grass root institutions and communities as an important policy aspect. Tanzania also participated in and is a signatory to various international and regional conventions whose recommendations necessitated revision of forest sector policies. For example, the United Nations Forum on Forests (UNFF) and The United Nations Conference on Environment and Development (UNCED) in 1992, which affirmed women's critical contributions to environmental management and the adoption of Agenda 21, which emphasized the role of women in sustainable development. Regionally, Tanzania's policies have been influenced by the Southern Africa Development Community (SADC) through its gender programme and energy protocol.

Furthermore, the national development strategies had also emphasized the need for all sector policies to consider and take into account, mainstreaming gender, environmental conservation, involvement of local communities and multi-sectoral co-operation in policy formulation and revision. This foresaw the adoption and incorporation of gender considerations in the current National Forest Policy 1998, whose overall goal is *“to enhance the contribution of the forest sector to the sustainable development of Tanzania and the conservation and management of her natural resources for the benefit of present and future generations”*

The objectives of this policy are to:

- Ensure sustainable supply of forest products and services by maintaining sufficient forest area under effective management.
- Increase employment and foreign exchange earnings through sustainable forest-based industrial development and trade.
- Ensure ecosystem stability through conservation of forest biodiversity, water catchments and soil fertility.
- Enhance national capacity to manage and develop the forest sector in collaboration with other stakeholders.

The main gender mainstreaming aspects incorporated include issues of:

### **Gender empowerment**

Under social framework, women's workload is to be reduced through introduction and popularization of modern and appropriate technology and by imparting technological skills to communities (UTZ, 2001).

### **Private and Community Forestry**

Private and community forestry activities will be supported through harmonized extension service and financial incentives. The extension package and incentives will be designed in a gender sensitive manner (URT,2001).

### **Extension Services**

Gender- specific and farmer to farmer extension advice as well as financial incentives will be provided for the establishment of forest plantations on farmlands. Plantations of multipurpose trees with good growth will be promoted through intensified extension and appropriate credit systems. Extension on agroforestry practices will be gender sensitive and women's preference on species selection will be given due consideration (URT, 2001).

### **Land ownership**

It acknowledges that women's ownership of land is scant despite their important role in forestry activities and that this poor ownership and hindrances to its improvement discourage women from engaging more effectively in formal decision making within forest sector.

### **Critique**

At the role and responsibility section, the only sector that has been recognized for its role in promotion of gender equality and women empowerment is the NGO sector, while major forest policy formulator body, such as FBD, which is meant to provide extension and training services doesn't take into account gender issues as a major concern.

### **Relationship between Forest Sector and Gender**

The Tanzania development vision 2025 states that the forest sector contributes to the overall national development and poverty alleviation through the following strategies;

- Decentralization of management of natural resources.
- Privatization of management functions.
- Creating enabling environment for participation of relevant stakeholders
- Gender aspects especially involvement of women in decision making and implementation of programmes.
- Integrated resources planning.

Forest sector administration in Tanzania is under the Forest and Beekeeping Division (FBD) in the Ministry of Natural Resources and Tourism. Currently the Ministry has one female Assistant Minister, Hon. Zabein Muhaji Mhita, and at the local level, Participatory Community Forestry has been promoted under the leadership and coordination of Miss Hadija. This Ministry works closely with the Ministry for Community Development, Gender and Children headed by Hon. Sofia Mnyambi Simba.

The call for a gender balanced participation in the forest management has come as a result of recognition of the importance of forest resources as suppliers of subsistence needs for communities and implementation of the national directions. Other driving forces include political pressures, austerity measures and the call for development of sustainable forest management.

According to Dr. Nshubemuki, Director of Tanzania Forestry Research Institute (TAFORI), Tanzania got its first female forest graduate in the mid 1960's from the Soviet Union and the first home grown graduate a decade later in 1977. The reason for this and less number of women in this field is because of the general line of thinking about the nature of work and cultural attitude about gender compounded by misinformation.

In the Country's report to the 4th World Conference on Women, Beijing, September 1995, the Ministry of Community Development, Women Affairs & Children, emphasized that women play a crucial role in most forestry projects and programmes. They are the main caretakers of tree nurseries and provide most labour in tree planting exercises.

Therefore, gender mainstreaming objective in Tanzania considers supportive and negative forces in the national social, political and cultural environment in Tanzania (UT, 2007). Examples are gender patterns in employment, which have changed in the last decades as increasing number of women become active in market-oriented activities, and more responsible for providing cash needs of the household. Women are in the forefront in expanding micro and small enterprises in what is often referred to as the informal sector, particularly in tree seedlings projects in various parts of the country.

### ***Gender challenges for the forestry sector***

The challenges encountered could be stated as follows;

- Few women graduates at a ratio of 1:10 to men annually, coupled by low level of enrolment of women students, estimated at 7% in the Faculty of Forestry, which falls under science programmes in Sokoine University of Science and Agriculture. Over the last 20-year period, only 6% of graduates have been women (CFAN, 1992)
- Attitude associated with forestry more so it's remote nature and cultural attributes about women's role in the society, more so as house keepers and not decision makers. Indeed, culture has been invoked to legitimize differences in gender status, values, and roles and to justify unequal gender relations in a manner that to a large extent favours men and disadvantages women. (World Bank, 2000).
- Low level of economic contribution of the forest sector to the general economy as compared to other sectors and lack of sufficient data at household level, informal forest sector and national formal level for appropriate decision making and policy formulation.
- Customary practices on land ownership and decision making which is patriarchal in nature, hinders women's participation and contribution in policy formulation both at local to national level.



## 2. METHODOLOGY

Exploratory research design adopted in this study reviewed literature, conducted consultations/interviews on gender mainstreaming strategies as per the pre-prepared logical matrix of 6 key parameters used to assess forest and related sectorial and international policies in relation to gender mainstreaming. Case studies were reviewed for a complete picture of household decision-making with regards to access, ownership, control and decision-making on tree resources.

### **Literature review**

- Intensive literature review on existing research on gender and forestry in Tanzania was done.

### **Consultations**

- Participatory consultations and interviews were held with different stakeholders on Tanzania's forest policies and gender mainstreaming, covering government ministries, research and learning institutions, NGOs, private institutions, user groups of forest products (Annex 1).

### **Case Studies**

- Current case studies by various researchers on related gender structure, local initiatives and responsibilities among rural forest communities and households in relation to policy intentions and reality on the ground were analyzed and one was adopted in this study to reflect the situation on decision-making at household level.

### ***Literature Review***

Currently, in Africa rural men and women experience difficult environmental and developmental challenges because of their different roles, relations and responsibilities, opportunities and constraints, and uneven access, ownership and control of resources like farmland. Furthermore, forestry, agriculture, environmental and related policies and programmes often fail to recognize women's special needs and crucial contribution in the use and management of such resources (FAO, 2000). Studies on gender and forestry in Tanzania are minimal, most are on agroforestry, agriculture and natural resources.

An analysis of gender based decision-making in agro-forestry in different districts in Tanzania by Chingonikaya Mwakalobo and Mbwambo, found out that heads of households dominated in making decisions over planting trees (55.6%), selecting tree species (51.1%), seedling raising (44.4%), pruning (71.1%), harvesting fodder (52.4%), harvesting timber (73.3%), marketing poles (68.9%) and marketing timber (61.1%). The study also noted that females (wives) had high decisions in harvesting fuel wood (58.9%), harvesting (75.6%) and marketing food related products (65.1%). The study concludes that in agro-forestry practices, males had more power over decision-making in different operations than females. However, there still exist gaps on such studies on gender based decision-making and forestry.

A study on gender participation in natural resource management in the East Usambara Mountains, Tanzania, by Asimalowo and Lipsanen (1998) where 10 men and 10 women were interviewed through semi-structured interviews, found that females attest to forest use more than their male counterparts and the products of interest differ between males and females. Timber is of interest only to men, while women collect spices and vegetables from the forest. Despite of the role played by women in natural resources, the study found no formal women's groups dealing with women concerns in the forest sector. This study seeks to fill this gap by documenting existing formal and informal institutions concerned with gender and forestry in Tanzania.

While a cross sectional study by Augustino (2004) on the sale of medicinal plants in Morogoro and Iringa Tanzania found that men, sold mainly roots in Morogoro women sold mainly bark in Iringa. This shows differences in preference of forest products and orientations of persons in different urban areas. This preference to certain forest products in different urban area influences household decision-making.

Kagya, found in Meatu District, Tanzania, extensive collection of forest vegetables, fruits and medicinal plants. Women were involved in collecting, processing and sale of these products (especially foods), while men's greater ease of travel contributed to their dominance in the sale of high value products like honey and medicinal plants (Kagya, 2004). Contributing to documentation on gender roles, distance and economic preference, which affects women's participation in decision making, affect their legal rights too.

On ownership, access and control, research by Mhina in 2001, summarises several findings on land ownership and forestry control in that observations in villages around Morogoro's Nguru Forest reserves shows that 92% of land owned by households was acquired through inheritance, while the remaining 8% was acquired through the village government, unilateral clearing of virgin land, and purchases (Monela, 1995). And considering that inheritance in most patrilineal societies is male focused, it is little wonder that 90% of land owners in the country's rural areas, are men (e.g., study on land ownership in Mbozi District showed that 91% of land was owned by men as against 9% owned by women. Moreover, inheritance favoured men by 100%, village allocations were more beneficial to men and less so to women, purchases, on the other hand, is a more feasible way for women to acquire land (Mwanyika, 1993). Senya in 2000, in comparing women and men in 4 villages (e.g., Duru, Riroda, Ayasanda and Endanachan) observed that a quarter of the 139 representatives in 8 village committees in Babati District were female and that women expressed strong interests in owning nurseries, in being leaders, and in being forest guards (in ranking order). This reflects career preferences in forest sector among women at the local level.

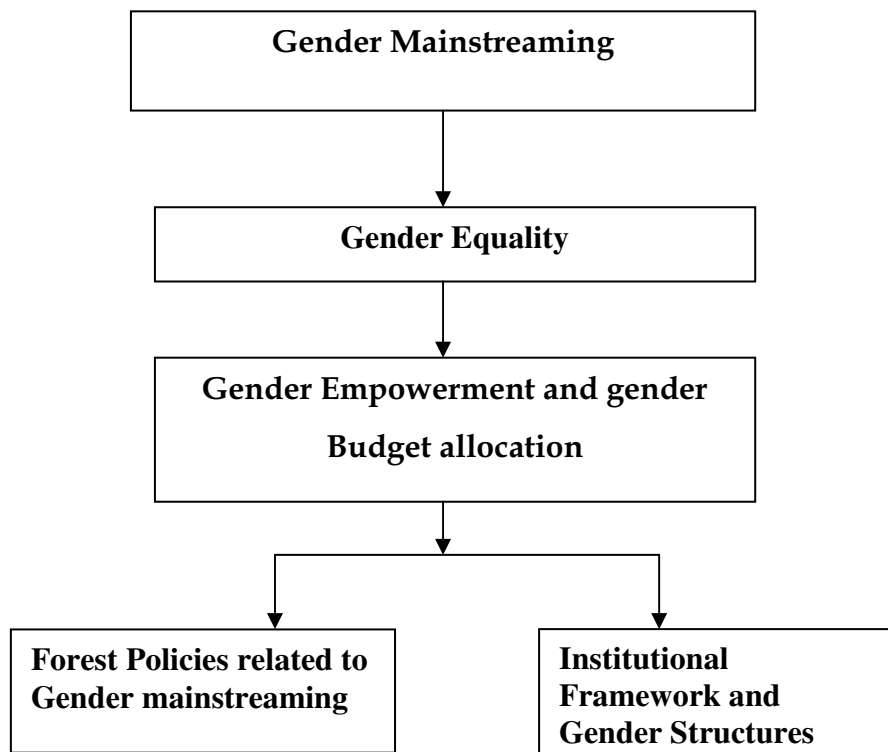
However, this study focused on how women's needs, concerns and issues are accounted for in the existing forestry policies and institutional framework in Tanzania. Major areas of focus were on forest and related policies, institutional or organization framework and networking in relation to gender mainstreaming. While identifying factors that hinder or affect gender equality, empowerment and mainstreaming such as budget allocation to gender activities, are reported in details in the next chapter.

Gender mainstreaming according to FAO, involves ensuring that attention to gender equality is a central part of all agricultural and rural development interventions, including analysis, policy advice, advocacy, legislation, and research and planning, implementation, monitoring and evaluation of programmes and projects. This study analyses how gender is mainstreamed into existing institutional framework and forest policy statements (FAO, 2003).

*Gender Equality* seeks to promote equality between women and men, this study documents gender composition of different institutions in its attempt to reflect true picture on gender equality in forest sector in Tanzania. The empowerment of women is essential to the achievement of gender equality and requires a transformative change, whereby women participate in policy-making and decision-making at all levels of society (FAO, 2003). The study therefore, documents levels at which women participate in decision and policy making.

*Gender budget allocation* is meant to mainstreaming gender into the national budgets thus ensuring gender-sensitive resources allocation. The study documents gender budget allocations in Tanzania with relation to forestry to show who benefits and who controls national resources in Tanzania.

## Conceptual Framework of the Study



*Institutions* are the rules of the game in a society; key institutional frameworks in formal and informal forestry are to be analyzed in relation to gender equality, empowerment and mainstreaming.

*Policy* is an explicit statement of government priorities as interpreted in action and reflected in laws, operational directives and regulations; this study looks at the regional and international forest policies that have been explicitly domesticated by the Tanzania government and its national forest and related sectoral policy statements that mainstream gender issues and concerns as a guide to forest sector.

### **3. ANALYSIS OF GENDER MAINSTREAMING FROM NATIONAL, INTERNATIONAL AND HOUSEHOLD LEVELS IN RELATION TO THE FORESTRY SECTOR**

#### ***Legislation and Institutional Frameworks Related to Gender Mainstreaming in Forestry Policies***

Traditionally, all aspects of forest management in Tanzania were domains of forest authorities, mainly the central government. Currently, the outlook is more on decentralization, while the central government concentrates on facilitation and enabling functions, providing access to and taking part in planning and management of the forest resources. Management of the central and local government forest reserves involve the central forestry authority, local government, community and private sector in terms of participatory gender sensitive management and leaseholds as discussed in details in this section.

#### **Analysis of National and Intergovernmental Policies, Legislation Related to Gender Mainstreaming in Forestry**

Literature review indicates that women's issues are to some extent addressed in the current forest related policy documents. To document such improvements and trends in forest sector and relevant sectors; policy documents, master plan, and the overall national development strategy were analysed using a pre-prepared logical framework as a tool to determine their support to gender mainstreaming. Four gender mainstreaming parameters were considered in analyzing each policy and strategy (Table 2; Annex 2).

The sector policies analyzed are:

- Tanzania National Forest Policy (1998)
- Forest Act (2002)
- Tanzania National Environmental Policy (1997)
- The Agriculture and Livestock Policy of Tanzania (1997)
- The Wildlife Policy of Tanzania (1998)
- The National Energy Policy (1992)
- The National Land Policy (1995)
- Tanzania National Policy on Women Development and Gender (2000)
- Tanzania Development Vision 2025

#### **The National Forest Policy 1998**

This policy acknowledges the role played by non-governmental organizations, private sector and community initiatives in forestry and women's involvement in the sector, for example, farmer to farmer and gender sensitive extension services. However, the policy has only two statements (out of 41), that are directly concerned with gender issues, namely statement # 7 ("Private and community forestry activities will be separated through harmonized extension services and financial incentives. The extension package and incentives will be designed in a gender sensitive manner."), and #39 ("Local communities will be encouraged to participate in forest activities. Clearly defined forest land and tree tenure rights will be instituted for local communities including both men and women") (URT 2001).

#### **Forest Act 2002**

It recognizes the role of different stakeholders including allocation of management responsibilities, right and duties, but remains none committal to gender mainstreaming, women's issues and needs.

**Table 2: Summary results of analysis of sector policies and national development strategies**

	<b>Related to gender mainstreaming</b>	<b>Enhances or encourages women empowerment</b>	<b>Involves women in decision making</b>	<b>Enhances gender balanced participation or equability</b>	<b>Internal women i</b>
<b>Parameters No.</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
National Forest Policy	+	+	+	++	+
Forest Act	+	+	+	0	0
Forest Master Plan	0	0	0	0	0
National Environmental Policy	+	+	++	++	++
The Agriculture and Livestock Policy of Tanzania	+	++	+	0	+
Wildlife Policy	0	0	0	0	0
The National Energy Policy					
Land Policy	+	0	0	0	0
Women Development and Gender policy	++	++	++	++	++
Tanzania Development Vision 2025	++	++	++	++	++

*Key: ++ very supportive, + quite supportive, 0 neutral and - prohibitive or making matters worse,*

**Forest Master Plan**

The master plan states various research priorities such as wood utilization, forest biology, sourcing for funds without any reference to gender concerns and needs.

**National Environmental Policy 1997**

The policy advocates sustainable development which involves women, men and children issues. It supports gender mainstreaming through the National Policy on Women Advancement and Gender. These include actions, such as, establishing strategies to eradicate poverty, enabling both men and women to use their resources in development activities, realizing equality and human rights without gender biases and valuing the role played by women in achieving their rights. The policy also suggests strategies for environmental protection that involve” sensitizing actors at all levels to have gender balanced committees to enable women participate in protecting and keeping the surrounding environment”.

**The Agriculture and Livestock Policy of Tanzania 1997**

The agricultural and livestock policy’s objective is to promote access of women and the youth to land, credit, education and information for women empowerment and increased gender equality. It seeks to promote gender mainstreaming through provision of an adequate legal and regulatory framework and provision of good infrastructure especially transport and storage which help rural women foresters and tree products traders to access markets for their produce and effective forest extension system.

**Wildlife Policy 1998**

It deals with issues of conflicting interests in land use and fragmented institutional framework. Hence it enhances coordination in management of overlapping forests and integration of participatory management approaches of forest, animal and human resources (men and women) within a natural biodiversity.

**The National Energy Policy 1992**

This policy seeks to enhance gender equality in the energy sector and to improve the participation of women in energy development interventions related to forestry by enhancing sustainable supply of energy fuels while ensuring ecosystem stability through conservation of forest biodiversity. Thus, it empowers women by encouraging and promoting reliable, cost effective sources of energy for domestic use, such as energy saving stoves among women’s groups in the society.

**Land Act and Village Land Act 1999**

The Act takes into consideration participatory community forestry through legalized ownership means and it also acknowledges land ownership by women, but limited in its effort in enhancing gender equality as most institutional frameworks are far from women’s access and does not internalize women’s needs and issues such as distance between households and land or village institutions.

**Women Development Policy 2000**

Its objective is to promote gender equality and equal participation of men and women in economic, cultural and political matters including decision-making. It focuses on fairer opportunities for women and men and access to education for increased women empowerment, employment and decision-making, thus enhancing gender mainstreaming at the institutional level of organizations across different sectors in the country including forestry.

## The Tanzania Development Vision 2025

Vision 2025 states that the forest sector contributes to overall national development and poverty alleviation through integrating gender aspects especially involvement of women in decision-making and implementation of programmes while creating an enabling environment for participation of relevant stakeholders

### Analysis of International and Regional Policies or Conventions that Encourage Gender Mainstreaming in Tanzania's Forest Sector

- Tanzania is a member of regional and international organizations and instruments which continuously influence its national forest policy and gender mainstreaming as indicated in Table 3.

**Table 3: Logical Matrix Analysis of Regional and International Forest and Gender Related Policy Instruments**

	Related to GM	Enhances or encourages women empowerment	Involves women in decision making	Enhances gender balanced participation or equability	Internalizes women issues	Establishes commitment to GM at institutional and organizational level
Parameters No.	1	2	3	4	5	6
African union	+	++	*	*	*	**
The East African Community (EAC);	*	*	*	*	*	*
The Southern Africa Development Community (SADC)	++	++	+	+	+	+
Agenda 21 (UNCED)	++	++	++	++	++	++
Convention on Biological Diversity (CBD)	++	++	++	++	++	++
Beijing Platform for Action	++	++	++	++	++	++
Convention to Combat Desertification (CCD)	0	0	+	++	++	0
Rome Declaration on World Food Security and World Food Summit (WFS) Plan of Action	++	+	+	++	+	++
UN Framework Convention on Climate Change/Kyoto Protocol (UNFCCC)	0	+	0	0	+	0
United Nations Forum on forests	++	++	+	++	++	*
Environmental and gender Millennium Development Goals 7 and 3	++	++	++	++	++	++

Key: ++ very supportive, + quite supportive, 0 neutral and - prohibitive or making matters worse, \* not clear or still in progress; GM- Gender mainstreaming

### **African Union and NEPAD**

There is evidence that the African Union continues to deliberate and implement declarations on issues affecting its environment such as increase deforestation, global warming and technological advancements as per the eighth Africa Union Summit held in Addis Ababa in January, 2007, whose theme was on ‘ science, technology, scientific research for development and climate change in Africa’. It has committed itself, among other things, to encourage more African youth to take up studies in science, technology and engineering, and to invite member states to pay special attention to the teaching of science and technology and promote and support research and innovation activities and the requisite human and institutional capacities which are all relevant for increased research and technological advancement in all sectors.

At the same time it reminds members and emphasizes adoption of its Solemn Declaration on Gender Equality in Africa (SDGEA) as the framework for accelerating implementation of existing instruments and platforms for gender equality at the national level in member countries, and to encourage development partners, civil society organizations and other stakeholders to work closely with the AU and member states in implementing the SDGEA and to report on progress made. It’s Protocol, the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa is an avenue for enhanced gender equality in its member states like Tanzania.

### **The East African Community (EAC)**

Member countries share cross boarder resources such as the Eastern Arc Mountains and the community is working on developing guidelines and common regulations for the conservation of shared ecosystems.

### **The Southern Africa Development Community (SADC)**

SADC has a gender programme and energy protocol involving various energy sources such as, gender policies in Southern Africa and Beyond 2000. At the same time, the Southern African Development Commission (SADC) regional forestry programme encourages more women to enter the profession and research on women’s concerns and interest like domestic energy sources. SADC also seeks to develop and harmonize sectoral policies/programmes for management of transboundary forests, biodiversity and environmental conservation.

Furthermore, it is appropriate to discuss the New Partnership for Africa’s Development (NEPAD) and its Programme of Action which has gained importance in Africa in the 21<sup>st</sup> Century at this section. This partnership seeks to promote gender equality and appropriate utilization of member country’s natural resources such as forestry in a sustainable way.

On the International scene, Tanzania cooperates with countries such as Finland, Germany, Netherlands, Ireland and others on Environment and Forestry. Not to mention all other international conventions and conference agreements such as Agenda 21 (UNCED), Convention on Biological Diversity (CBD), Beijing Platform for Action, Convention to Combat Desertification (CCD), Rome Declaration on World Food Security and World Food Summit (WFS) Plan of Action (1995), the UN Framework Convention on Climate Change/Kyoto Protocol (UNFCCC) (1992) and the United Nations Forum on forests (UNFF) which has greatly influenced its policies on forestry and gender as follows:

### **Agenda 21 (UNCED)**

Agenda 21 reaffirmed women's critical economic, social and environmental contributions to environmental management and sustainable development, the United Nations Conference on Environment and Development endorsed activities promoting the incorporation of women in programme areas contained in the sectoral and cross-sectoral chapters of Agenda 21 as well as in the sections on the role of major groups and implementation strategies. In affirming that women's contributions were essential for the effective implementation of Agenda 21, the conference further endorsed chapter 24, a separate chapter on women entitled Global action



for women towards sustainable and equitable development. This chapter is policy and management oriented and contains specific recommendations to strengthen the role of women in sustainable development and to eliminate all obstacles to their equal and beneficial participation particularly in decision making activities relating to promoting environmentally sound management and sustainable development (Chioma, PDF).

#### **The Preamble of the Convention on Biological Diversity (CBD)**

One of the three Rio Conventions explicitly recognizes the vital role that women play in the conservation and sustainable use of biological diversity, affirming “the need for the full participation of women at all levels of policy-making and implementation for biological diversity conservation” (FAO, 2001, 2003).

#### **Beijing Platform for Action**

The Beijing Platform for Action whose 12 priority areas focuses on gender and more so, women’s issues and concerns, such as women’s access to and control over economic resources, power and decision-making and women, natural resources and the environment have influenced Tanzania’s forestry policy on sustainable development (FAO,2003). Many organizations, NGOs and CBOs in the area of environment and policy advocacy, such as, the Tanzania Gender Networking Programme (TGNP) have been engaged in different programmes and activities that either address these issues directly or create enabling environments that facilitate their smooth implementation and women’s empowerment.

#### **Convention to Combat Desertification (CCD)**

The CCD, adopted in June 1994, expressly highlights the essential role that women play in the sustainable management of dry lands. The signatory parties committed themselves to promoting awareness and facilitating the participation of local populations, particularly women, in the decisions that affect them. Although the concept of gender is not specifically mentioned in the convention, it is considered to be an underlying principle (UNSO, 1999). CCD takes equal account of both sexes so as to ensure the participation of women and men in programmes to combat desertification. It emphasizes the need to expand women’s opportunities to learn about the conservation and sustainable utilization of natural resources, and addresses the issue of female literacy. Literacy increases women’s ability to take part in the conservation and sustainable use of natural resources, giving them greater power to bring their experiences and perspectives to bear on the search for effective answers (GTZ, 1999), (FAO,2003).

#### **Rome Declaration on World Food Security and World Food Summit (WFS) Plan of Action**

Both recognize that full and equal participation of men and women are essential for achieving sustainable food security for all and acknowledge the fundamental contribution to food security by women, particularly in rural areas of developing countries, and the need to ensure equality between men and women. Gender is not specifically mentioned in the objective 3.2. related to combating “environmental threats to food security, in particular, drought and desertification, pests, erosion of biological diversity, and degradation of land and restoring and rehabilitating the natural resource base, including water and watersheds, in depleted and overexploited areas to achieve greater production”. However, it is considered to be an underlying principle of the Rome Declaration on World Food Security and the World Food Summit Plan of Action (FAO, 2003).

#### **UN Framework Convention on Climate Change (1992) /Kyoto Protocol (1997)**

An overall assessment of the climate change debate to date shows that women are absent from the decision-making process. Their contribution to environmental policies is largely ignored, and women benefit less from and suffer more of the adverse effects of energy projects. Increasingly, women’s participation is being recognized as a key component in climate change issues (FAO, 2003).

### **The United Nations Forum on Forests (UNFF)**

It has continually organized world wide symposium on gender and forestry. For example, in one on the challenges to Sustainable Livelihoods and Forestry Management held in 2004 in Kilimanjaro, Tanzania, its major recommendations are focused on mainstreaming gender into forestry policies and institutional arrangements as follows:

- ensuring equal opportunity for women as beneficiaries of environmentally sound forest-related technologies, know-how and extension services by encouraging cooperation among NGOs, extension agents, and farmers, CBO to help women build networks
- strengthening outreach programmes targeted at women in the areas of education, training and micro credit, related to community development programmes and household use of wood, wood lots for fuel wood and energy-efficient cooking technology; by focusing some research and development on areas near villages accessible to mothers and training and sensitizing women about forest-based enterprises while stimulating women to study forest-related topics in school/college; and
- use of relevant programmes to involve indigenous, local communities and women in the formulation and implementation of measures that aim to protect their rights and privileges in relation to forest lands, traditional forest-related knowledge and forest biological resources (as defined by the Convention on Biological Diversity). By increasing the number of women in formal government committees (e.g., legal instruments, quotas, agreements, etc.), Strengthening women's land tenure and other legal rights through legislation while developing and applying policies on intellectual property rights and enforcing gender and environment-related laws. While Mainstreaming women's involvement in policy and decision-making (e.g., in national forest programmes, certification, coastal management), and creating capacities and awareness to the general public and enhancing research on women's roles in conservation of biodiversity and natural resource management (Furuberg, 2005).

### **The Millennium Development Goals (3 & 7)**

These focus on environmental sustainability, and aim at integrating the principles of sustainable development into country's policies and programmes to reverse the loss of environmental resources such as forests. Tanzania's government has achieved this through its overall forestry policy goal of enhancing the contribution of the forest sector to the sustainable development of Tanzania for present and future generation. Goal 3 advocates for gender equality and women's empowerment in every part of the world.

### ***Gender and Formal Forestry Management***

At the ministerial level there is a gender desk office, which is budgeted for and handles all issues pertaining to gender in Tanzania including natural resources and community development. Observations made in the forestry sector shows that only a fifth of the employees in the Forestry and Beekeeping Department are female. Of these 74% (302), are employed in non-technical jobs, while for male employees, it is only 44% (855), who are in non-technical occupations. This reflects the low level of women's involvement in decision making. In terms of qualifications, there are no women among the 25 PhD holders in the Ministry, but there are not less than 26% of all female employees with certificates, diplomas and degrees, as compared to 63% of the male employees. As regards the number of female students going for degree courses at the Sokoine University of Agricultural Sciences, the emerging trend shows that 12% of the 206 students between 1997 and 2000 were female (Mhina, 2001). This study found that in major formal institutions in Tanzanian's forestry sector that the current number of men and women employees remains unequal year after year as per Table 4.

**Table 4: Number of Female Employees and Employment Trends over 4 decades**

Institution	Number of Women to men to-date	Employment Trend of Female Employees			
		1970-1979	1980-1989	1990-1999	2000-2006
Forest and Beekeeping department together with the forestry training institutes (Olmotonyi)	335: 1450	9	28	11	20
Tanzania Forest Research Institute	8:40	0	3	4	1
The Tanzania Association of Foresters	107 :711	9	30	21	30
Tanzania Tree Seed Agency (TTSA)	7:31	0	1	4	2
Sokoine University Faculty of Forestry	2:36	0	0	1	1
<b>Total</b>	<b>194:2018</b>				

Female employees are less in number compared to their male counterparts, as shown in Table 4 as per the formal institutions employment data over the past 3 decades to 2006. The trend shows an increase in the employment rate of female workers and membership to the national association of foresters due to several factors as stated below:

- i. There is slight increase in the enrolment rate and interest of female students to forestry studies due to increased interest in environmental courses and level of awareness on gender and science courses and also favourable gender based policies at the university level.
- ii. Most of the forest institutions like TAFORI and TAF begun in earnest in 1980s
- iii. Increased recognition of gender equality that has boosted increased female employment due to the 1990's international effort such as The Convention (1992) on Climate Change and the Kyoto Protocol (1997), Beijing Platform for Action (1995) and the UN Conference on Environment and Development (UNCED) 1992 which has greatly influenced Tanzania's 21<sup>st</sup> Century policies on environment and forestry on the need to recognize gender equality for sustainable development.
- iv. Increased documentation and research on gender as a cross cutting issue in all sectors, for example, in poverty eradication, sustainable environment has led to increased budget allocation and women's empowerment, for example, in promotion of credit facilities which cater for women's economic development needs as manifested in, for instance, the Women Development Funds (URT, 2005).

### ***Gender and Informal Forestry Management***

Studies have always concluded that those who work in the informal economy are likely to have greater deficits in opportunities, rights, protection and voice compared to those who work in the formal economy. Among the working poor in the informal economy, women are more likely than men to be worse off in all of these respects, (Chen et al, 2004).

In Tanzania, the private and informal forestry sector is limited more so with respect to gender issues and concerns due to previous lack of legal framework for the promotion of private and community based forestry and shortage of land and unclear land tenure policy, particularly for women, hampered investment in village (FAO, 1998) and private lands and quantitative research in this sector. This has currently changed and the situation is favouring private sector and gender mainstreaming as per the National Forest Policy 1998.

**Table 5: The Gender Structure in the Tanzania Forest Conservation Group**

<b>Level of Employment or membership</b>	<b>Number of Men</b>	<b>Number of Women</b>
TFCG Committee Members	14	1
Members	31	11
Total	45	13

There is only one lady at the committee level, which is the main decision making body and eleven (11) others as members of the forest conservation group. The situation is similar to most informal forest organizations or institutions in Tanzania, with the exception of Poverty Reduction and Environmental Conservation Organization (PORECO) where membership by women stands higher at thirty-six (36) than their male counterparts at seventeen(17). This can be attributed to the fact that women are largely affected by household poverty and that they strive for a better environment for increased household livelihoods and sustainable poverty alleviation.

### ***Gender Structure, Local Initiatives and Responsibilities in Rural Forest Communities and Households***

At the national level 30% of the parliamentary and ministerial positions are held and allocated to women, through affirmative action. The Forest and Beekeeping Department (FBD) under the Ministry of Natural Resources and Tourism, has an active gender desk which is operational and provides all relevant information on gender. It receives Government's financial support for its day to day activities. Currently, the government is financed by FBD with Tshs. 20,000,000 for development of a strategic framework for mainstreaming gender in the sector. The document will be a guide to all activities related to gender mainstreaming in Tanzania's forest activities.

At the institutional level, Sokoine University has a Gender Policy Implementation Committee member and Strategic Plan for Gender Policy implementation 2002, which advocate for a pre-entry programme for female students who have not attained minimum qualification for sciences including forestry to undergo an intensive six months training. Thereafter, on passing the examination, they can then proceed to undertake their career of choice in a science field including forestry.

While at the civil organisation level, Tanzania's Gender Networking Programme (TGNP), established in 1993, focuses on the practical promotion and application of gender equality and equity objectives through policy advocacy and mainstreaming of gender and pro-poor perspectives at all levels including the formal and informal sectors. Its key objectives are:

- Activism, lobbying and advocacy;
- Training, capacity building;
- Networking; and
- Action oriented research

Efforts of this programme has led to increased awareness on the need to mainstream gender in the national budget allocations in several sectors, the programme reports that "*As a result of lobbying, one paragraph on gender was included in the 1999-2000 budget guidelines. In the 2000-01 budget guidelines, two paragraphs were included, which mandated that all Ministry (Natural Resources and Tourism include), departments and agency (MDA) budget submissions be prepared with a gender focus*" (TGNP, 2000).

All this notwithstanding, women's participation in decision-making at the village and rural level is not altogether disappointing. Senya (2000), observed that a quarter of the one hundred and thirty nine representatives in eight village committees in Babati District were females. In

comparing women and men in 4 villages (e.g., Duru, Riroda, Ayasanda and Endanachan), Senya found that women expressed strong interests in owning nurseries, in being leaders, and in being forest guards (in ranking order). The number of female headed households in these villages ranged from 10% to 22% Mhina (2001). The following case studies explain gender roles, ownership and decision making in relation to tree planting, harvesting and marketing of its products.

### ***Case studies of Gender Structures at Household Level***

At the household level, gender analysis framework has been adopted to provide reliable sex- and age-disaggregated statistics on gender roles, access to and control over forestry system for clear understanding of who does what, who owns what and who controls or make decision with regards to tree planting, processing, harvesting and marketing in Tanzania. Findings from the two case studies from Njombe and Kilosa Districts of Tanzania by Chingonikaya et al (2004) have been adopted.

The cross sectional study of 180 respondents obtained through a multi stage sampling technique followed by rural appraisal, administration of questionnaire, focus group discussions and inventories of tree species observed that gender have a significant influence on development of forestry practices. In many households, whether headed by males or females, males had control over resources in terms of ownership, utilization and distribution. This dominance applied to decision making on farming practices starting from land preparation to marketing of the tree products, in that:

- With ownership, out of 180 households, 85% indicated that men own land
- In division of labour; both men and women participated in tree planting and maintenance equally, while harvesting tree products the study found that men own the cash crops such as timber, while women own the subsistence or food crops.
- In decision-making, the study found that men had decision-making power over cultivation and harvesting of tree products, while on marketing, majority of adult males make decision over marketing of fodder, poles and timber, while in marketing of fruits/food stuffs adult females dominate in decision-making.

The study concluded that, although land ownership and control over many resources and decision-making have remained under adult males, women continue to play dominant roles in the production of trees. Therefore, continued discrimination between males and females in land and tree tenure, tree farming, labour and capital acquisition, benefits distribution, marketing of outputs constitutes serious bottlenecks to forestry development in Tanzania.

### ***Institutional framework related to gender mainstreaming in forestry***

#### **Government Institutions**

The major document that guides Tanzania's forest sector institutional framework is the National Forest Programme (NFP) 2001-2010, based on four implementation programmes that cover both forest resources management and institutional and human resources development aspects as follows:

- Forest Resources Conservation and Management Programme aims at promoting gender balanced stakeholders participation in the management of natural and plantation forest resources giving priority to ecosystems conservation, catchments areas and sustainable utilization of forests;
- Institutions and Human Resources Development Programme aims at strengthening institutional set up, coordination of forest management, establishing sustainable forest sector funding and improvement in research, extension services and capacity building through strengthening human resources;

- Legal and Regulatory Framework Programme focuses on the development of regulation issues including forest act, rules, regulation and guideline to facilitate operation of the private sector and participatory management; and
- Forestry Based Industries and Sustainable Livelihoods Programme intends to enhance the forest industry by developing and promoting private sector investment, improving productivity and efficiency, and to tap the income generation opportunities provided by non-wood forest products.

**Table 6: Analysis of the National Forest Programme (NFP) 2001-2010 in Relation to Gender Mainstreaming**

	<b>Related to GM</b>	<b>Enhances or encourages women empowerment</b>	<b>Involves women in decision making</b>	<b>Enhances gender balanced participation or equability</b>	<b>Internalizes women issues</b>	<b>Establishes commitment to GM at Institutional and organizational level</b>
Parameters No.	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>
National Forest Programme (NFP)2001-2010	++	++	+	+	++	+

*Key: ++ very supportive, + quite supportive, 0 neutral and - prohibitive or making matters worse. GM-Gender mainstreaming*

The National Forest Programme 2001-2010 enhances gender mainstreaming in the forest sector. It considers gender as a major cross-cutting issue in all its institutional and management guidelines and strategies. It does this through the following measures for increased women’s involvement in the National Forestry Programme:

- It ensures there is gender balanced participation e.g. acceptable proportions of men and women in all forestry and beekeeping activities;
- It enhances empowerment of women in management e.g. decision-making and access to resources, of forestry resources at all levels;
- Encourages establishment of firm institutional and organizational commitment (e.g. policy statements and planned actions), towards internalization of gender issues in the National Forestry Programme and its activities; and
- Encourages the development of gender integrated forestry and environment management programmes or plans e.g., gender aspects in all plans and activities at the district level.

### **The Private Sector**

Since 1985 as mentioned earlier, there has been private sector involvement in Tanzania’s Forestry Sector, with government control and regulations such as the Forest Regulations (2004). Government legal number 69 and 70 of 2006 controls harvesting, processing, transfer and sale of forest products, and consultative meetings on the way forward for increased private sector involvement such as the 2005 half a month awareness creation workshops, participatory and consultative processes on private sector involvement in management of pilot industrial plantation forests in Tanzania.

Policy statement numbers 2, 4 and 7 of the National Forest Policy (1998) takes into account the need for the private sector and gender considerations as follows;

Policy Statement (2): *“To ensure the efficiency in forest management and conservation, the central government forest reserves will be managed by one or several specialized executive agencies or by the private sector. Forest reserves of national strategic importance may remain under the management of the central government until executive agencies have developed sufficient and proven capacity for their management. Forest reserves under local*

*governments will remain under their management or may be managed by specialized executive agencies or by the private sector”.*

Policy Statement (3): *“To enable participation of all stakeholders in forest management and conservation, joint management agreements, with appropriate user rights and benefits, will be established. The agreement will be established as appropriate in each case and organized with local communities or other organizations of people living adjacent to the forest”.*

Policy Statement (7): *“Private and community forestry activities will be supported through harmonized extension service and financial incentives. The extension package and incentives will be designed in a gender sensitive manner”.* (Source: National forest policy document 1998, others are Policy Statement no.9, 12, and 14)

The general understanding of the policy is not to privatize land but only to invite private sector to assist the government of Tanzania with forest management. Due to increased recognition for involvement of the private sector, there has been increased community participation. However, the legal framework for promotion of private and community based forestry, including village forest reserves has been continually challenged by several factors such as shortage of land and un-cleared land and tree tenure between men and women which have hampered investments in forestry on private and village lands. At the same time, as an instrument used in the national forestry implementation programme, the private sector involvement has been weak and major efforts are required to encourage and facilitate its involvement in forest resource management (NFP, 2001-2010).

A critical concern here has been the much emphasis on timber species, craft species and poles instead of fast growing firewood species preferred by women. Another concern has been the fact that it is profit-oriented in nature, while women businesses are small in nature and next to their homestead such as charcoal selling, while big plantations are owned by men and multinational organizations such as Kilombero Teak Company.

#### **Civil Organization (NGOs and Community Development Organizations)**

The non-governmental organizations (NGOs) in the field of forestry provide a potentially effective channel to reach farmers and communities with extension advice and other incentives as recognized in the Tanzania Forest Policy 1998;

Policy statement 37: *“coordination and cooperation between the forest sector and NGOs will be promoted”*

Policy statement 39: *“states local communities will be encouraged to participate in forestry activities. Clearly defined forest land and tree tenure rights will be instituted for local communities, including both men and women as a way forward”* (Source: National forest policy document 1998:46)

Furthermore, the policy document acknowledges that strategies for effective gender involvement need to be enhanced for equitable participation and sharing of resources. Generally, community and joint forest management as per the Forest Act of 2002 has been promoted in Tanzania as reflected in the Participatory forest management (PFM) in Tanzania 2006. However, the Participatory forestry management report of 2006 and the forest act 2002 act does not stipulate issues and concerns of women rather they focus on community as homogeneous group. Furthermore, community forest policy have highlighted the importance of secure tenure in creating incentives for forest plantation and conservation, but continually ignores social and economic issues related to land and tree ownership and control. Legally, women have the right to own land, but practice women’s ownership and control is rare. According to Mrs Bahati Mlole in her report on land policy challenges for policy makers, the following challenges are experienced by women in land ownership in Tanzania;

- Customs – customary law
- Education – a high level of illiteracy among women due to less access to education than men with the current literacy level standing at 69% for women and 85% for men (Human Development Report 2002).
- Structure of government agencies which are far from households where women operate.
- Lack of awareness on women’s legal rights and entitlements

This inequality in land tenure, recognized by development scientists and several policies, is identified as an impediment to women’s access to owning land and their involvement in formal-decision making in natural resource management. Tanzania’s policy approach continually mobilizes women’s labour input into forest projects and benefit from their specific management skills and knowledge about forestry projects with little concern on their time, energy expenditure and other opportunity costs of their involvement in such projects. This reduces women’s ownership, power and control of forest resources and their level of decision-making. At the same time, resources received from the community forestry through revenues and fines are usually controlled and managed by their male counterparts.

Community at grass roots level, more so, women are rarely involved in project planning or management at higher level and their interests are rarely heard. Although most of the NGOs target women and children the policy making at this level is largely dominated by men. Gender focused programmes such as TGNP and Tanzania Gender E- Networking are the main crusaders and promoters of gender equality, empowerment of men and women on gender based issues and increased community awareness and sensitization on gender concerns and needs.

### **Local Authorities**

Tree planting by farmers and communities has taken place all over the country, but particularly in the Southern highlands of Mufindi and Njombe Districts in Iringa Region. The area is estimated to be 70,000 to 150,000ha. Local communities and individual farmers represent a valuable resource which under right incentives and other forest policy instruments can be mobilized to grow trees on a large scale and cost-efficiently (NFP, 2001-2010). Thus the current policy statement encourages forest administration by the local government.

Policy statement (30) *“the capacity of the local governments to administer and manage forest resources will be strengthened and a coordination mechanism between the local and central governments established”* (Source: National forest policy document 1998:41)

Participatory Forestry Management (PFM) has been largely supported by donor funding – either through NGOs, area based projects, or donor funds channelled through the Forestry and Beekeeping Division. In recent years, there is a move away from site-based projects to mainstreaming donor funds through local or national government institutions. To Wily (2000) there is a need for the forest law to encourage stronger local government law if community management is to be realized in more than incidental ways. Recently, Blomley 2006 advocates for mainstreaming forestry management in Tanzania’s local authority management. With such institution structures in place, this study advocates for the need to mainstream women issues and needs into existing forest policies and institutional framework.

Natural resources, including forestry, remain a low priority sector within local governments, and as a result, the capacity and staff required to deliver effective forestry extension and training are severely lacking. This constrains the delivery of forestry services. More so with regards to women, it means lost of opportunity for cost saving in terms of time taken to search for specialists at district or national level and at the same time do household cores.



#### **4. DATABASE OF WOMEN NETWORKS IN FORESTRY**

Currently, there are no clear networks of women in forestry, but general networks such as Tanzania Women E- Networking dedicated to enhancing the development of women and women groups in Tanzania.

##### ***Important Issues Related to Establishment of Women Networks in Forestry***

- Some studies indicated added responsibility for women when involved in forest management while others reflect on reduction of social conflicts. This observation signals a need for cautiousness in planning women's participation in forest management and requires establishing their consent instead of advocating and taking their involvement in networking and cooperation.
- Although it is considered rational to increase the involvement of all men and women in managing their environment and natural resources, outdated cultural and traditional impulses prevent the enhanced participation of women at par with men.
- Moreover, although common sense advocates for increased and unwavering government commitment towards promotion of all stakeholders in ensuring the implementation of forestry and other sectoral policies, objectives, strategies and plans, limited gender awareness and sometimes, lack of clear sectoral vision limits the inclusion of women.
- The wide gap between policy-making and planning processes at national level and actual work at the local level.
- The undermining of policies and plans in practice, with mismanagement cases such as illegal logging activities.
- The challenge of coordination and harmonization between Government institutions; between the development partners and the various Government institutions; and between NGOs and community based organizations
- Empowerment of women in management (active women involvement in decision-making and access to resources) of forestry resources at all levels. Empowerment should give women tools and chance or power to control resources for sustainability.
- Women are under-represented at all levels of forestry development efforts. Policies should, therefore, consider the involvement of women at all levels of the sector as priority in order to better utilize available potential competence and capacity. Training and incentives for increased women participation as decision-makers at all levels needs to be encouraged.
- Providing a platform for raising important forestry issues which concern women participation in forestry management and conservation.
- Developing regional information and database of women in forestry for networking purposes.
- Boosting gender funds or budget for mainstreaming gender at all levels
- Creation of greater awareness among women at all levels from secondary school level to enhance interest of women in professional forestry and forest studies.
- Increased partnership between the formal, informal and civil society organization sector to ensure sustainable gender mainstreaming. This is necessary because both have their strengths and weaknesses and can learn from each other. For example, Tanzania Gender Networking Programme (TGNP) works closely with government institutions and universities to create awareness on gender equality in forestry.
- Entrusting institutional responsibilities to qualified women, accompanied by devolved responsibilities for budgets, disbursing and financial accounting within existing structures and systems like the gender desk
- Raising the awareness of women at local to national level both in formal and informal sector about their rights and responsibilities in a profitable and sustainable way of forest management

## **5. RECOMMENDATIONS AND CONCLUSIONS**

### **Recommendations on Gender Mainstreaming in Forestry Sector**

It is herewith proposed that the following strategies for mainstreaming gender issues should be adopted in the respective National Forest Policies, programmes, institutional strategic documents and village and local government by-laws and used for monitoring changes therewith.

#### **At National Level**

- There is need to operationalize and document gender mainstreaming strategies in the national forest policy and other related policy documents
- There is need to fully define women's issues, role and welfare in the National Forestry Programme, which is the instrumental document for the current decade, 2001-2010.
- There is a need to implement all gender mainstreaming concerns, within the National Policy on Women Advancement and Gender, tourism, energy and other related sectors that have a direct bearing to the National Forest Programme, Forestry Policy, and general forestry activities. This therefore involves the redefining and inserting of a gender focus in all planned activities and expected output.

#### **At institutional level**

- Establishing a number of male and female staff or employees who are assigned responsibility for gender issues at every unit, department, level or field
- The work and study environment should be gender sensitive. For example, there is need for appropriate technologies for tree cutting and forest administration
- Document gender mainstreaming strategies for the organization or the institution.
- Create awareness among staff and train them on gender issues, concerns and gender mainstreaming strategies

#### **At the village and local government level**

- Villagers should be facilitated to produce their own set of strategies which could aim at changing gender relations as well as improving the economic well-being in their respective villages.
- Each project or programme should also have its own set of strategies that aim at improving the gender aspects of its interventions and project content.

### **Conclusions**

The Tanzania's forest policy therefore foresees the need for mainstreaming gender in the sector. Through equitable sharing of benefits amongst all stakeholders, joint management agreements between the central government, specialized executive agencies, private sector or local governments the forest policy is not devoid of loopholes and challenges which call for increased gender equality such as addressing women's preferences on certain issues and empowering them in the forestry sector for an enhanced and sustainable demand driven policy formulation and implementation.

The study therefore concludes that, women in Tanzania seems to be better attuned to the needs of the forest and more committed to protecting it sustainably, but there is a continual call for support and tangible commitments through appropriate legislations, policies and institutional framework.

**Table 7: Groupings or NGOs dealing with Forest Activities and Gender Issues**

NAME	ADDRESS	TEL.NO.	Gender Ratio
Tanzania Forest Conservation Group (TFCG)	P.O. Box 23410 DSM	0222-2775992	11: 4
Poverty Reduction & Environmental Conservation Organization (PORECO)	P.O. Box 254 Songea	0754-370376	36:53
Farm Africa	P.O. Box 190 Mbulu	027-2533118	
Babati Environmental Development Association (BEDA)	P.O. Box 472 Babati		
Community Based & Environmental Conservation (CODEC)	P.O. Box 400 Babati		
Hifadhi Mazingira Karatu (HIMAKA)	P.O. Box 190 Karatu		
AGAPE Women Group	P.O. Box 3083 Arumeru		
Angaza Women Group	P.O. Box 27 HAI		
Foyeni Women Group	P.O. Box 1076 Moshi		
Azimio Women Group	P.O.Box 54 Same		
UVISHICHI – Fukeni Youth Group	P.O.Box 1076 Moshi		
Tanzania Association of Foresters (TAF)	P.O.Box 1925 Moshi	027 2754033/2753069	107 :
Mradi wa Usimamizi wa Mazingira Rufiji (UMARU)	P.O.Box 61 Kibiti		
FIDE	P.O.Box 529 Babati		
Pastoralist Women Council (P.W.C)	P.O.Box 1 Loliondo		
Enyuat – E. Maa	P.O.Box 1 Monduli		
Tanga Women Development Association	P.O.Box 178 Tanga		
World Vision	P.O. Box 82 Handeni		
Tanzania Environmental & Sanitation Conservation (TESCO)	P.O. Box 1374	0713 - 437024	
Tanzania Association of Women Leaders in Agriculture and Environment(TAWLAE)	P.O. Box 76498 Dar es Salaam	255 -22- 2700085/2701118	
Morogoro Environmental Conservation Action Group (MECA)	P.O. Box 1686 Morogoro		
Environmental Conservation Association of Morogoro (ECAMO)	P.O. Box 6249 Morogoro	023-2603836	
Tanzania Traditional Energy Development Organisation	P.O. Box 32794 DSM	Tel. No. 255-222 700 438 255 222 700 771	

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#### **Internet Resources**

- [www.tanzaniagateway.org/ewomen/](http://www.tanzaniagateway.org/ewomen/)  
[www.gdrc.org/gender/a21/agenda1.html](http://www.gdrc.org/gender/a21/agenda1.html)  
[www.un.org/womenwatch/osagi/gendermainstreaming.htm](http://www.un.org/womenwatch/osagi/gendermainstreaming.htm)

## ANNEXES

### *Annex 1: Persons Consulted*

NAME	POSITION	INSTITUTION	CONTACT
Mrs. Monica Kagya	Acting Deputy Director	Forestry and Beekeeping Division-FBD	Forest and Beekeeping Division P.O 426 Dar es Salaam Tel: +255 22 2865816 Fax: +255 2866162 Email: monicakagya@hotmail.com
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Mrs. Eunice N. Mbilinyi	Forest Publicity and Extension Officer	Forestry and Beekeeping Division-FBD	P.O Box 63 Mbeya Email: eunicebilinyi@yahoo.com
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Ms. Laura Munema	Local Government Forest Officer- Sengerema district	Ministry of Local Government	munemalaura@Yahoo.com
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Mr. Gerald Kamwenda			kamwendabros@yahoo.com

***Annex 2: Logical Matrix Analysis of policy instruments and Institutional Framework***

	<b>Related to gender mainstreaming</b>	<b>Enhances or encourages women empowerment</b>	<b>Involves women in decision making</b>	<b>Enhances gender balanced participation or equability</b>	<b>Internalizes women issues</b>	<b>Establishes commitment to gender mainstreaming at Institutional and organizational level</b>
Parameters No.	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>
Policy Document or Institutional Framework	++	+	0	-	*	

Key: ++ very supportive, + quite supportive, 0 neutral, - prohibitive or making matters worse,\* not clear or still in progress

Key Questions on documentations or institution analysis were based on parameter 1-6, while responses or answers were marked as either ++ for very supportive measures or statements, + quite supportive and 0 where neutral statements or frameworks are in place, - for prohibitive measures or frameworks, this did not exist in Tanzania's policy statements and institutional arrangements. \* was adopted where documentations were still on progress or where they do not clearly state issues on gender mainstreaming.