

IUCN Eastern Africa Regional Programme

Tanga Coastal Zone Conservation and Development Programme

# Gender Equity in Coastal Zone Management: Experiences from Tanga, Tanzania

T. van Ingen, C. Kawau and S.Wells



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**Cover Photo:** *Women seaweed farmers, Tanga. Credit: Sue Wells.*

Women seaweed farmers, Tanga. Credit: Sue Wells



## CONTENTS

DEDICATION TO CLAUDIA KAWAU .....	ii
ACKNOWLEDGEMENTS .....	ii
UKUMBUSHO WA CLAUDIA KAWAU .....	iii
SHUKRANI .....	iii
EXECUTIVE SUMMARY .....	iv
MUHTASARI .....	vi
INTRODUCTION .....	1
1. GENDER AND NATURAL RESOURCE MANAGEMENT .....	2
2. THE ROLES OF WOMEN AND MEN IN COASTAL COMMUNITIES IN EAST AFRICA .....	3
3. GENDER COMPONENT OF THE TANGA PROGRAMME .....	5
4. METHODS USED TO IMPROVE GENDER EQUITY .....	9
4.1 Participatory approaches .....	9
4.2 Profiling, monitoring, and assessing gender equity .....	9
4.3 Making individuals or institutions responsible for gender equity .....	10
4.4 Creation of “role models” .....	10
4.5 Awareness-raising and training .....	11
4.6 Encouraging equitable representation in Programme activities at all levels .....	11
5. RESULTS AND ACHIEVEMENTS .....	12
5.1 Result 1. Equitable participation of women in analysis, decision making and negotiation .....	14
5.2. Result 2. Equitable participation of women in committees .....	14
5.3. Result 3. Equitable participation by women in coastal resource use and management .....	15
5.4. Result 4. Equitable participation by women in Programme benefits .....	17
6. LESSONS LEARNED AND RECOMMENDATIONS .....	17
7. CONCLUSIONS .....	18
REFERENCES .....	20
ANNEX 1: GENDER MONITORING MATRIX, Part 1 .....	21
ANNEX 2: GENDER MONITORING MATRIX, Part 2 .....	24

## DEDICATION TO CLAUDIA KAWAU

*This publication is dedicated to Claudia Kawau who played a key role in the implementation of the Tanga Coastal Zone Conservation and Development Programme, and was responsible for ensuring that the interests of women and local communities were fully considered in all activities undertaken. Her untimely passing away (2001), in the course of work dedicated to the Programme, is an inestimable loss to the Programme, to the Districts that she worked with, and to the local communities and particularly the women, whom she championed.*

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- Solomon Makoloweka (Regional Coastal Management Facilitator), Mussa Dengo (District Co-ordinator for Tanga Municipality), Lawrence Kuziwa (District Co-ordinator for Muheza), Emanuel Mgongo (District Co-ordinator for Pangani), Trudi van Ingen, Monica Gorman, Chris Horrill and Eric Verheij (IUCN Technical Advisors)
- The other Regional Advisors and District staff involved, including the extension workers, district linkages, members of the District Technical Teams, and the District Executive Directors

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## UKUMBUSHO WA CLAUDIA KAWAU

*Kitabu hiki ni ukumbusho na kinatoa heshima maalumu kwa marehemu Claudia Kawau ambaye alitoa mchango mkubwa katika utekekelezaji wa Mpango wa Hifadhi na Maendeleo ya Mwambao Mkoa wa Tanga (Mpango wa Mwambao wa Tanga), na ambaye alikuwa na dhamana ya kuhakikisha kuwa matakwa ya wanawake na jamii yalizingatiwa ipasavyo katika utekelezaji wa shughuli zote za Mpango wa Mwambao Tanga. Kifo chake cha ghafla kilichotokea mwaka 2001, akiwa katika kufanya kazi za Mpango wa Mwambao wa Tanga, ni hasara isiyoweza kukadirika kwa Mpango wenyewe, kwa Wilaya ya Muheza ambayo alifanya nayo kazi na pia jamii kwa jumla na hasa wanawake ambao aliwapigania.*

## SHUKRANI

Waandishi wa kitabu hiki wanawashukuru watu wafuatao ambao wamekuwa dhamana wa sehemu kubwa ya kazi zinazoelezwa katika kitabu hiki na walifanya juhudi kubwa katika kufatilia masuala ya jinsia na kuendeleza hali ya kiuchumi na kijamii ya wanawake na wanaume katika Wilaya zote tatu husika (Tanga, Muheza na Pangani), na pia kushiriki kwao katika usimamizi wa Maliasili za Mwambao:

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Serikali ya Tanzania na Shirika la msaada la Ireland pia wanashukuriwa sana kwa msaada wao wa kuwezesha mazingira yanayofaa na kwa muongozo wao juu ya kufatilia mambo ya jinsia.



## **EXECUTIVE SUMMARY**

From its initiation in July 1994, the Tanga Coastal Zone Conservation and Development Programme (Tanga Programme) in northern Tanzania, has recognised the needs of men and women and taken explicit steps to involve them both in all steps of resource management, so that greater equity can be achieved in well-being, access to resources, participation in decision making, and control over resources.

The economy of most households in coastal villages depends on a combination of activities and is essentially subsistence-based. Artisanal fishing is by far the most important economic activity and is carried out almost entirely by men. Men are generally responsible for meeting the cash requirements of the family but women contribute to school fees and medical expenses. The main economic activities for women are subsistence farming and petty trade.

Phase 1 of the Programme, the "listening" phase, consisted of participatory socio-economic and resource assessments and stakeholder workshops to agree on priority issues. The latter included specific analysis of issues important to women. The priority issues were then addressed in three pilot villages (one in each District) by developing action plans. These preliminary efforts resulted in reduced levels of dynamite fishing and mangrove cutting, improved enforcement of regulations and by-laws, and increased fish catches. In this phase there was no defined gender strategy, with activities being carried out on an *ad hoc* basis.

In the second, 'demonstration' phase, collaborative fisheries management plans were developed jointly by government agencies and local resource users. Each plan covers those villages that use the same fishing areas and reefs. By 2002, when the third 'mainstreaming' phase was underway, all 42 coastal villages along the coastline of Tanga Region were involved in implementing or finalising collaborative fisheries management plans and improved equity between men and women had become a special focus of the Programme.

Specific methods were used to involve women in the Programme, particularly participatory techniques that allow the points of view of different interest groups to be identified. Gender disaggregated data in a wide range of programme activities was collected.

A gender monitoring matrix was developed, with four sub-results aimed at promoting equitable participation of women in:

- analysis, decision making and negotiation;
- presence on committees;
- coastal resource use and management; and
- programme benefits (e.g. material, technical and educational assistance).

The monitoring programme contains quantitative indicators and means of verification for the four sub-results. "Warning flags" or standards are given, to enable situations to be identified where special action should be taken. Some of the warning flags are quantitative, such as the number of women present in meetings, on committees and taking part in various activities. Others are qualitative, such as negative trends in women attending or participating in meetings and programme activities, failure of women to participate in voting or decision making, and men disputing the rights of women to do this.

Specific individuals were made responsible for gender equity. Within the Districts, gender 'linkages' were responsible for coordinating, following up and monitoring gender issues; and gender task forces, comprising three to four technical staff, were responsible for planning and monitoring gender mainstreaming. An inter-district gender task force was also established. 'Role models' were created by ensuring that there were women in all the socio-economic and resource assessment teams that were established by the Programme, as well as in the extension worker teams that facilitated the process of analysing problems and identifying solutions in the villages.

Key people, such as those facilitating resource management in the villages, those in decision-making and leadership positions at community and higher (government) levels, and those on the coordinating bodies for natural resource management, were targeted for training. This led to increased awareness and support for participation of women in coastal management, both at



government and at village level in the Districts and there is a general feeling that gender is now well mainstreamed and monitored at the different institutional levels.

Placing women in assessment and facilitation teams, the use of participatory approaches and animation techniques, monitoring the participation of women in meetings and taking special action when this is low or absent, all contributed to an increased participation of women in analysis, decision-making and negotiation. As a result, Village Environment Committees (VECs) started to address issues of particular interest to women, such as control of crop vermin (wild pigs and monkeys), and beach pollution.

In terms of participation on committees, VECs are now generally well gender balanced, with nearly 40% representation by women, a percentage that would probably have been much lower without the programme gender activities. The Central Co-ordination Committees (responsible for oversight of each collaborative management plan and for co-ordination between villages) usually comprise 25-38% women, meeting the standard set in the monitoring matrix. Some women even hold key positions.

There are still insufficient data to show trends in the participation of women in most economic activities, but their role in seaweed farming has increased significantly. The Programme has helped to ensure integration of seaweed farming into the collaborative management plans. Committees have been set up to demarcate the farming areas, with representatives of all those involved, and this has substantially reduced conflict and helped women develop this source of income.

In terms of equitable participation in Programme benefits, women have been included in training courses such as micro-planning, business management skills, mariculture techniques, preparing fuel-efficient stoves, beekeeping, record keeping and accounting, tree-nursery techniques, animation, hunting techniques, horticulture, agro-forestry and organic farming. Some have been trained as trainers in micro-planning, business management skills and mariculture, and as village animators. Women have participated in all study tours and workshops organised by the Programme.

Women also received a range of technical and material assistance, for example, for agro-forestry and organic vegetable growing, controlling vermin, reducing beach pollution, preparing fuel-efficient stoves and developing woodlots. An additional benefit of these activities was that the confidence of women increased, which contributed to their successful participation in management activities and decision-making bodies.

The gender component of the Tanga Programme has therefore been successful in raising awareness and increasing the participation of women in planning and decision-making. It is however less clear whether programme activities have led to greater economic benefits for women, and whether efforts to increase their participation in use and direct management of marine and coastal resources have been successful. This is partly because information to demonstrate such changes is not yet available. It is also too early to say to what extent gender issues have been mainstreamed in Programme activities, and to what extent these would continue without external assistance.

The experiences of the Programme have, however, led to a number of key conclusions, lessons learned and recommendations as follows:

- The need to use techniques that stimulate the participation of women, such as participatory techniques.
- The need to provide adequate training and awareness raising on gender, involving all stakeholders, and providing periodic 'refresher' training
- The value of creating "role-models" for women and encouraging leadership and responsibility in promoting gender equity
- The need to ensure equitable participation in all activities
- The importance of a good gender monitoring programme, that is well understood, simple to use, and that is maintained.

## MUHTASARI

Tangu kuanzishwa kwake mnamo Julai 1994, Mpango wa Hifadhi na Maendeleo ya Mwambao wa Mkoa wa Tanga ( Mpango wa Mwambao wa Tanga Tanga) unaotekelezwa kaskazini mwa Tanzania, umebaini mahitaji ya wanaume na wanawake na kuchukua hatua dhahiri za kuwahusisha wote katika hatua zote za usimamaizi wa rasilimali, ili usawa zaidi uweze kupatikana katika maendeleo, upatikanaji wa rasilimali, kushiriki katika kutoa maamuzi, na udhibiti wa rasilimali.

Uchumi wa kaya nyingi katika vijiji vya mwambao wa Tanga hutegemea sana mchanganyiko wa shughuli ambazo hasa msingi wake ni kusaidia kujikimu mahitaji ya msingi. Uvuvi mdogo mdogo kwa kiasi kikubwa ndio shughuli muhimu ya kiuchumi ambayo takriban hufanywa zaidi na wanaume. Ingawa kwa ujumla wanaume ndio wenye jukumu la kutimiza mahitaji ya kifedha kwa familia zao, kinamama huchangia ada za shule na gharama za matibabu. Njia kuu za kiuchumi za wanawake ni kilimo cha kusaidia kujikimu mahitaji ya msingi na biashara ndogo ndogo.

Awamu ya kwanza ya Mpango wa Mwambao wa Tanga au kama ilivyojulikana "Awamu ya Kusikiliza" ilijumuisha utafiti shirikishi juu ya hali ya kiuchumi, kijamii na rasilimali; pia makongamano ya washikadau kwa ajili ya kukubaliana juu ya mambo muhimu. Mambo hayo muhimu ni pamoja na uchambuzi maalumu wa masuala yenye umuhimu kwa wanawake. Mambo hayo muhimu yalizingatiwa kwenye vijiji vitatu vya majaribio ( kimoja kila Wilaya) kwa ajili ya kutayarisha mipango ya utekelezaji. Juhudi hizi za awali ndizo zilizosaidia kupunguza kiwango cha uvuvi wa baruti, ukataji holela wa mikoko, kuboresha usimamizi wa kanuni na sheria ndogo ndogo, na kuongeza kiwango cha samaki wanaovuliwa. Katika awamu hii hakukuwa na maelekezo ya mikakati ya masuala ya jinsia, na shughuli zinazohusu jinsia zilifanywa kwa ajili maalum au pale tu zilipohitajika.

Katika awamu ya pili ya hatua ya " Kuonyesha ", mipango ya pamoja ya usimamizi wa uvuvi ilitayarishwa kwa ushirikiano wa vyombo vya Serikali na watumiaji wa asili wa rasilimali. Kila mpango unajumuisha vijiji vinavyotumia kwa pamoja maeneo ya uvuvi na miamba. Kufikia mwaka 2002, na ilipoanza awamu ya tatu ya Mpango wa Mwambao wa Tanga ya "Kudhihirisha", vijiji vyote 42 vya mwambao katika eneo la pwani ya Mkoa wa Tanga vilishiriki katika utekelezaji au umaliziaji mipango ya pamoja ya usimamizi wa uvuvi, na kuendeleza usawa kati ya wanawake na wanaume ikiwa ndio muelekeo maalumu wa Mpango wa Mwambao wa Tanga.

Njia maalumu zilitumika kuwashirikisha wanawake katika Mpango wa Mwambao wa Tanga, hususan mbinu ya ushirikishwaji ambazo hutoa nafasi ya kutoa maoni juu ya matakwa ya makundi mbali mbali. Takwimu za jinsia kuhusu mambo mbali mbali ya shughuli za Mpango wa Mwambao wa Tanga zimekusanywa.

Majadwali ya taarifa za ufatiliaji wa mambo ya jinsia yametayarishwa katika utekelezaji wa "matukio madogo" manne ya Mpango wa Mwambao wa Tanga, yakidhamiria kuhamasisha usawa wa ushirikishwaji wa wanawake katika:

- Uchambuzi, kufanya maamuzi na mashauri;
- Kushiriki kwenye Kamati mbali mbali;
- Utumiaji wa rasilimali za mwambao na usimamizi wake ; na
- Faida za Mpango wa Mwambao wa Tanga (mfano vifaa, msaada wa utaalumu na elimu).

Mpango wa ufatiliaji wa mambo ya jinsia unavyo vigezo vya namna ya kuangalia na kuthibitisha katika yale matukio madogo ya maeneo manne ya Mpango wa Mwambao wa Tanga " bendera za kuashiria" au viwango vilivyowekwa. Hii ni kuwezesha kubaini sehemu ambazo hatua maalumu zinahitajika kuchukuliwa. Baadhi ya bendera za ishara ni za kuonekana wazi wazi kama vile kuwepo na idadi ya wanawake mikutanoni, kwenye kamati mbali mbali na kushiriki katika shughuli mbalimbali. Nyengine ni za mabadiliko au kuongezeka kwa ubora kama vile mabadiliko ya mwenendo duni wa wanawake katika kuhudhuria au kushiriki katika mikutano na shughuli za

Mpango wa Mwambao wa Tanga, kushindwa kushiriki kwa wanawake kupiga kura au kutoa maamuzi, na wanaume kuhoji haki za wanawake kufanya hivyo.

Watu maalumu walipewa dhamana ya kuangalia usawa wa kijinsia. Katika wilaya, wadhamini wa masuala ya jinsia waliwajibika katika kuratibu, kufuatilia na kutoa ufafanuzi wa masuala ya jinsia; kamati za jinsia zilizoundwa na wafanyakazi wataalamu watatu hadi wanne walipewa jukumu la kupanga na kufuatilia udhihirishaji wa jinsia katika shughuli za Mpango wa Mwambao wa Tanga. Kamati ya jinsia ya pamoja ya wilaya zote tatu pia imeundwa. Mifano Bora ilibuniwa na kuhakikisha kuwa wanawake wamo katika vikundi vyote vilivyoundwa chini ya Mpango wa Mwambao wa Tanga kwa ajili ya utafiti wa hali za kiuchumi, kijamii na rasilimali. Pia kwa wafanyakazi wa uhamasishaji ambao huwezesha utaratibu wa uchambuzi wa matatizo na kubainisha mbinu za utatuzi wa matatizo hayo katika vijiji.

Watu muhimu, kama vile wanaosaidia usimamizi wa rasilimali katika vijiji, wale ambao wako katika uongozi na utoaji wa maamuzi, wale wa ngazi za juu Serikalini, na wale walio katika vyombo vya kuratibu usimamizi wa Maliasili, wote walilengwa kupata mafunzo. Hii ilipelekea kuongeza ufahamu na kusaidia kushiriki kwa wanawake katika usimamizi wa eneo la mwambao, kwenye ngazi mbali mbali za Serikali na vijiji katika wilaya. Hisia za jumla ziliopo ni kuwa sasa masuala ya jinsia yanadhihirishwa vizuri na kufuatiliwa katika ngazi na taasisi mbalimbali.

Kuwaweka wanawake kwenye vikundi vya utafiti na uwezesaji, matumizi ya mbinu bora za ushirikishaji na uhamasishaji, ufuatiliaji wa ushirikishwaji wa wanawake katika mikutano na kuchukua hatua maalumu pale ambapo uwakilishaji unapokuwa hafifu, ni baadhi ya mambo ambayo yamechangia ongezeko la ushiriki wa wanawake katika uchambuzi, kushauri na kutoa maamuzi. Kwa matokeo hayo Kamati za Mazingira za Vijiji zilianza kuzingatia masuala yenye umuhimu maalumu kwa wanawake, kama vile udhibiti wa wanyama waharibifu wa mazao (nguruwe pori, nyani, kima na tumbiri) na uchafuzi wa fukwe.

Katika ushirikishwaji wa wanawake ndani ya Kamati za Mazingira za Vijiji, kwa ujumla kumekuwa na uwiano wa kijinsia. Karibu asilimia arobaini (40%) ya wawakilishi wake ni wanawake, kiasi ambacho kingalikuwa kidogo zaidi pasingalikuwa na utaratibu wa kuzingatia masuala ya jinsia katika Mpango wa Mwambao wa Tanga. Kamati Kuu za Uratibu ambazo zina jukumu la uangalizi wa kila mpango wa usimamizi wa pamoja na kuratibu ushirikiano kati ya vijiji, kwa kawaida huwa na kati ya asilimia ishirini na tano hadi thelathini na nane (25-38%) ya wanawake katika jumla ya wajumbe wake na hivyo kufikia viwango vilivyokadiriwa kwa mujibu wa jadwali za ufuatiliaji jinsia. Baadhi ya wanawake hushikilia dhamana muhimu kwenye kamati hizo.

Bado kuna upungufu wa takwimu zinazoonyesha mwenendo katika ushirikishwaji wa wanawake katika shughuli nyingi za kiuchumi, lakini mchango wao katika kilimo cha mwani umeongezeka kwa kiasi kikubwa. Mpango umesaidia kuhakikisha kuingizwa kwa kilimo cha mwani katika upangaji wa rasilimali za mwambao na kupunguza mizozo ya utumiaji. Kamati zinazowakilisha wote wanaohusika zimeundwa kwa ajili ya kutenga maeneo ya kilimo na kuweka mipaka, hii kwa kiasi kikubwa imepunguza mizozo na kusaidia wanawake kuendeleza chanzo hiki cha mapato.

Kuhusiana na ushiriki sawa katika kupata faida za mpango, wanawake wameingizwa katika mafunzo kama vile ya upangaji wa shughuli ndogo ndogo, ujuzi wa usimamizi wa biashara, mbinu za kilimo cha baharini, utayarishaji wa majiko sanifu, ufugaji nyuki, kuweka kumbukumbu na utunzaji wa hesabu, mbinu za uendelezaji vitalu vya miti, uhamasishaji, mbinu za uwindaji, kilimo cha bustani, kilimo cha misitu na kilimo asili. Baadhi yao wamepata mafunzo ya uhamasishaji wa wenzao katika upangaji, ujuzi wa usimamizi wa biashara, mbinu za kilimo baharini, na wahamasishaji wa vijiji. Wanawake pia wameshiriki katika ziara zote za mafunzo na makongamano yaliyoandaliwa na Mpango wa Mwambao wa Tanga.

Wanawake vile vile wamepata msaada wa utaalamu na vifaa, kwa mfano, utaalamu na vifaa kwa ajili ya kilimo mchanganyiko na misitu na kilimo cha mboga mboga, udhibiti wa wanyama waharibifu, kupunguza uchafuzi wa fukwe, utayarishaji wa majiko sanifu na kuendeleza vitalu vya miti. Faida zaidi ya mafanikio ya shughuli hizi ni kule kuongezeka kwa kujiamini kwa wanawake na hivyo kuchangia ipasavyo katika kushiriki kwao kikamilifu katika shughuli za usimamizi na katika vyombo vya kufanya maamuzi.

Kwa hivyo, sehemu ya masuala ya jinsia ya Mpango wa Mwambao wa Tanga imeweza kufanikiwa kuongeza ufahamu na ushiriki wa wanawake katika kupanga na kutoa maamuzi. Hata hivyo bado haiko wazi ikiwa shughuli za Mpango wa Mwambao wa Tanga zimeleta faida kubwa za kiuchumi kwa wanawake, au ikiwa juhudi za kuongeza kushiriki kwao katika utumiaji na usimamizi wa moja kwa moja wa rasilimali za baharini na mwambao zimefanikiwa. Hali hii ni kwa sababu taarifa za kudhihirisha mabadiliko hayo hazipatikani. Pia ni mapema mno kusema kuwa ni kwa kiasi gani masuala ya jinsia yanadhihirika katika shughuli za Mpango wa Mwambao wa Tanga, na kiasi gani shughuli hizo zinaweza kuendelezwa bila msaada kutoka nje.

Hata hivyo, uzoefu uliopatikana kutokana na utekelezaji wa Mpango wa Mwambao wa Tanga unatuongoza kwenye uthibitisho wa mambo muhimu, mafunzo yaliyopatikana, na mapendekezo kama ifuatavyo:

- Haja ya kutumia mbinu za kuchochea ushiriki wa wanawake, kama vile mbinu za ushirikishwaji;
- Haja ya kutoa mafunzo ya kutosha na kuongeza ufahamu juu ya jinsia, kushirikisha washikadau wote, na kuwa na marejeo ya mafunzo hayo kila baada ya muda;
- Umuhimu wa kuwepo "Mifano Bora" kwa wanawake na kuhamasisha uongozi bora na kuchukua jukumu la kueneza usawa wa kijinsia;
- Haja ya kuhakikisha ushiriki sawa katika shughuli zote; na
- Umuhimu wa kuweka mpango mzuri wa ufuatiliaji, ambao unaeleweka, rahisi kuutumia, na ambao unadumishwa.

## INTRODUCTION

Interest in gender equity in relation to the environment and biodiversity conservation has increased dramatically over the last 30 years, and is now seen, not so much as a sectoral or thematic debate, but as a wider cross-cutting issue. With growing concern about the need to eliminate poverty, to ensure sustainable development that is both fair and equitable, and to ensure that the benefits of biodiversity are themselves shared equitably, the role of women is being seen to be as important as that of men. The majority of women have enormous power in terms of their influence in households, local communities, and society as a whole, but the potential of this to promote the conservation and sustainable use of biodiversity has tended to go unrecognised. A gender perspective in conservation and development helps to reveal the roles and contributions of women and shows the need for their full involvement, as well as the obstacles to their participation that must be addressed if equity is to be achieved.

Despite this growing awareness, there is limited practical experience on how gender and other social equity concerns can be incorporated into conservation and development activities although the number of programmes addressing this is increasing. For example, recent dairy development (Ong'ayo, 2002 pers.com.) and water harvesting in East Africa have incorporated gender issues from their conception and made their mainstreaming a priority. Similarly, an integrated conservation and development project at Mount Elgon in Western Kenya, supported by IUCN, has involved a systematic approach to gender including field level gender analysis, gender training of partners and promotion of gender-responsive technologies (Ong'ayo, 2001).

Although gender equity in coastal resource management has been studied in some parts of the world, especially Latin America (e.g. Aguilar and Castaneda, 2001), less work has been carried out in Eastern Africa. Recent studies in this region include an analysis of coastal communities in East Africa (Golder and MacDonald, 2002); a study of gender in mangrove management in Kwale District, Kenya (Juma, 1998); and two studies on gender and livelihood in coastal villages in Tanzania (Soko, 1999; Mwaipopo-Ako, 2000).

However, as in a growing number of African countries, the Government of Tanzania recognises gender and the participation of women in all development processes as central for sustainable development, and is signatory to several international agreements on gender equality, including the Beijing Platform for Action (1995) which contains a strategy for enhancing women's full participation in environmental action. The Government of Tanzania has adopted affirmative action measures to ensure women are included in decision-making at all levels from the villages to national parliament.

*One does not walk very fast or very long on one leg; how can we expect to develop our nation with only half the population?*

Mwalimu Julius Nyerere, 1985

From its initiation, the Tanga Coastal Zone Conservation and Development Programme (Tanga Programme) has recognised the needs of men and women and taken explicit steps to involve them both in all steps of resource management, so that greater equity could be achieved in well-being, access to resources, participation in decision making, and control over resources.

Tanga Region is located in the north-east of Tanzania, and has three coastal districts: Pangani and Muheza Districts and Tanga Municipality. Its coastline extends approximately 180 km from the Kenyan border in the north to Saadani Game Reserve in the south. The coast is characterised by a number of ecologically important and diverse habitats including coral reefs, mangroves, seagrass beds and coastal forests. The human population of approximately 379,000 lives in two towns (Tanga, 223,000; Pangani, 6,000) and 42 coastal villages (150,000).

By the early 1990s, the residents of these three Districts were facing the consequences of unsustainable use of coastal resources, such as declining fish catches, deteriorating coral reef health, and continuing reduction of the area of mangroves and coastal forests. Government and community responses to these problems were proving inadequate but villagers and the Tanga Regional government authorities recognised their dependence on these natural resources and the need for controls over access and exploitation. Assistance was sought from the Eastern African Regional Programme of the World Conservation Union and Ireland Aid and the Tanga Programme was initiated in 1994.

In Tanzania, there are four levels of government: central, regional, district and village, and initially responsibility for implementing the Tanga Programme lay with the Regional Government. However, in 1996, the national Government established the Local Government Reform Programme (LGRP) to decentralise decision-making powers. Under this, District Councils are required to regulate natural resources within the area of their jurisdiction and the Regional Government plays only an advisory role. For the Tanga Programme, this has meant that the three coastal Districts now implement the Programme, with advice and support from the Regional Administration. All activities are planned and implemented by and through District level officers (in terms of Programme activities these are District Technical Teams, with co-ordination carried out by District Coordinators, although primary responsibility is increasingly being handed over to District Natural Resource Officers).

This publication describes the process used to improve gender equity in coastal resource management in the three Districts, and the results achieved. It aims to document and make available to other projects, the experiences gained in "learning to work with a gender perspective". It provides some insights on the benefits and challenges of pursuing such an approach in conservation and of the process of gender mainstreaming. This publication also intends to provide encouragement to others working in the field of natural resource management and conservation, as well as to the Tanga Programme itself.

## **1. GENDER AND NATURAL RESOURCE MANAGEMENT**

The term 'Gender' refers to the socially-determined roles and responsibilities of men and women and the relationship between them in any given society. However, it is a concept that is widely misunderstood, often being seen as synonymous with 'women' and therefore of concern only to women. Gender relationships are dynamic and changeable, and differ from one society to another and even within the same community. Conservation and development policies, programmes or projects affect both women and men whether or not they are consulted or involved, and both men and women inevitably have an impact on their implementation. Recognition and integration of gender differences contributes to overall planning and increases the chance of both women and men participating and benefiting from conservation and development. It is therefore essential to understand the "gender organisation" of a community before designing and implementing conservation and development interventions.

In the 1970s and 1980s, most efforts went into addressing the problem of the **exclusion of women** from the development process. This approach became known as Women in Development (WID) and gave rise to projects, or components of larger projects, that specifically addressed women's concerns. Over this period many projects were set up in Eastern Africa through which women groups received support from government agencies and NGOs (e.g. provision of sewing and grain milling machines, or cash grants and credit schemes). A few of these initiatives brought benefits to women, but many were too small to lead to any real impact. Some even added to the already heavy workload of women, or resulted in the strengthening of traditional female roles; for example sewing and knitting sub-projects within larger livestock development and resource management projects. Others marginalised women even further; for example, forestry programmes which included components providing fuel efficient cooking stoves for women, and paid little attention to the role they play in forestry management through their knowledge of plant species, and of their constraints to effective participation. Nevertheless, despite its limitations, the WID approach has been important in making the roles and contributions of women in conservation and development visible. Women's groups for example,

have provided important fora for strengthening women's confidence, and for more effective participation in development and conservation activities, as well as decision-making.

By the 1990s, it was being recognised that the WID approach tended to emphasise the practical needs of women without paying attention to the underlying causes of inequity and inequality. The WID approach also focused on women as a separate category and did not recognise the social relationships that determine their roles, access to resources and status in society. As a result, the Gender and Development (GAD) approach evolved, which recognises that it is unequal relations of power between men and women and between different socio-economic groups that prevents equitable participation and access to resources. It is not just a matter of addressing the practical needs of women, but of helping them to express their views and empowering them to tackle the obstacles to their effective participation. The Tanga Programme used the GAD approach, aiming to involve women in all steps of the process, from analysis and planning to implementation and monitoring.

## **2. THE ROLES OF WOMEN AND MEN IN COASTAL COMMUNITIES IN EAST AFRICA**

For centuries, the East African coast has been part of the Western Indian Ocean trading area, and communities are a mixture of ethnic groups and cultures, primarily African, Arab, and Asian. "Swahili" is the generic term for the communities that live here, and that are predominantly Muslim, Kiswahili speaking and share a common culture. In the Tanga region, the dominant tribes are Digo, Bondei, Zigua and Segeju, and any one village is a mixture of these with Arab, Shirazi and other influences. Early Arab migrants introduced Islam, and the Arab way of life which had important implications for the basic values of Swahili life and the social stratification system (Landberg, 1977).

Coastal resources are primary goods in traditional and developing economies, providing food, fuel, household materials, and medicines as well as being important culturally. The subsistence lifestyle usually requires that every member of a household works as hard as possible in order to take maximum advantage of all available resources. On the coast, as in many environments, both men and women play important but different productive, economic and social roles. There are differences in resource use patterns, access to land, natural resources, equipment, labour, capital, outside income, and education, and in the control that each sex exerts over these resources (Anon, 1998)

Participation of women in coastal resource use is rarely fully acknowledged and tends to receive little if any economic remuneration. However, in terms of fisheries and exploitation of marine resources, women may be involved in a number of ways:

1. Direct involvement in fishing – women rarely go out in boats, but in many countries they gather invertebrates and small fish in intertidal areas, on foot, using a variety of gears and methods.
2. Processing – fish products have a very short shelf life and so they are processed to extend this, which may involve filleting, meat removal, drying, smoking, salting, cooking. These activities are largely carried out by women, who also carry out the associated work involved, such as collecting freshwater and fuel wood which may be needed for the processing methods. Even in industrial societies, much of the freezing, canning and processing work is carried out by women employed in factories etc.
3. Trade – women are extensively involved in the buying and selling of fish products, through local markets, restaurants or other outlets.
4. Mariculture – although large-scale intensive aquaculture (e.g. shrimp farming) tends to be dominated by men, women are often involved in the more extensive, less technological forms of mariculture in Eastern Africa, most notably sea weed farming.

Fishing is not as predictable or regular an occupation as farming and land-based activities as it is heavily dependent on tides, weather, seasonal variations in fish stocks and other variables. Given that women's primary occupations include child-rearing and running the household, it is not always possible and may not even be desirable, for them to play a major role in direct fishing



activities. Processing, trade, mariculture and gathering marine products on foot are all activities that can more easily be adjusted to a household routine. However, in most countries, women are little involved in the planning, development or management of fishing activities, and gender aspects are rarely considered in fisheries policies at national level. This is despite the fact that such activities could easily involve women, and indeed would clearly benefit from their contributions.

The economy of most households in coastal villages in Tanga Region depends on a combination of activities and is essentially subsistence-based. Artisanal fishing is by far the most important economic activity. Agriculture and petty trade are the second and third most important occupations, while a significant number of people rely on other ways of using natural resources for their livelihoods, e.g. fish trading, salt boiling, boat and house building, lime burning, charcoal making, mangrove pole cutting and seaweed farming. Most households are not self-sufficient in food. Commercial stakeholders include trawlers, traders and exporters of fish and other marine products, mangrove pole cutters, sisal industry and solar salt producers. Tourism is limited, but growing.

An analysis of coastal communities in Tanzania and Mozambique (Golder and MacDonald, 2002) found that, as the main household breadwinners, men control access to almost all resources. In Tanga, husbands are generally responsible for meeting the cash requirements of the family but women contribute to school fees and medical expenses. Almost all the fishing is carried out by men (Table 1), with the exception of shallow water shrimp fishing (Box 1). The artisanal fishery is coral reef based and the majority of fishing vessels are dug out canoes and small wooden boats. In the south-east monsoon with rougher seas, fishing activities are confined to inshore waters, but during the calmer period of the north-east monsoon, boats can fish further offshore. Gears used include different kinds of lines, nets, traps and spears and, until recently, the use of poison and explosives.

The main economic activities for women in Tanga Region are subsistence farming and petty trade (Table 1), reflecting the situation in other parts of Eastern Africa (Golder and Macdonald, 2002), although seaweed farming is becoming increasingly important in some villages.

**Table 1. Economic activities of men and women in three villages in 1997 (from Gorman, 1997)**  
(figures in brackets = ranking; '-' = information not available)

Activity	Men			Women		
	Kipumbwi	Mwambani/ Mchukuuni	Kigombe	Kipumbwi	Mwambani/ Mchukuuni	Kigombe
Fishing	68% (1)	36% (1)	(1)	0%	0%	-
Seaweed farming	0%	35% (2)	-	7% (4)	59% (1)	-
Farming	14% (2)	8% (4)	(3)	38% (1)	0%	(1)
Fish trade	0%	11% (3)	-	0%	17% (2)	-
Other trade	8% (3)	1% (7)	(2)	34% (2)	17% (3)	(2)
Shrimp collecting	0%	0%	-	19% (3)	5% (4)	(3)
Salt boiling	0%	8% (5)	-	0%	0%	-
Lime burning	0%	1% (6)	-	0%	0%	-
Coconut gathering	5%(4)	0%	-	0%	0%	-
Weaving roofing material	0%	0%	-	0%	2% (5)	-
Other	5% (5)	0%	-	2% (5)	0%	-

Most (55-80%) farmers are women and they cultivate rice (the main crop), maize, and cassava. In contrast, men farm cash crops such as coconut and cashew trees. Both men and women are involved in trading. For women this includes: the buying, processing (usually frying) and selling of fish; preparing and selling of other food; and trading in clothes and household items from Zanzibar. Men and women are involved in fish mongering with many women coming to the coastal villages from inland towns to buy and fry fish for sale back home. In 1999, there were 600 licensed fish traders in Tanga Municipality, of which two thirds were women. Seaweed farming was introduced in the nineties and has been increasingly taken up by women, who now dominate the production end of the industry. Some women fish in shallow water for shrimp (see Box 1), as well as collecting octopus and molluscs at low tide. Other activities in which women are involved include fishing, livestock (especially poultry), mat weaving and preparing roofing material from coconut leaves (*makuti*) (Gorman, 1995).

**Box 1 Female shrimp fishers at Ushongo village, Pangani District**

The majority of women in Ushongo village are involved in shrimp fishing. The small shrimp appear irregularly (3-6 month intervals), usually after heavy rain or when there is a big outflow from the rivers into the sea, and stay for 3-6 days. The women say that the shrimp follow the currents to come close to shore when there is heavy rain. Shrimp fishing involves two women holding a *tende* or net and one herding the shrimp into it. Some women use mosquito gauze as nets. They dry the shrimp in baskets in the sun. They can collect up to 1.5 gunny bags of shrimp in a day and, if well dried, there is no problem selling to the traders who visit their homes to buy. Most of the shrimps are sold at local markets, especially in Tanga town, for local consumption as a 'relish'. In the early 1990s, the women said that shrimp were getting scarce and that it could be 6 months before they appear. They considered that dynamiting was an important cause of the decline, since 'shrimp live in the reef like other fish, and when their homes are demolished they flee' (Gorman, 1996).

In East Africa in general, widespread and, in some cases, increasing poverty is putting new pressures on women to contribute to household income. Fertility, though falling, is still high, with an average of five children born to each woman in Tanzania, and in some coastal villages even more. Only a small proportion of girls complete school and an estimated 31% of women in Tanzania are illiterate, which contributes to the high population growth (educated women generally have fewer children) (Golder and MacDonald, 2002).

A wealth ranking exercise conducted in three coastal villages in Tanga Region in 1996 showed that women are among the poorest individuals. 68% of the women were estimated to be in the poorest categories, whereas only 24% of men were in these categories. This is presumably because women own and control very few resources, and have limited earning potential (Gorman *et al.*, 1996).

### **3. GENDER COMPONENT OF THE TANGA PROGRAMME**

Although gender issues have been addressed throughout the Programme, the manner in which this has been done has progressively evolved. The first three years of the Programme were designed as a listening and piloting phase ("learning how to be effective"), following the approach developed by Picotto and Weaving (1994). The second phase of the Programme was a "demonstration" stage of fine-tuning and implementing successful actions and approaches on a larger scale, while reducing costs and developing cost sharing arrangements ("learning how to be efficient"). 'Mainstreaming' is the focus of the current third phase of the Programme, which is aimed at ensuring that processes, actions and methods are adopted as normal practices, that the capacity of local institutions for coastal management is adequately built, and that institutional and financial long-term sustainability are developed.

Phase 1, the "listening" phase, consisted of participatory socio-economic and resource assessments and annual stakeholder workshops to agree on priority issues, options for actions and how to overcome problems. Key environmental issues and their perceived causes were identified as well as whether they were important to women (Gorman, 1995) (Table 2). The first seven issues in the table were considered to be of primary concern.

**Table 2: Issues and their perceived causes as identified by Tanga coastal stakeholders (data from Gorman, 1995)**

	Issue and perceived causes	Affecting men and women	Affecting women in particular
1.	<i>Declining fish catches</i> caused by fishing with dynamite, use of small mesh nets, commercial trawlers, over-fishing, lack of appropriate gear, mangrove cutting, increased number of consumers, pollution, poverty, and lack of law enforcement;	X	
2.	<i>Coastal erosion</i> caused by mangrove clearance	X	
3.	<i>Scarcity of fuel wood and building materials</i> caused by firewood cutting for salt boiling, increased demand for fuel wood for domestic use, and unregulated mangrove and timber cutting;	X	
4.	<i>Low agricultural production</i> caused by vermin (wild pigs and monkeys) destroying crops, inadequate farming tools and lack of expert advice	X	Vermin were of major concern to women
5.	<i>Failure to manage natural resources</i> caused by inaction of both government and community members	X	
6.	<i>Beach pollution</i> caused by human waste (there are few pit latrines in the coastal villages) and sisal factory effluent.	X	Pollution from human waste, as it causes many women to stop shrimp fishing
7.	<i>Lack of basic social and financial services in most villages</i>	X	
8.	<i>Dependency on fishermen's income:</i> Profits from the sale of food are very dependent on the fortunes of the fishermen.		X
9.	<i>Land tenure:</i> Under Islamic inheritance laws, women generally only obtain land and property from their fathers, in a smaller share than that of male heirs (1:2 ratio). If a woman marries she loses inherited land, which then is returned to her family, although she might still be allowed to farm there. Land is not 'owned' as such – rather ownership lies in the rights to the permanent trees (e.g. coconuts, cashews) that have been planted there.		X

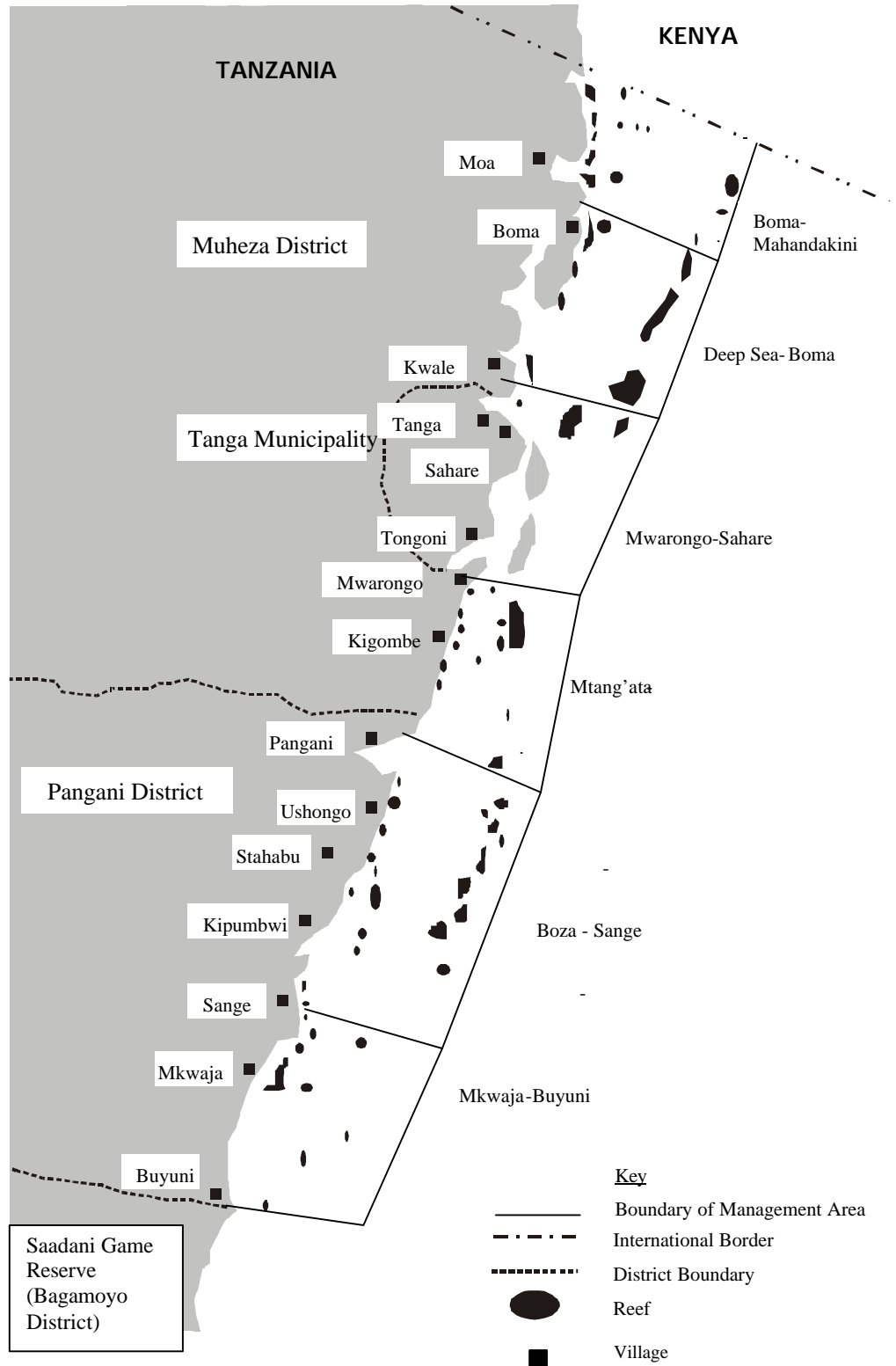
The next step in Phase 1 was to address these priority issues in three pilot villages (Tongoni, Kigombe, Kipumbwi), one in each District. In each village, villagers selected two priority issues, and formed committees to take actions to deal with these according to three-month action plans. These preliminary efforts resulted in reduced levels of dynamite fishing and mangrove cutting, improved enforcement of regulations and by-laws, and increased fish catches. A limited number of trials to develop alternative sources of income and mechanisms for improving the institutions for coastal management were tried. The aim was to find out what worked and what would achieve results, with a high level of accountability and transparency (Ingen and Makoloweka, 1998). In this phase there was no defined gender strategy, with activities being carried out on an *ad hoc* basis. Women took part in assessment and extension teams, techniques to stimulate the participation of women were introduced, gender disaggregated data were collected, equal representation in Programme activities was encouraged using specific techniques, and gender equity was assessed in addressing priority issues, allocation of funds and materials, and other benefits (Ingen, 1998; Ingen and Kawau, 1998).

In the second, 'demonstration' stage, collaborative fisheries management plans were developed jointly by government agencies and local resource users, each plan covering those villages that used the same fishing areas and reefs (Horrill et al., 2001). The philosophy behind this was that neither government nor villagers would be able to solve resource use problems on their own, and that positive collaboration between both would be essential. Each of the management areas (figure 1) comprises between 4 and 17 villages. Each village has a Village Environmental Committee (VEC) and its own environmental action plan. Representatives of each VEC form a Central Coordinating Committee (CCC) which has the role of harmonising and coordinating village action plans, village by-laws, village patrols, and other activities for the whole management area. By 2002, all 42 coastal villages along the coastline of Tanga Region were involved in implementing or finalising collaborative fisheries management plans (see Figure 1).

During this phase "Improved equity between men and women in management and sustainable use of fisheries and related resources" was made one of the Results in the logical framework. By 1999, it became clear that a more strategic approach was needed, and a gender monitoring matrix (Annexes 1 and 2) was prepared which identified four 'results' aimed at equitable participation of women in the following areas:

- A. Analysis / decision making / renegotiating (e.g. village meetings).
- B. Decision making and implementing bodies (e.g. committees).
- C. Coastal natural resource use and management
- D. Programme benefits (e.g. material, technical and educational assistance)

**Figure 1: Collaborative Fishery Management areas in the two Districts and one municipality of Tanga Region**



## **4. METHODS USED TO IMPROVE GENDER EQUITY**

Specific methods were used to involve women in the different steps of the process implemented by the Programme, in terms of setting priorities, analysing issues, and planning, implementing and monitoring activities.

### **4.1 Participatory approaches**

Participatory techniques were used throughout as these allow the points of view of different interest groups to be identified. Dealing with issues exclusively in general assembly meetings risks that decisions favour a vocal or influential minority and do not necessarily reflect the opinion or have the support of the majority of the community. Dealing with issues only with certain interest groups risks that valuable advice from other groups is missed, or that decisions are not supported by all. Participatory techniques result in a more balanced picture of the needs, opinions and interests of the different groups in a community, and a higher chance of coming to conclusions and decisions that are supported by the majority of the community, including women.

Focus group discussions, which mean that about 10-12 people from one particular interest group discuss an issue together, were particularly useful for women (see example of results from a focus group discussion for women in Box 2, Section 5).

A useful technique to stimulate the participation of women in plenary discussions is to split up all participants into homogeneous sub-groups at the beginning of a meeting. Each sub-group discusses one or two questions related to the subject of the meeting for twenty minutes to half an hour. The sub-groups then report back to the whole meeting, after which a general discussion takes place. It is important that the subgroup is relatively homogenous (e.g. older men, younger men, women), so that members are not afraid to speak in front of others. The discussion in sub-groups helps to stimulate members to express themselves and to formulate a common point of view. The reporting back of the sub-groups in plenary stimulates dialogue between all categories of villagers, and the sharing of responsibilities for decisions taken. It stimulates women to defend their own point of view because they feel supported by their sub-group.

Another technique is participatory analysis of the consequences of a particular problem. Generally, this shows that problems are not the concern of only one group (e.g. dynamite fishing for fishermen) but also affects other groups (e.g. dynamite fishing affects the economy of the whole village and all village households) and that solutions thus demand cooperation between different groups. This is also important for women as it shows that they are involved in or affected by activities that superficially may only concern men.

Using participatory techniques requires good preparation and organisation and these approaches should be discussed with the village government, committee or whatever authority is officially calling the meeting, to avoid resistance to it. "How" and "why" the technique is being used should also be explained to the participants, to avoid the feeling that they are spending their time on something "useless". Equally, it is important to make clear from the start that discussing certain issues, problems, stakeholders or solutions at a meeting does not mean that these will all be addressed later. This will avoid creating unrealistic expectations

### **4.2 Profiling, monitoring, and assessing gender equity**

Gender equity was assessed through the collection of gender disaggregated data in a wide range of programme activities including committee composition, addressing priority issues, allocation of funds and materials and other programme benefits, at all levels from village to Programme. Monitoring is essential to measure and analyse trends in the participation of women, to detect problems and disparities, and to keep people aware of the necessity and importance of involving women.

In order to set up a more coherent gender monitoring programme, two consultants were hired at the end of 1998 to prepare sets of baseline data or gender profiles for the three pilot villages, focused on natural resources management, and also gender monitoring programmes for village, district and Programme level. Unfortunately, the consultancy did not have the expected results: the village gender profiles contained more information on general household resources and issues than on the use, access to and control of natural resources by women; and the monitoring programmes were not focused on natural resource use and management, and did not relate to the baseline data.

In 1999, a more focused monitoring programme was therefore developed, containing quantitative indicators and means of verification for the four sub-results (see section 3) in the form of a matrix. The first part of this (Annex 1) is a tool that defines the monitoring activities, identifies who should carry these out, and suggests "warning flags", or standards to enable situations to be identified where special action should be taken. Some of the warning flags are quantitative, such as the number of women present in meetings, on committees and taking part in various activities. Others are qualitative, such as negative trends in women attending or participating in meetings and programme activities, failure of women to participate in voting or decision making, and men disputing the rights of women to do this. Qualitative indicators are more difficult to report on and it has been found that they are often not recorded, although it is equally important to record how men and women participate as how many. Did women make contributions, were they overruled by men, did both participate in voting? Nevertheless, gathering gender disaggregated quantitative data is already more than many staff were doing and is a first step in detecting problems. A little monitoring using simple techniques may be better than a full-scale complex programme.

The second part of the monitoring matrix (Annex 2) explains the actions needed when the "warning flags" appear, i.e. what actions to take if participation by women falls below a certain standard or when a negative trend is detected, and who should take the actions.

To be fully useful, a monitoring programme of this nature requires good baseline data. In 2000, data were therefore collected in each District on the numbers of men and women involved in different types of fishing, fish processing and trading, in the use of and trading in mangroves, and in seaweed farming.

#### **4.3 Making individuals or institutions responsible for gender equity**

In line with increasing decentralisation, counterparts in each District (called District "linkages") were assigned to the Regional Advisors. These included gender linkages who were responsible for coordinating, following up and monitoring gender issues. There was a risk that assigning gender issues specifically to one person would result in other District staff no longer feeling they had to contribute to this but this generally did not happen, and rather helped to mainstream gender considerations in all activities of the Programme.

In 1999, the Districts established gender task forces, comprising three to four technical staff, who are responsible for planning and monitoring gender mainstreaming. An inter-district gender task force was also established, comprising the Regional Awareness, Training and Gender advisor, the regional Community Development advisor, the three district Gender Linkages and an IUCN Technical Advisor.

#### **4.4 Creation of "role models"**

An effort was made to have women in all the socio-economic and resource assessment teams that were established by the Programme, as well as in the extension worker teams that facilitated the process of analysing problems and identifying solutions in the villages. Female extension workers often have a better understanding, from their own experience, of the obstacles women face and they also act as "role models", providing examples of how women can achieve something. In several villages, certain women themselves became role models by obtaining leadership positions or by being successful in a particular economic or other activity.



When it was decided to make gender considerations a special result area of the programme, efforts were made to achieve a better gender balance in the Regional and District Technical Teams and, in 1997, additional women were added to the latter. The gender balance of the team of Regional Co-ordinator and Advisors was also improved from one woman and five men to three women and five men, and this created several role models.

#### **4.5 Awareness-raising and training**

Both men and women need to see the necessity and the advantages of gender equity in all steps of the process, and of dialogue and cooperation between the sexes, at government level as well as village level. Key people, e.g. those facilitating resource management in the villages, those in decision-making and leadership positions at community and higher (government) levels, and those on the coordinating bodies for natural resource management, were therefore targeted for training. The aim was to achieve broad-based support of all government staff involved in coastal management activities.

At the beginning of 1998 the Regional Training and Awareness Advisor was trained as a gender trainer, and in her turn, she trained the District Training and Gender Linkages in the same way. All programme advisors, District Technical Team members, District Linkages and extension workers were thereafter trained in gender issues. Topics included raising awareness about the importance of women's participation and techniques for gender analysis and stimulating women's participation.

At the end of 1998, as part of the consultancy to prepare gender profiles (Section 4.2), two regional advisors, the district gender and community development linkages and six extension workers (men and women) were trained in gender profiling. As a result of the gender profiling exercise, the pilot villages of Tongoni, Kigombe and Kipumbwi themselves set up village gender monitoring committees, an initiative followed later by Moa village. Following training, the gender committees (all well balanced with 5 men and 5 women) started enthusiastically to monitor and address general gender issues in the village. In September 1999 they received further training to focus them on following up gender issues related to fisheries and mangrove management in their villages. However, this created confusion over the tasks and mandate of the gender committee and the environmental committee in the village; for example, it was no longer clear which committee was responsible for mobilising women for mangrove planting. As a result, by mid 2001, the gender committees were no longer very active, and it seemed that this approach was perhaps not appropriate.

A second approach was therefore tested: making the village leaders and committees who had to deal with environmental issues aware of gender issues. The CCC, committee members and village government leaders in the Mwarongo-Sahare and Deep Sea–Boma fisheries management areas were given training in gender issues (similar to those addressed in other gender training courses) in 2001, with training for other management areas following later.

#### **4.6 Encouraging equitable representation in Programme activities at all levels**

In the case of training courses, study tours and workshops provided through donor-funded technical assistance, it was usually possible to insist on equal representation by men and women. This was feasible to implement when only a few villages were involved (at least two people - one man, one woman could be invited from each village or committee) but in cases where only one representative from a village or committee could be invited, this created a problem. One solution was to include additional individuals in the form of female representatives from inter-village interest groups such as seaweed farmers, shrimp fishers, or fish fryers.

Representation at village meetings and on committees is decided by the villagers themselves and is therefore more difficult to influence. However, in cases where women did not participate, or only in small numbers, efforts were made to change this. Special meetings were held, first with women alone and then with men to discuss female participation (see Section 5, Box 4). This resulted in a better understanding by both men and women of the importance of women attending meetings or participating in committees, as well as subsequent better participation of

women. This approach worked well with VECs, but was more difficult with CCCs which involve several villages. For example, if a management area has 15 villages and the CCC has only one representative from each village, these will often all be men. In some CCCs this was resolved as described above for training courses etc, i.e. adding female representatives from interest groups, such as seaweed farmers, that are dominated by women.

Once a meeting has been called, it is difficult to change the situation if women turn out to be poorly represented. It is thus essential to ensure their participation from the beginning and that they participate during the meeting. It may be necessary to pay special attention to the way that meetings are organised – for example, ensuring that the meeting time and place is suitable for women, and that they are clearly invited, measures that require little extra effort or resources. In villages, the need to involve women must be discussed with the authority organising or calling the meeting. Influential women, and/or women who are members of the VEC can also be contacted, as they can mobilise other women to participate. During a general assembly meeting, participation of women can be improved by applying special techniques, e.g. splitting up in homogeneous sub-groups at the beginning of a meeting (see Section 4.1.).

## 5. RESULTS AND ACHIEVEMENTS

There is general consensus that awareness and support for participation of women in coastal management, both at government and at village level, has increased in the coastal districts of Tanga Region and that gender is now being mainstreamed and monitored within Programme, Districts and villages. It is felt that this is largely due to the participatory methods described above, such as focus group discussions, which ensure that women's voices are heard (Box 2).

### **Box 2 Results of focus group discussions with women**

Focus group discussions held in the early stages of the Programme indicated that women had a very good understanding of, and were very concerned about, the declining state of the environment and the effect this had on their livelihoods. Issues identified, and their livelihoods impacts included:

- increasing fish scarcity and disappearance of certain species, more juvenile fish being sold at market and rising fish prices, causing reduced incomes, increasing difficulty in meeting basic needs, and poor nutrition
- increasing scarcity of wood and mangroves, resulting in difficulties in finding or being able to afford firewood and building poles
- increasing beach erosion, causing the frequent collapse of houses near the seashore.

Reasons given for these changes, and potential solutions suggested by the women (Gorman, 1996) included:

- unregulated and destructive fishing practices such as dynamite (a big effort is needed to control this), pull seine nets (these should be prohibited) and small mesh sized nets;
- over-fishing; increase of number of fish mongers; inferior fishing technology; which could be solved through development of other employment; introduction of controlled fishing areas with temporarily closures for fish stocks to recover; a traders union; modern fishing gears and education on better technologies; and legal restrictions on use of prawn fishing and fish market areas as toilets
- pollution from (sisal) industry (no solutions proposed);
- uncontrolled mangrove clearing, for which solutions would be a reduction in and control of cutting, combined with mangrove planting.

Gender training has also caused changes and resulted in an increased awareness of the importance of involving women and an increased effort to achieve this (see Box 3).

**Box 3. Increasing the understanding of gender by Programme staff**

Initially, some of the male programme staff failed to notice that very few women attended meetings and training sessions, even when these were particularly relevant to women. However, following training, their awareness increased and some of the male extension workers even went out of their way to ensure that more women participated. Both male and female Programme staff now have a good understanding and appreciation of the concept of gender equity and recognise its relevance to their activities relating to coastal resource management. As a development worker in Pangani District explained:

"At the beginning we could go to meetings and find only men or perhaps one or two women who would often sit quietly throughout the whole meeting. We saw this as normal. As we became more aware of some of the socio-cultural values that hindered women from participating in these meetings, we began to realise that we needed to do more to ensure women were better involved and would express their views. We also realised that women's contributions were as important as those of men and without these contributions we could not get a full picture. We began to challenge the men in the community to invite the women to the meetings. At the beginning the men insisted it was not necessary to bring women to the meetings or training sessions, "you give us the information and we'll pass it on to our wives", they said. Some argued that the women were too busy and had no time to join these activities. With more discussion however, some men began to see the need to involve women and more women started coming to the meetings and even to speak. With time, the men have come to appreciate women's contributions."

This important change in the perception of implementing personnel towards gender was also illustrated by one of the District coordinators, who stated: "At the beginning the donor insisted on gender integration, but we did not understand why or how we could do that. After some training and support, we now realise the importance of the concept in our projects".

It is difficult to measure the impact of role models but its importance can be seen in the case of Kigombe village. Here the District had failed to place a female extension worker, and women did not attend meetings at first. Special meetings improved the situation (see Box 4), but it was not until a female extension worker was stationed in the village that female participation finally improved to a satisfactory level. Women in several villages said that seeing female extension workers speaking in front of men encouraged them to do the same.

**Box 4. Improving participation of Kigombe village women in meetings**

In Kigombe village, women did not initially attend meetings to analyse the priority issues facing the village. A special meeting was therefore held for the women only. During this meeting, it was revealed that the women recognised that by not participating they would not know what was going on and they would not be able to benefit from Programme activities. However, they did not attend because they felt that the men would not listen to them and they did not want to waste their (own) valuable time. Furthermore, the meetings were at times that were not suitable for them and they said they were not given sufficient warning of when they would take place.

A meeting was therefore held with both men and women to discuss the lack of participation by the women. The men recognised that when women did not participate, their understanding of the issues would suffer and the men themselves would not benefit from the ideas, experiences, suggestions and help they could get from the women. They perceived the lack of participation by women to be the result of customs and tradition, rather than their own unwillingness to listen to the women, the poor timing of the meetings or the lack of advance notice, as identified by the women themselves. Initially the women did not react to the statements of the men but when asked to present the conclusions of the previous meeting they did. Men and women then discussed their different perceptions. The women decided that they would attend the meetings and men promised that they would listen to the women, that meetings would be held at a time that would be more suitable for women and announced in a better manner. Subsequently women attended many of the meetings (although initially in low numbers), they took seats in the village environmental committees, and participated in the formulation of the fisheries management agreement.

This section reviews progress made against the four results in the logframe and gender monitoring matrix (Annex 1), bearing in mind that this matrix was developed relatively recently and that prior to this, data had not been collected and collated in an organised fashion.

### **5.1 Result 1. Equitable participation of women in analysis, decision making and negotiation**

Placing women in assessment and facilitation teams, the use of participatory approaches and animation techniques, monitoring the participation of women in meetings and taking special action when this is low or absent, all contributed to an increased participation of women in analysis, decision making and negotiation, as shown in the case of Kigombe village (Box 4).

As a result of women participating in the analysis and decision making process, VECs started to address issues of particular interest to women, such as control of wild pigs and monkeys, and beach pollution. There were however, different levels of success. In the case of vermin control, success depended on whether the farm fields (*shambas*) were positioned closely together or were scattered, and the willingness of men to cooperate. For example, in Tongoni village, where the number of male farmers is relatively high, vermin control was successful and crop production increased because men and women cooperated and used 'block-farming' (positioning the *shambas* together), dug trenches between the fields and the surrounding bush, and regularly hunted bush pigs. In contrast, in Kipumbwi, although the men were prepared to assist in regular hunting, the fields are more scattered than in Tongoni, and are adjacent to coconut and cashew farms whose owners (male) were not prepared to clear their fields of the bush where vermin could hide, the villagers were unsuccessful in reducing vermin. Furthermore, although village by-laws had been formulated for bush clearance of *shambas*, village governments failed to enforce them. This activity was therefore dropped during Phase 2, as a result of recommendations from a programme review.

In contrast, controlling beach pollution was, at least initially, more successful. The low number of pit-latrines in the villages was due to the sandy soil that makes it difficult to dig stable walls. Men and women enthusiastically involved themselves in finding a solution, and used local knowledge to reinforce the walls with coconut husks. Many new latrines were built, but most of these were not sufficiently strong to resist the El Niño floods in 1997. Now stones or old oil drums are being used to reinforce the walls, but this is more expensive and so fewer latrines are being constructed and in some cases this activity has ceased.

### **5.2. Result 2. Equitable participation of women in committees**

In 1996, the Mwambani and Kipumbwi VECs were already well gender balanced (48% and 46% representation by women respectively). In the third pilot village, Kigombe, participation of women had improved since 1994 but women were still under-represented in committees (24%) and meetings. The reasons given by the women for this were that meetings were often held at times that coincided with farm work or other commitments, that they took too long, that women were not specifically invited, and that they were afraid to speak in front of men and feared criticism. They therefore suggested that women should be invited more specifically, that meetings should be better announced, that men should support the involvement of women, and that woman committee members should bring female friends and neighbours to the meetings. It was also recommended that female committee members should try to organise meetings with women and that a female extension worker should be placed in the village, which happened in 1997.

The 1999 monitoring matrix set standards for representation by women in committees: at least 40% for VECs (Table 3) and at least 25% for the CCCs (Table 4). VECs are generally well gender balanced, with nearly 40% representation by women, a percentage that would probably have been much lower without the programme gender activities.

**Table 3. Representation by women in VECs in 2001**

District	Range	average
Tanga (12 villages)	17-50% women	39%
Pangani (10 villages)	20-50% women	38%
Muheza	<i>data not available</i>	33%

CCCs usually have 25-38% women, and the CCC of the recently established Boma-Mahandakini management area even has 50% women. Thus, the standard set in the monitoring matrix was achieved in all CCCs. In some CCCs, women even hold key-positions: as secretary in the Sange-Mkwaja CCC, and as chair in the Mkong'ata CCC.

**Table 4. Representation by women in CCCs in 2001**

Fishery Management Area	Central Co-ordinating Committee
Mwarongo-Sahare (Tanga Municipality)	27% women (4 out of 15 members)
Boza-Sange (Pangani District)	25% women (4 out of 16 members)
Sange-Mkwaja	38% women (3 out of 8 members, inc. female secretary)
Boma-Mahandakini (Muheza District)	50 % women (7 out of 14 members)
Deep Sea – Boma (Tanga and Muheza)	27% women (4 out of 15 members)
Mkong'ata (Tanga and Muheza)	33% women (5 out of 15 members, inc. female chairperson)

### **5.3. Result 3. Equitable participation by women in coastal resource use and management**

As shown in Table 1, in 1997, the main uses of coastal resources by women are seaweed farming, fish trading, and shrimp collecting. Programme data for 1995 indicate that in Kipumbwi and Kigombe, in Pangani and Muheza Districts respectively, no significant changes occurred between 1995 and 1997 in the use of these resources by women. However, in Mwambani/Mchukuuni in Tanga Municipality, by 1997, seaweed farming had been taken up enthusiastically by women, and to a lesser extent by men. Out of a population of 2500, 650 people were involved in seaweed farming, 60% of them women (Gorman, 1997). Baseline data for the gender monitoring in early 2000, collected in four villages in Tanga and five in Pangani (Table 5), confirmed that women were still mainly involved in shrimp fishing, fish frying and trading in fried fish, although there was much variation between villages. Unfortunately, there are insufficient data to show trends in participation by women in such activities.

The main change, however, is in the participation of women in seaweed farming, although the Tanga Programme is not directly concerned with the development of this economic activity itself. Seaweed farming had started in the early 1990s by exporters who came to Tanga and supplied womens groups with seedlings and the materials to set up the farms.

The role of the Programme is to ensure the integration of this activity into planning for marine resource use and to help reduce conflict. In some villages, the expansion of seaweed farming led to conflicts, with some seaweed farms being destroyed by fishers using drag seine nets or landing their boats in the seaweed farming areas.

**Table 5: Number of men and women using different coastal resources in five villages in Pangani and four villages in Tanga Municipality in 2000 \***

Activity related to coastal resource use	Men		Women	
	Pangani	Tanga	Pangani	Tanga
Fishing in open water (handlines, nets, traps)	276 (1)	176 (2)	0	0
Octopus fishing	13 (5)	36 (4)	0	0
Seine nets	0	214 (1)	0	0
Shrimp fishing	0	4 (8)	117 (1)	38 (3)
Lobster fishing	21 (4)	<i>Data not available</i>	0	<i>Data not available</i>
Seaweed farming	<i>Data not available</i>	49 (3)	<i>Data not available</i>	93 (1)
Frying and/or trading of fried fish	7 (6)	9 (7)	102 (2)	88 (2)
Drying, smoking and/or trading of sun-dried fish	49 (2)	<i>Data not available</i>	6 (3)	<i>Data not available</i>
Trading fresh fish	41 (3)	20 (5)	0	1 (4)
Trading lobster	3 (7)	11 (6)	0	0

**\* Variations between villages were large; activities that are not related to coastal resources (e.g. farming, petty trade) are not included in the rankings.**

The role of the Programme is to ensure the integration of this activity into planning for marine resource use and to help reduce conflict. In some villages, the expansion of seaweed farming led to conflicts, with some seaweed farms being destroyed by fishers using drag seine nets or landing their boats in the seaweed farming areas. A process to demarcate these areas was therefore initiated. This involves the selection of a committee in the village with representatives (including women) of each of five stakeholder groups: seaweed farmers, fishers, village governments, fisheries staff and seaweed developers. The committee identifies a suitable site for seaweed farming, and recommends it to the village government, which calls a village assembly meeting. If the village assembly agrees, the site is demarcated for seaweed farming. The agreement is formalised by sending the minutes of the meeting through the ward to the District for approval. Approval is followed by the formulation of village by-laws to enforce the demarcated sites, and these are sent to the District Council for final approval. In villages where this process is followed very few user conflicts have been recorded (Lugazo, 1999).

There were a few instances where women themselves initiated specific activities, perhaps as a result of improving their self-confidence through Programme activities. For example, in 1997, some women in Kigombe formed a group to establish a woodlot, among other activities. However, after they had prepared the land and planted the seedlings, other people claimed that this land was theirs. The women had no written permission from the village government to use the land, and it took over six months to settle the dispute and for permission to be granted for the women to keep the woodlot. Without the support of the Programme, through District staff, the women would probably have lost their land. In 1997 a trial oyster culture enterprise was started in Mwandusi (Muheza District), involving twenty-five women. This was promising and started to show that oyster culture is possible, but the trial was stopped because of lack of market opportunities for the product.

This result also addresses the participation of women in coastal resource management activities as listed in the monitoring matrix (Annex 1). It is known that women participate in most of these activities, especially in those to do with mangrove management and seaweed farming, but it was not possible to obtain the data for this publication. Some women have even actively participated in typical 'male' activities such as village patrols.

#### **5.4. Result 4. Equitable participation by women in Programme benefits**

Participation by women in programme benefits refers to their involvement in training courses, workshops and study tours, and whether they received technical or material assistance through the Programme.

As with data on involvement of women in coastal management activities, the data relating to this result area from the monitoring programme are not yet available. However, it is known from Programme records that women have been included in a variety of training courses such as micro-planning, business management skills, mariculture techniques, preparing fuel-efficient stoves, beekeeping, record keeping and accounting, tree-nursery techniques, animation, hunting techniques, horticulture, agro-forestry, organic farming. A number of women have been trained as trainers in micro-planning, business management skills and mariculture, and as village animators. Women also participated in all study tours and workshops organised by the Programme.

Similarly, women have received a range of technical and material assistance. For example, in 1998/9, following training in agro-forestry and organic vegetable growing as part of the programme's effort to develop alternative livelihood activities, some women set up small groups to grow vegetables. For example 10 women in Mwambani and 13 women in Mchukuuni villages in Tanga Municipality, grew vegetables with technical assistance from the Programme, using part of the harvest for their own consumption and part for sale at the local market. The income from these activities is small, but makes the women less dependent on the income of their husbands. The Programme also assisted in solving problems that arose with these enterprises; for example, an experiment of inter-cropping with green grams (a leguminose plant), cassava and maize failed because of theft of the maize, but there are plans now to inter-crop with green gram and cassava only. As described earlier, women also received assistance with activities such as controlling vermin, reducing beach pollution, preparing fuel efficient stoves and developing woodlots.

An additional benefit of these activities (participation in training and in receiving technical and material benefits) was that the confidence of women increased, which contributed to their growing and successful participation in management activities and decision making bodies as described above.

## **6. LESSONS LEARNED AND RECOMMENDATIONS**

The experiences of the Tanga Programme have led to a number of lessons learned and recommendations, as follows:

### **a) Use techniques that stimulate the participation of women**

The Programme showed that participatory techniques are particularly useful for improving gender equity, as they ensure that the points of view of women on coastal resource management issues are heard, and that women are involved in analysing issues, and planning, implementation and monitoring of actions.

### **b) Provide adequate training and awareness raising on gender**

Policies relating to natural resource management in Tanzania are gender sensitive, but government agencies lack the knowledge and skills to implement these. Providing training in a range of gender issues to key stakeholders and government officers, as has been done through



the Tanga Programme, will help to develop this capacity. Such training should be provided early in a programme and to all categories of stakeholders, so that the skills developed can be used at all stages. A one-time gender training or awareness raising activity in large programmes is not sufficient and periodic "refresher" training is usually required.

**c) Create "role-models" to encourage women to participate, and encourage leadership and responsibility in promoting gender equity**

Everyone involved in a natural resource management programme is responsible for promoting the involvement of women, but it increases success if identified individuals or 'bodies' take the lead and have primary responsibility. Furthermore, the experience of the Tanga Programme showed that it is important for women to see other women at all levels (village to government) expressing themselves in front of men or being successful in a certain activity, as this provides encouragement.

**d) Ensure equitable participation in all activities**

The participation of women in all Programme activities, and the introduction of greater dialogue and co-operation between the sexes, was instrumental in building their self-confidence and creating role-models. However, for this to happen, both men and women at all levels (village to government) must see the need for it and the benefits it can bring.

The Tanga Programme demonstrated that it must not be assumed that women will automatically participate, even in meetings that concern them. This is particularly true in Moslem environments where women do not participate unless events are specially organised for them or when they are specifically invited. The Programme found a number of ways, as described earlier, to promote the participation of women in meetings concerning coastal resource management.

**e) Assess and monitor gender equity**

The monitoring system, its purpose, and how it is implemented need to be discussed thoroughly with all those responsible for it, including government staff and community members. In the Tanga Programme it was found that regular re-training was necessary. Experience also suggests that the monitoring system should be kept as simple as possible, since those involved will have other tasks to carry out. This means that care should be taken in the design of the system to select those indicators that are essential. Monitoring systems are useless if they only exist on paper. Without people making an active follow-up, specific actions to stimulate involvement of women can easily "disappear" in the course of time, with people falling back to routine activities, despite initial good intentions. Assigning an individual responsible for collating and analysing data and ensuring continuation is generally essential.

Regular 'gender profiles' or assessment of gender equity in particular communities, institutions or programmes can also be very useful. As with monitoring, the Tanga experience showed these need to be carefully designed, preferably by people with specific expertise in this issue, to ensure that useful and relevant information is collected.

## **7. CONCLUSIONS**

The gender component of the Tanga Programme has been successful in raising awareness and increasing the participation of women in planning and decision-making. Women's confidence increased through their successful participation in programme activities and some women have actively participated in typical 'male' activities like village patrols. Visitors to the Programme are generally impressed by the way women seem to feel free to express themselves in the villages. Some villages have noted themselves that the higher gender awareness has led to women showing more interest in leadership during elections, even competing for councillor positions. Many men in the villages encourage and are proud of the participation of women.

It is less clear whether programme activities have led to greater economic benefits for women, or whether efforts to increase their participation in use and direct management of marine and coastal resources have been successful. This is partly because efforts to measure this have only been initiated recently, and partly because the information relating to these parameters is not yet available. This has demonstrated a weakness in the monitoring programme i.e. a mechanism is lacking to ensure that the data are gathered on a continuous basis, collated in a usable form and made available to those who need it. This is a common problem with monitoring programmes in their early stages, and is now being addressed by the Programme.

During its second phase, the Tanga Programme narrowed its focus to fisheries and marine related resources (many of which tend to be dominated by men) and expanded to many more villages. These developments made it more difficult to address priority issues of both men and women, to ensure equal participation in Programme benefits, and to maintain equal representation in training, workshops and coordinating committees. However, through a combination of measures, the Programme succeeded in at least maintaining the self-confidence of women and a "fair" or reasonable representation of women in Programme activities and benefits.

It is too early to say to what extent gender issues have been mainstreamed in Programme activities, and to what extent these would continue without external assistance. Gender mainstreaming demands a change of attitude at individual, community and government level, as well as skills and knowledge. Other projects have also found this difficult, such as dairy development programmes in Kenya and Tanzania, and a water harvesting programme implemented in several countries in East Africa by UNDP, both of which used similar approaches and techniques to the Tanga programme. The dairy projects ultimately developed a clearly defined gender strategy that laid out the needs in terms of training, planning and reporting, monitoring and implementation arrangements. The monitoring matrix provides a start for the Tanga Programme, but has yet to be developed into a full strategy.

Although gender has not been fully mainstreamed, it is thought that the overall success of the Tanga Programme is partly due to the efforts in this direction and to the successful establishment of a dialogue between men and women about the Programme activities. Involving women in all steps of coastal resource use, planning and management is vital for successful sustainable development but it requires a variety of interventions and substantial resources. As demonstrated in the Districts in Tanga Region, some of these are successful, some have been less successful, some require little extra effort and resources, and others require much more. Even in an environment where customs and traditions may be seen as an obstacle to gender equity, the Programme's experience shows that ways can be found to improve the participation of women.

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**ANNEX 1: GENDER MONITORING MATRIX, Part 1 (what should be done, by whom and when)**

Result	Indicators	Means of Verification	Warning flags (WF)	What should be done	By whom	When
1. Participation in analysis/ decision making/ renegotiation meetings	<ul style="list-style-type: none"> <li>- No. of women/men in meetings</li> <li>- No. of contributions by women to discussions</li> <li>- Participation of women in voting or other forms of decision making</li> </ul>	<ul style="list-style-type: none"> <li>- Minutes of meetings</li> <li>- Quarterly gender report</li> </ul>	<ul style="list-style-type: none"> <li>1. No. of women below certain % (depending on type of meeting)</li> <li>2. No. of women attending consecutive meetings dropping</li> <li>3. No. contributions by women to discussions</li> <li>4. Men disputing the right of women to participate</li> <li>5. Women not participating in voting or other forms of decision making</li> </ul>	<ul style="list-style-type: none"> <li>- The one who writes the minutes of the meeting should report on all three indicators</li> <li>- In case of a WF s/he should warn the DGO</li> <li>- Investigate and take necessary action in case of a WF</li> <li>- Describe WFs and action taken in quarterly gender report</li> </ul>	<ul style="list-style-type: none"> <li>- Minutes writer</li> <li>- Minutes writer</li> <li>- DGO +*</li> <li>- DGO</li> </ul>	<ul style="list-style-type: none"> <li>- After every meeting</li> <li>- In case of a WF</li> <li>- In case of a WF</li> <li>- Quarterly (3rd month of the quarter)</li> </ul>
2. Participation in committees	<ul style="list-style-type: none"> <li>- No. women and men in committees:</li> <li>a. Village Environmental Committees</li> <li>b. Central Co-ordinating Committees</li> </ul>	<ul style="list-style-type: none"> <li>- Quarterly gender report</li> <li>- Annual gender report</li> </ul>	<ul style="list-style-type: none"> <li>1. VECs with less than 40% women</li> <li>2. CCCs with less than 25% women</li> <li>3. Women not attending committee meetings</li> </ul>	<ul style="list-style-type: none"> <li>- Verify existing data</li> <li>- Collect missing data</li> <li>- Compile report</li> <li>- Report changes + the composition of new committees to DGO</li> <li>- Report WFs to DGO</li> <li>- Investigate and take necessary action in case of a WF</li> <li>- Describe WFs and action taken in quarterly and annual gender reports</li> </ul>	<ul style="list-style-type: none"> <li>- DGO</li> <li>- DGO,EW</li> <li>- DGO</li> <li>- EW</li> <li>- EW</li> <li>- DGO +</li> <li>- DGO</li> </ul>	<ul style="list-style-type: none"> <li>- February 2000</li> <li>- Feb/March 2000</li> <li>- March 2000</li> <li>- When they occur</li> <li>- When WF occur</li> <li>- When WF occur</li> <li>- Quarterly and annually</li> </ul>

DGO+ means the District Gender Officer plus whoever is appropriate

DGO

District Gender Officer

EW

Extension Worker

NR

Natural Resources

WF

Warning Flag

Result	Indicators	Means of Verification	Warning flags (WF)	What should be done	By whom	When
3. Participation in coastal natural resource (NR) use and management	A. <u>NR use</u>  - No. of women involved in different types of NR use (e.g. fishing; seaweed farming; mangrove use; trading or processing any sea- or seashore product)	- Quarterly gender reports  - Annual gender report	1. Declining trends in any of the resource use types	- Verify existing data - Collect missing data - Compile report - Identify changes / trends - Investigate and take necessary action on negative changes /trends - Describe trends and action taken in quarterly and annual gender reports	- DGO - DGO,EW - DGO - DGO,EW - DGO +  - DGO	- February 2000 - Feb/March 2000 - March 2000 - Bi-annually (Q1+Q2) - When neg. trends occur - Quarterly and annually
	B. <u>NR management</u>  - No. of women participating in NR management activities (enforcement; collection & analysis of data; reef & fish stock monitoring; mangrove planting; mangrove regenerat. monitoring; demarcation of seaweed areas; monitoring seaweed prod.; negotiations with seaweed buyers, etc.)	- Quarterly gender reports  - Annual gender reports	1. Absence of women in certain management activities  2. Declining trends	- Verify existing data - Collect missing data - Compile report - Identify changes / trends - Investigate and take necessary action on negative changes /trends or absence of women in certain activities - Describe trends and action taken in quarterly and annual gender reports	- DGO - DGO,EW - DGO - DGO,EW - DGO +  - DGO	- February 2000 - Feb/March 2000 - March 2000 - Bi-annually (Q1+Q2) - When neg. trends occur - Quarterly and annually

DGO+ means the District Gender Officer plus whoever is appropriate

NR

Natural Resources

DGO District Gender Officer

WF

Warning Flag

EW Extension Worker

Result	Indicators	Means of Verification	Warning flags (WF)	What should be done	By whom	When
4. Participation in Programme benefits	<ul style="list-style-type: none"> <li>- No. of men/women participating in training/ workshops/ study tours</li> <li>- No. of men/women receiving technical advice from district/ programme staff (apart from meetings)</li> </ul>	<ul style="list-style-type: none"> <li>- Training/ workshop/ study tour reports</li> <li>- Field visit reports</li> <li>- Quarterly gender reports</li> <li>- Annual gender reports</li> </ul>	<p>1. Less than 40% participation by women</p> <p>2. Men receiving more advice than women compared to the no. of men/women involved in the activity</p>	<ul style="list-style-type: none"> <li>- The one who writes training/ workshop/ study tours reports should always report on the no. of men and women participating</li> <li>- Reports on field visits for technical advice should contain data on how many men and/or women were advised</li> <li>- Check reports on participation of women and warning flags</li> <li>- Investigate and take action in case of warning flags</li> <li>- Describe warning flags and action taken in quarterly and annual gender reports</li> </ul>	<ul style="list-style-type: none"> <li>- Report writer</li> <li>- Report writer</li> <li>- DGO</li> <li>- DGO +</li> <li>- DGO</li> </ul>	<ul style="list-style-type: none"> <li>- When occurring</li> <li>- After field visits</li> <li>- Quarterly</li> <li>- When needed</li> <li>- Quarterly and annually</li> </ul>

DGO+ means the District Gender Officer plus whoever is appropriate

NR

Natural Resources

DGO District Gender Officer

WF

Warning Flag

EW Extension Worker

**ANNEX 2: GENDER MONITORING MATRIX, Part 2 (Actions to address warning flags and by whom )**

<b>Result</b>	<b>Indicators</b>	<b>Warning flags (WF)</b>	<b>Actions to address Warning Flags</b>	<b>By whom</b>
1. Participation in analysis/ decision making/ renegotiation meetings	<ul style="list-style-type: none"> <li>- No. of women/men in meetings</li> <li>- Contributions by women to discussions</li> <li>- Participation of women in voting or other forms of decision making</li> </ul>	<ul style="list-style-type: none"> <li>1. No. of women below a certain % (depending on type of meeting)</li> <li>2. No. of women in consecutive meetings declining</li> <li>3. No. contributions by women to discussions</li> <li>4. Men disputing the right of women to participate</li> <li>5. Women not participating in voting or other forms of decision making</li> </ul>	<p>1+2+4+5 (if it is more than an incident): Hold separate meetings with men and women, first with women, then with men, to analyse the consequences and causes of lack of participation by women, and to develop strategies to improve this. Discuss the results with men and women together, in order to come to a common understanding and strategy.</p> <p>3: Split men and women up at the beginning of the meeting and let them discuss a topic in their own group. After half an hour each group presents their result to the others. If the men agree, the women should present first. Then the meeting can proceed. This could also be done half way through a meeting to increase contributions by women.</p>	<ul style="list-style-type: none"> <li>- DGO + whoever facilitates a meeting</li> <li>- Whoever facilitates a meeting and sees this happening</li> </ul>
2. Participation in committees	<ul style="list-style-type: none"> <li>- Composition of committees:</li> <li>a. Village environmental committees</li> <li>b. Central Co-ordinating committees</li> </ul>	<ul style="list-style-type: none"> <li>1. VECs with less than 40% women</li> <li>2. CCCs with less than 25% women</li> <li>3. Women not attending committee meetings</li> </ul>	<p>1. Avoid this WF by putting the requirement in the procedures for election; if the WF occurs, elections should then be held again on the basis that the correct procedure was not followed.</p> <p>2. In management areas with few villages equal representation of men and women on CCCs could be specified in the procedures. In areas with many villages, a minimum number of women representing seaweed farming, shrimp fishing and fish fryers could be specified.</p> <p>3. Investigate the reasons. If they are of a practical nature (were they not properly informed? Is the time of the meeting a problem? Lack of transport?): try to solve them. If the reasons are not of a practical nature, follow the procedures to elect different women.</p>	<p>1+2: The one who facilitates discussions on election procedures</p> <ul style="list-style-type: none"> <li>- DGO + committee</li> </ul>

DGO+ means the District Gender Officer plus whoever is appropriate

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DGO District Gender Officer

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Result	Indicators	Warning flags (WF)	Actions to address Warning Flags	By whom
3. Participation in coastal natural resource (NR) use and management	<u>A.NR use</u>  - No. of women involved in different types of NR use (e.g. fishing; seaweed farming; mangrove use; trading or processing any sea- or seashore product)	1. declining trends in any of the types of resource use	1. Investigate the reasons and assess whether the trend is negative; if it is try to address the problem.	- DGO+
	<u>B. NR management</u>  - No. of women participating in NR management activities (enforcement; collection & analysis of data; reef & fish stock monitoring; mangrove planting; mangrove regenerat. monitoring; demarcation of seaweed areas; monitoring seaweed prod.; negotiations with seaweed buyers, etc.)	1. Absence of women in certain management activities	1. Investigate the reasons and assess whether the absence is negative; if it is, try to address the problem.	- DGO+
		2. Declining trends	2. Investigate the reasons and assess whether the trend is negative; if it is, try to address the problem.	- DGO+

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NR Natural Resources

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Result	Indicators	Warning flags (WF)	Actions to address Warning Flags	By whom
4. Participation in Programme benefits	<ul style="list-style-type: none"> <li>- No. of women participating in training/ workshops/ study tours</li> <li>- No. of men/women receiving technical advice for district/ programme staff (apart from meetings)</li> </ul>	<ol style="list-style-type: none"> <li>1. Less than 40% participation by women</li> <li>2. Men getting more advice than women compared to the no. of men/women involved in the activity</li> </ol>	<ol style="list-style-type: none"> <li>1. Aim for 50%/50% participation, although there may be exceptions for specific male or female activities, e.g. reef monitoring training will be mainly done by men, training in the preparation of fuel efficient stoves mainly by women.</li> <li>2. Require staff to report on no. of men and women advised; if there is a complaint or if a case of unbalanced benefit sharing is detected, this should be investigated and the one giving unbalanced advice should be made aware of this.</li> </ol>	<ul style="list-style-type: none"> <li>- Organiser of training/ workshop/ study tour</li> <li>- DGO+</li> </ul>

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NR Natural Resources

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## **IUCN - Eastern African Regional Programme**

IUCN established the Eastern Africa Regional Office (EARO) in Nairobi in 1986. EARO facilitates the implementation of the IUCN Programme in Sudan, Eritrea, Djibouti, Somalia, Kenya, Tanzania, Comoros, Seychelles, Uganda and Ethiopia. Through its technical group, established in the early 1990s, the IUCN Programme assists members and partners in the region with capacity building through the implementation of programmes and projects, networking, and technical advice. Specific areas of expertise include: protected areas, ecosystem management, biodiversity conservation, environmental planning and strategies, and support to environmental NGOs.

## **IUCN - Marine and Coastal Conservation Programme**

The aim of IUCN's Eastern Africa Marine and Coastal Programme, which has been operating since 1992, is to facilitate the maintenance of the biodiversity and ecological processes of marine and coastal ecosystems in East Africa, the restoration of their functioning where this has been impaired, and the sustainable and equitable use of marine resources. Current priorities include providing assistance with the establishment and effective management of marine protected areas, the implementation of integrated coastal management and the development of sustainably managed fisheries. The programme supports a number of projects in Tanzania, Kenya, Comoros and Seychelles and also facilitates several regional initiatives, particularly in relation to UNEP's Nairobi Convention.

## **Tanga Coastal Zone Conservation and Development Programme**

The Tanga Coastal Zone Conservation and Development Programme started in 1994 and aims to enhance the well-being of coastal communities in the region by improving the health of the environment that they depend on, and by diversifying the options for using coastal resources. The Programme is working with coastal fishing villages to improve management of coral reefs and mangroves, and the coastal resources that the villagers depend upon for their livelihoods. District and village level institutions are being strengthened so that they can undertake integrated management in a sustainable way. The Programme is implemented by the local authorities of the three coastal districts of Tanga Region (Muheza and Pangani Districts and Tanga Municipality) in collaboration with the Regional Administrative Secretariat, the Ministry of Natural Resources, and the Vice-Presidents Office (Environment). IUCN-EARO provides technical advice and manages the programme on behalf of the donor agency, Ireland Aid.

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