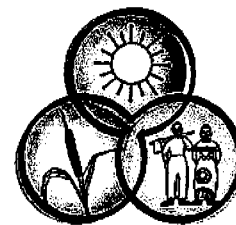




LinkS project
gender, biodiversity and local knowledge
systems for food security



LinkS

Biodiversity • Gender • Knowledge

**Gender, Biodiversity and Local Knowledge
Systems (Links) to Strengthen Agricultural
and Rural Development**
The Policy Context for Tanzania

Theonestina Kaiza-Boshe



November
2003

Report nr 8

ABSTRACT	III
ACKNOWLEDGEMENTS	IV
ABBREVIATIONS/ACRONYMS	V
EXECUTIVE SUMMARY	VI
1 INTRODUCTION	1
2 POLICY TREATMENT OF GENDER, AGRO- BIODIVERSITY, INDIGENOUS KNOWLEDGE (IK), AND FOOD SECURITY	7
3.0 GENERAL OBSERVATIONS	12
3.1 Implementation of policies	12
<i>3.1.1 Status of policy implementation</i>	<i>13</i>
3.2 Laws	13
4.0 COORDINATION	15
4.1 Institutions	16
5.0 CONCLUSIONS AND RECOMMENDATIONS	21
5.1 The policy environment	21
<i>5.1.1 Conclusions</i>	<i>21</i>
<i>5.1.2 Recommendations</i>	<i>21</i>
5.2 Institutions	22
<i>5.2.1 Conclusions</i>	<i>22</i>
<i>5.2.2. Recommendations</i>	<i>22</i>
REFERENCES	24
APPENDIX I	28
APPENDIX II	30
<i>Analysis of the policy context in Tanzania</i>	<i>30</i>
APPENDIX IV	34
APPENDIX V	36

ABSTRACT

This is a consultancy report on an analytical study of the policy context for the Tanzanian project. The study sought to analyze the policy environment for gender, agro-biodiversity and indigenous knowledge systems (IKS) as they relate to food security in the country. The study also sought to assess the capacity of the key institutions working with policies related to rural men and women's knowledge about sustainable use and management of agro-biodiversity for food security

The study consisted of a literature review and an institutional survey. A field visit with grassroots women in a rural setting provided some frame of reference for issues concerning policy implementation at community level. The draft report was subsequently presented to two workshops of experts and practitioners in relevant fields for further input.

The report describes the study, and presents the findings and discussion of what was revealed about the policy/legal framework and implementation instruments. This is followed by conclusions and recommendations, the latter taking into account the author's views as well as input from the workshops.

To summarize the major findings of the study were that:

- (1) although there is a good number of relevant policies, the policy environment is only marginally conducive to matters concerning gender, agro-biodiversity and IKS as they relate to food security in the country; and,
- (2) the key policy institutions concerned with gender, agro-biodiversity and IKS do not have the necessary capabilities to install and oversee policy implementation mechanisms.

ACKNOWLEDGEMENTS

This report is based on the information obtained through literature reviews, personal interviews and consultations. The author acknowledges that without the generous assistance of the people who supplied with the literature or submitted to interviews, this work would not have been possible. This work also benefited a great deal from the two workshops organized by Tanzania Food and Nutrition Centre and FAO for the FAO project Gender, Biodiversity and Local Knowledge Systems (LinKS) to Strengthen Agricultural and Rural Development (GCP/RAF/338/NOR). One of the workshops was held on June 11th, 1999 at the Tanzania Episcopal Centre in Dar es Salaam, and the other was held on June 22-23rd, 1999 at TANESCO Training Center, Morogoro, Tanzania.

May it be noted that the list of people contacted (appendix I) includes only the names of the ones that were interviewed or consulted on substantive matters with respect to the subject of the consultancy. That does not include everybody who assisted in compiling this work,.

A special thanks to all individuals, in one way or another, contributed information and ideas towards this work, in this category particularly emphasising to the following FAO-Tz staff: Mr. James Yonazi, Mr. Justice Kabyemera, Mr. Lars Otto Naess, and Ms. Martha Kapilima for the support they provided to the author. The author is also very thankful to Mrs. Hidaya Missano, the National Project Coordinator, and the rest of the Project staff for their administrative support.

Last, but not least, a special thanks to Mrs. Evelyne Kapya, the librarian at the World Bank Resident Mission in Tanzania for her assistance in securing some important information and literature.

ABBREVIATIONS/ACRONYMS

BCS	Biodiversity Conservation Strategy
CCM	Chama cha Mapinduzi, name of the ruling party, meaning The Revolutionary Party
CDO	Community Development Officer
COLE	Commission of Lands and Environment, Zanzibar
COOIBO	An International NGO with its base in Leuven, Belgium]
COSTECH	Tanzania Commission for Science and Technology
FAO	Food and Agriculture Organization of the United Nation
FBD	Forestry and Bee-keeping Division
FSD	Food Security Department
FINNIDA	Finnish International Development Agency
GAD	Gender and Development
IKS	Indigenous knowledge systems
ILFEMP	Institutional and Legal Framework for Environment Management Project (Study)
MCDWAC	Ministry of Community Development, Women Affairs and Children
MJCA	Ministry of Justice and Constitutional Affairs
MoAC	Ministry of Agriculture and Cooperatives
MNRT	Ministry of Natural Resources and Tourism
NEAP	National Environmental Action Plan
NFCDF	National Framework for Community Development Program
NGO	Non-Governmental Organization
NHFSCG	National Household Food Security Consultative Committee
NPES	National Poverty Eradication Strategy
PC	Planning Commission
PMO	Prime Minister's Office
RALG	Regional Administration and Local Governments
SGR	Strategic Grain Reserve
SUA	Sokoine University of Agriculture
TAHEA	Tanzania Association of Home Economics
TFNC	Tanzania Food and Nutrition Centre
Tz	Tanzania
UNEP	United Nations Environmental Program
URT	United Republic of Tanzania
WD	Wildlife Division (Department)
WID	Women in Development
VPO	Vice President's Office
WFSPA	World Food Security Plan of Action

EXECUTIVE SUMMARY

This analytical study of the policy environment in Tanzania for the FAO project Gender, Biodiversity and Local Knowledge Systems (LinKS) to Strengthen Agricultural and Rural Development (GCP/RAF/338/NOR) focused on the following main objectives:

- To increase understanding among rural people, development workers and policy makers about the value of men's and women's distinct knowledge and skills related to the management of agro-biodiversity for food security;
- To strengthen the capacity of key partner organizations participating in the project to use gender analysis, participatory research and communication for development methods to work with rural communities to document and share information about indigenous knowledge systems (IKS) with communities, NGOs, research institutes and policy makers; and
- To overcome the policy, legislative, socio-economic, and cultural barriers to the local management, conservation and sustainable use of agro-biodiversity.

Specifically, the study on policy context was commissioned to analyze:

- the policy environment in Tanzania in support of gender, agro-biodiversity and indigenous knowledge systems; and
- key institutions in Tanzania working with policies related to rural men's and women's knowledge concerning sustainable use and management of agricultural biodiversity for food security.

The study was conducted through a literature review, an institutional survey and a desk analysis. A recent visit to rural communities provided some frame of reference concerning the matters of policy implementation at a community level. The study also benefited from the additional input from the draft review workshop and the first national workshop on the LinKS Project.

The report describes the study, and presents the analysis and major findings together with a discussion. This is followed by two sets of recommendations: one set is aimed at improving the policy environment, while the other is aimed at building the capacities of the major institutions to develop and implement policies.

The study arrived at two major conclusions:

- (1) that the policy environment in Tanzania was marginally conducive to recognizing and appreciating the value of rural men and women's knowledge about sustainable use and management of agricultural biodiversity for food security; and,
- (2) that the key relevant institutions relative to issues reviewed by the study had very little capacity to address issues related to rural men's and women's knowledge on sustainable use and management of biodiversity for food security due to, among other reasons:
 - (i) no appropriately, adequately and legally set up binding mandates;
 - (ii) lack of resources; and
 - (iii) poor coordination among the key players.

The following actions are recommended for improvement of the policy formulation, content, and implementation mechanism:

- Securing/provision of resource assistance to enable the installation of implementation mechanisms for the Gender Policy as soon as it is passed;

- Sensitization of the Planning Commission on gender so as to ensure its incorporation into the macro policies, and its subsequent mainstreaming into all socio-economic activities;
- Sensitization of policy makers in relevant sectors and the relevant personnel in the Planning Commission on the value of IK in ensuring food security and sustainable biodiversity management, with the view getting them to install mechanisms to recognize, protect, promote and support the use of IK for the sustainable use and management of biodiversity for food security;
- Securing/provision of resources for formulation of action plans, and institution and review of relevant laws. Efforts should be made to have the government allocate a budget;
- Facilitation of the establishment of a national policy formulation mechanism that would coordinate and ensure broad stakeholder participation in policy formulation;
- Reviewing of the international conventions ratification process with the view of the building capacity to mobilize broader stakeholder participation in the process; and,
- Establishment of the implementation status of all international legal/regulatory instruments concerning indigenous knowledge (IK) use, rights, and protection; farmers' and related rights; and biodiversity conservation; and subsequently recommend to facilitate the installation of key instruments that are necessary for promoting an environment policy more conducive to valuing and supporting men's and women's diverse knowledge on management of agro-biodiversity for food security;

For institutional capacity building, the following actions are recommended:

a) Short and Medium Term Intervention

- Review of the Food Security Act as a matter of urgency to accommodate the requirements of the ongoing reforms and the complexity of food security issues, as well as to provide for an efficient Food Security Department;
- Securing/provision of resources for the Ministry of Community Development, Women Affairs and Children (MCDWAC) to complete and promote the National Framework Community Development Program.
- Sensitization of the key players such as the Ministry of Agriculture and Cooperatives (MoAC), the local governments, and Ministry of Natural Resources and Tourism on the need to work with Community Development Officers (CDOs);
- Conscientization of CDOs about the value of IK in natural resources management and agriculture; and,
- Sensitization of local councils about the value of IK in natural resources conservation, food security and socio-economic development in general.

b) Long Term Interventions

- Review of the capacity building needs of individual key institutions such as MoAC with respect to the issues under review with the view to identifying sustainable interventions. The same applies for counterpart institutions in Zanzibar;
- Securing/provision of financial and technical assistance to key institutions to enable them to install policy implementation mechanisms, especially enacting or reviewing relevant laws;
- Review of the institutional framework for ratification of international conventions and treaties to establish a national capability to ratify international conventions

and treaties promptly, competently and through broader stakeholder participatory process;

- Securing of resources to support IKS studies and extension work, and the publication of findings in both academic and popular publications on a permanent basis; and,
- Establishing an organ to carry out and coordinate research, and serve as a depository for IK literature. This could form a part of an existing research or a development institution.

1 INTRODUCTION

1.1 The project

This is a report on analytical study of the policy environment in Tanzania for the FAO project Gender, Biodiversity and Local Knowledge Systems (LinKS) to Strengthen Agricultural and Rural Development (GCP/RAF/338/NO). The latter is a regional project aiming at raising awareness concerning the value of knowledge of rural men and women, otherwise referred to as gendered knowledge, related to the sustainable use and management of agricultural biodiversity for food security. The project seeks to strengthen institutions in each participating country to apply this understanding in planning, research, project management and policy development. The project will support the on-going work of key partner organizations to generate and document information concerning the gender dimension of agro-biodiversity management, and to set up mechanisms so that the information generated can be shared among, and used by; communities, NGOs, research institutes and governments.

The project is executed in Zimbabwe, Tanzania, Mozambique, and Swaziland by FAO on funds donated by the government of Norway.

The project seeks to achieve the following major objectives.

- To increase understanding among rural people, development workers and policy makers about the value of men's and women's distinct knowledge and skills related to the management of agro-biodiversity for food security;
- To strengthen the capacity of key partner organizations participating in the project to use gender analysis, participatory research and communication for development methods to work with rural communities to document and share information about indigenous knowledge systems (IKS) with communities, NGOs, research institutes and policy makers; and
- To overcome the policy, legislative, socio-economic, and cultural barriers to the local management, conservation and sustainable use of agro-biodiversity.

1.2 The consultancy

The consultancy was commissioned by FAO to establish the context for the project in Tanzania. It sought to analyze the policy environment for gender, agro-biodiversity and indigenous knowledge systems (IKS) as they relate to food security in the country. The consultancy also sought to assess the capacity of the key institutions working with policies related to rural knowledge related to sustainable use and management of agro-biodiversity for food security. Specifically, the consultant's major task was to prepare an analysis of:

- the policy environment in Tanzania in support of gender, agro-biodiversity and IKS; and,
- key institutions in Tanzania working with policies related to rural men and women's knowledge about sustainable use and management of agricultural biodiversity for food security.

The full text of the terms of reference for the consultancy constitute appendix II.

1.3 The study

The study consisted of a literature review and an institutional survey. The study also drew substantial information from a field visit to village communities, and two workshops; the Draft Review Workshop held on June 7th, 1999, and the First National Workshop on Gender, Biodiversity and Local Knowledge Systems (LinKS) to Strengthen Agricultural and Rural Development on June 22nd and 23rd, 1999.

1.4 Literature review

Initially, the literature review exercise focused on policy documents, program and projects concerning food security. The latter was accomplished by framing issues concerning food security, and then identifying relevant policy area. In each case, the relevant policy was subsequently identified as one with mandate to respond to the issues questioned. The policies concerning gender, biodiversity, and IK were also added. Appendix III presents the matrix of issues, policies, and institutions identified through this exercise.

Literature review was also aimed at determining the level of policy implementation, and as to whether there were any difficulties in implementation. In addition, the review was aimed at determining the nature and level of treatment concerning the relevant policies according to gender, biodiversity, IK, food security, and community involvement.

Literature was also reviewed to identify international agreements and conventions where Tanzania took part and that were relevant to food security, gender, agro-biodiversity and IKS. An evaluation was then carried out to determine the extent to which guidelines from these conventions were being incorporated into Tanzania's policy/legislative framework.

As the institutional survey got underway, the focus of the exercise shifted towards obtaining information about institutions, and their capacities to develop policies and implement activities concerning gender, agro-biodiversity, and IK, as they related to food security.

The institutional survey was carried out through personal interviews, and generally after a literature review. Apart from yielding new information, the institutional survey served to verify information obtained through literature review on institutions, and policy implementation program/measures. Personal interviews were generally conducted to obtain answers to a questionnaire. However, the actual course of interview varied considerably from one institution to another, depending on the nature of the institutions and the relevant activities it was engaged in.

On several occasions information obtained from one source conflicted or differed considerably with information on the same subject from another source. When this happened, visits or telephone calls were made to double check or seek a third party's view on the matter.

1.5 Field visit to rural community

Back in January this year, the consultant visited twice the Kigamboni villages and met and discussed with grassroots' women issues concerning development for a project proposal for funding. The information gained from that mission on matters concerning women, gender and sustainable development in the changed government administration and socio-economic environment provided a very good frame of reference for the

consultant in assessing institutional capabilities for policy implementation on matters concerning rural development.

1.6 Limitations

Since this study was designed to be a desk review with some field work limited to a survey of institutions based in Dar es Salaam, some information on the interface between the central government and the local governments at the regional and district level concerning policy implementation and supervision (by the central Government) in rural setting might have been neglected.

Seeking information about policies and national programs required contacting policy makers and chief executives, which was time consuming and due to their busy schedules. This factor might have also affected the amount and quality of information obtained.

1.7 Definitions

The definitions for the key terms and concepts are as provided below:

- **Food security:** a situation in which all people, at all times, have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life (FAO, 1996);
- **Indigenous Knowledge (IK):** Knowledge that is unique to a given culture or society or particular ethnic group. Indigenous knowledge is generally localized, having been developed through traditional practices for the management and conservation of biological resources on which the society depends (Warren, 1991);
- **Biodiversity or Biological Diversity:** is used here as it was used in the Convention on Biodiversity (UNEP [Convention on Biodiversity], 1992); meaning the variability of living organisms from all sources, including, *inter alia*, terrestrial, marine, and other aquatic systems, and the ecological complexes of which they are part; including diversity within species, between species and of ecosystems;
- **Agro-biodiversity (agricultural biodiversity):** is used in this work to refer to biodiversity as it relates to agriculture. It is thus used to refer to the variety and variability of domesticated/cultivated organisms and their wild relatives; the latter for their potential of being cultivated/domesticated or being used in agricultural breeding activities; and,
- **Gender:** is used as defined by Meena (1992), referring to socially constructed and culturally variable roles women and men play in their daily lives. Gender thus refers to a structural relationship of inequality between men and women as manifested in labor markets and political structures as well as households.

1.8 Findings and discussion

It is commonly acknowledged that gender, biodiversity, and IKS are very essential in agricultural development, food security and other important development activities. The three variables are of particular importance in developing countries where the bulk of agricultural production is done by rural small-holder farmers, and where small-holder agriculture is the mainstay of national economies and food security. Being largely tribal in organization and guided by tradition and customs, farmers from the developing countries tend to distribute their work according to gender which determines access, ownership and control of resources, as well as entitlement to benefits accruing to the resources management.

Like all other socio-economic attributes in rural areas, IK is gendered, and culturally variable. Thus, the knowledge held by men is different from that held by women; and knowledge obtained from one community is different from that held by another.

Another characteristic shared by rural economies like Tanzania, is that women form the major workforce in agriculture, and are thus the major custodians of knowledge pertaining to farming and food security. However, due to gender, these women do not own, nor control the agricultural resources and the benefits they accrue through their work. Women's rights to agricultural resources are thus limited to usufruct privileges. For the same reason, women are left out of development programs; they are generally not consulted on development matters even though they play crucial roles in pertinent activities. As a consequence of this systematic gender discrimination, development policies, respective implementation instruments and activities miss women's knowledge and skills. Women, in turn, miss out on empowerment, crucial development information and technology and the social economic benefits accrued through their knowledge and toil. The result of all this is relatively low productivity, deteriorating poverty and increasing food insecurity.

The socio-economic circumstances in Tanzania make gender, biodiversity and IK of special relevancy in food security and rural development in general. Tanzania is an agrarian nation, with agriculture contributing 61% of the country's GDP, with 50% of the country's population below the poverty line of T.Shs. 73,877 (1995) per annum; with 54% of the economically active population in rural areas being women, out of which 98% are engaged in agriculture, producing about 60%-80% of all domestic supplies and cash crops, as well as shouldering most of domestic work (URT, 1998. NPES). Besides, Tanzanian communities are largely indigenous by origin and tribal in organization, where their socio-economic activities are guided by tribal customs and traditions; and thus gender is the major determinant of the kind and amount of IK held by individuals and communities about biodiversity management and conservation for food security.

Tanzania has over 40% of its land set aside for purposes of biodiversity conservation in the form of wildlife protected areas and forest reserves (Kaiza-Boshe and Kamara, 1995). Although land set aside for biodiversity is physically and effectively withdrawn from farmland, protected biodiversity is very essential to agricultural production. The protected biodiversity provides a genetic reservoir for agricultural development, as well as protecting the environment upon which agriculture depends for sustainability. Moreover, protected organisms provide an additional source of food and, in fact, in times of famine, wild plants and animals provide a crucial source of emergency food.

Thus any initiative aimed at improving or ensuring food security or rural development in Tanzania cannot succeed without taking into account the linkages between gender, biodiversity, IK, and food security.

Although, as mentioned earlier, the linkages between gender, biodiversity, IK and food security, are very well acknowledged by international institutions and fora, they are not very well understood, appreciated, nor acknowledged and are therefore not very well articulated into policies. The FAO project Gender, Biodiversity and Local Knowledge Systems (LinKS) to Strengthen Agricultural and Rural Development (GCP/RAF/338/NOR), otherwise known as the LinKS project, seeks to address these linkages as they relate to food security.

Specifically, the project seeks to increase the understanding of gendered IK among the major players in ensuring food security, and strengthen the capacity of key policy implementing institutions to carry out requisite activities. The project also seeks to overcome the barriers to local management, conservation and sustainable use of biodiversity. For this to happen, there must be a conducive policy framework, and it is to ensure this requirement is met or addressed to analyze the policy environment for gender, agro-biodiversity, and IK as they relate to food security; and the capacity of the key implementing institutions to carry out respective activities, and levels of implementation attained.

The policy environment for any subject matter is defined by the policy framework, the relevant policies and the level of treatment they accord to the relevant issues, policy implementation mechanisms and status. Policy implementation, in turn, depends on the capacity of relevant institutions to carry out requisite activities. Generally, in Tanzania, policy implementing organs are line ministries and departments.

Policies come in different forms. There are umbrella policies such as the Constitution and the Ruling Party Policy that aim at covering or defining the boundaries of all others. There are also framework policies that provide guidelines for the formulation of specific sector or cross-sectoral activities; as well as the sectoral policies that are formulated to express the purpose of specific guiding sectors; and cross-sectoral policies, which cover a number of sectors. In addition, there are instruments that are issued as strategies, declarations, manifestos, or pronouncements in any other name, and that are subsequently institutionalized, although without undergoing formal formulation process, but which are policies in effect never-the-less. International agreements and conventions that have been acceded to or ratified but are yet to have implementation mechanisms in place, may also be regarded as policies.

Policy implementation instruments include action plans, strategies, and laws. Laws are divided into two categories, domestic laws and international laws. While domestic laws are those originating in the country, for the purpose of this work, international laws include all legal instruments originating from outside Tanzania, including those generally classified as regional.

The following chapter covers the findings on policy environment starting with the policies and the levels of treatment on gender, agro-biodiversity, IK and food security, followed by sections on implementation of policies, implementing institutions, international agreements, conclusions and recommendations.

2 POLICY TREATMENT OF GENDER, AGRO-BIODIVERSITY, INDIGENOUS KNOWLEDGE (IK), AND FOOD SECURITY

2.1 Overview

Generally, the policy environment for any subject matter is determined by the established national policy framework, relevant policies and the level of treatment towards the relevant issues, and the respective policy implementation mechanisms. Thus in Tanzania, for any activity area of concern, the policy environment is determined by the Constitution, the Ruling Party Policy and the National Policy Framework as published in National Policy Framework Paper. Therefore, the policy environment for the issues under review¹ is determined by the Constitution as published in 1998, the Ruling Party Policy of the Nineties, and the National Policy.

Framework as published for the years 1998/99 - 2000/01, the relevant sector and the cross-sectoral policies and their respective action programs and laws may add the international agreements that have been ratified, but not implemented. Additionally, when the Development Vision 2025 and the National Poverty Eradication Strategy (NPES) come into effect, they should both have a bearing on the policy environment.

The relevant sectoral and cross-sectoral policies include policies identified through framing of issues concerning food security (see the Appendix III), and policies concerning the issues under review. Table 1 presents the relevant sectoral and cross-sectoral policies. The list of all policies and the relative levels of treatment is presented by Table 2. The policies and the respective implementation activities are presented in Appendix IV.

Examination of level of treatment of the issues under review by individual policies and their implementation mechanisms yielded the results described below under respective policies:

- The Constitution

The Constitution covers general treatment to matters concerning gender, biodiversity and community participation, which for the purposes of policy implementation was considered adequate. The Constitution, however, made no specific mention of IK, or food security.

- Ruling Party (CCM) Policy

The CCM Policy treatment of issues under review was more elaborate on women and community participation. While treatment of biodiversity conservation appeared to be adequate, that of IKS was marginal, and distinctly in favor of modern technology and farming systems.

Table 1. Relevant Sectoral and Cross-sectoral Policies

1. Agriculture and Livestock (Mainland)	11. The National Forest
2. Agriculture, Livestock and Natural Resources (Zanzibar)	12. The Wildlife Policy of Tanzania
3. Cooperative Development	13. National Fisheries Sector Policy and

¹ The issues under review are gender, biodiversity, indigenous knowledge, food security and community involvement. Community involvement was added for its importance in determining the amenability of individual policies to implementation in the decentralized government administration environment.

	Strategy Statement
4. National Environmental (Mainland)	14. National Culture
5. National Environmental (Zanzibar)	15. Local Government Reform
6. Lands (Mainland)	16. Community Development
7. National Land Use Plan (Zanzibar)	17. Science and Technology
8. Biodiversity Conservation Strategy	18. Poverty Eradication
9. Gender	19. Macro-economics
10. Food and Nutrition	20. Biotechnology

- The National Policy Framework

Examination of the National Policy Framework Paper for 1998/99 - 2000/01 revealed the following about its inclusion and coverage of the issues under review:

- **Gender:** There were no specific policies on gender; gender was only implied whenever differences were deemed to exist between men and women over an issue in question. Generally, however, framework (macro) policies reflected the Women in Development Approach (WID)² approach in their treatment of issues that would otherwise fall under gender;
- **Agro-biodiversity:** Macro policies for agro-biodiversity conservation and management were for the most part published under environment and agriculture. In both cases studies were underway to identify strategies for improved sector performance in changed government administration, macro-economic policies, and the consequent structural adjustments;
- Other framework guidance on matters concerning agro-biodiversity management and conservation was provided under the natural resources sector (forestry, fisheries and wildlife);
- **Indigenous Knowledge (IK):** There was no specific framework policy on IK; and,
- **Food Security:** Framework policy guidance on food security was provided under agriculture, and it was accorded high priority treatment. However, no other framework policy area provided guidance on food security.

- Development Vision 2025

Vision 2025 included gender*1, food security and community participation under a high priority treatment. It however scored very low on biodiversity conservation and IK.

- The National Poverty Eradication Strategy (NPES)

The National Poverty Eradication Strategy accorded high treatment to all five issues under review. Perhaps of major importance is the fact that NPES provided for the Ministry responsible for planning to incorporate poverty eradication consideration into national planning guidelines, and develop macro-policies which would be consistent with the poverty eradication initiatives and facilitate the implementation of those policies. This means when the NPES comes into effect it would enable the incorporation of the issues.

- Sect oral Policies

² The concept of WID is described by Tanzania's Women in Development Policy as a process of empowering women so as to realize their potential. This is considered to entail the following:

- Recognizing the potentials in the society;
- Recognizing their ability to make decisions which affect their lives;
- Utilizing the resources and produce of their labor; and,
- Having the ability to acquire, utilize and promote science and technology which will reduce and ease their daily work load.

These include respective and related sectoral policies, as well as cross-sectoral policies.

Respective policies are those promulgated to express the purpose of providing guidance on matters concerning the issues under review. Whereas related sectoral policies refer to policies that were primarily instituted to provide guidance on other issues, but have a bearing on the issue(s) under review.

Cross-sectoral policies are those that are not instituted for any particular sector, as they are relevant to several sectors, and are published as such in the current national plan and budget document, viz. *The Rolling Plan and Forward Budget for Tanzania for the Period 1996/97 - 1998/99* (URT, 1996). As mentioned earlier, a list of relevant sectoral policies is presented in Table 1.

A review of policy documents and consultation with policy makers and chief executives with regard to coverage and level of treatment yielded to the results presented in Table 2.

Table 2. Level of policy treatment for the key factors in IKS relating biodiversity management and food security

Name of policy	Consideration for gender	Provision for biodiversity conservation	Acknowledgement of IKS value	Measures for food security	Community involvement	Remarks
CCM Policy	Adequate	adequate	marginal, high on modern tech. and farming systems	no mention	High	
The Constitution (State Policy)	Adequate*	adequate	no mention	no mention	adequate	*provided there is a gender policy and gender is mainstreamed
The Tanzania Development Vision 2025	High	no mention	Implicit	high	High	Policy still in draft
Agriculture and Livestock	Adequate	adequate	High	high	adequate	
Food and Nutrition	Implicit	Implicit	Implicit	high	High	
Women in Development	High	no mention	no mention	no mention	no mention	
Cooperative Development	WID approach	adequate	no mention	no mention	High	
Environmental (Tanzania Mainland)	- gender implied - high on WID	High	Adequate	high	High	
National Environmental (Zanzibar)	WID approach	High	implicit	no mention	High	
Gender Development	High	---	---	---	---	- in draft - treatment of gender assumed
Poverty Eradication Str.	High	high	High	high	High	in preparation
Fisheries	High	high	High	implicit	High	
Biodiversity Conservation Strategy	---	high	---	---	---	could not be assessed, was still in draft
Lands (Mainland)	high on WID - gender implied	adequate	no mention	no mention	High	
Wildlife	High	high	High	adequate	High	
National Land Use Plan (Zanzibar)	no mention	high	no mention	implicit	adequate	
Culture	Implicit	high	High	adequate	High	
Science and Technology	WID approach	high	Implicit	high	no mention	
Community Development	mentioned	implicit	Implicit	implicit	High	
Macro (National Framework)	no mention	high	no mention	high	High	
Biotechnology	---	---	---	---	---	in preparation
Local Govt. Reform						

Key:

High: listed as objective and followed by specific policy statement and strategy for implementation.	Implicit: Issue under review implied without explicit mention
Adequate: A policy statement made with reference to issue without elaboration, but enough to warrant distinct implementation measures	No mention: Nothing in the text seem to relate to the issue under review
Mention: Mentioned but not constituting a substantive policy statement, nor implementation measure	--in draft, not published

The following are a summary of the findings of such exercise:

- **Gender:** There was no published sectoral policy on gender. The draft called *Gender Development Policy* was reviewed by the Cabinet Secretariat. However, the recently passed land and village acts had very significant importance on the matters concerning gender, not only on land related matters, but also on matters concerning gender equity and advocacy in general. Apart from putting women and men on the same level on land matters, incorporating gender equity provisions in the two laws was a landmark achievement for the gender advocates and activists, and the civil society in general. This is since the gender equity provisions were included in response to the pressure for their inclusion from a coalition of NGOs and other concerned parties. This has set a very significant precedence for the matters concerning advocacy for gender equity and other rights, such as civil society, especially NGOs;
- **Agro-biodiversity:** Policy guidance on biodiversity conservation and management was provided by the National Agricultural Policy and the National Environmental Policy. Additional guidance was provided by sub-sector policies on natural resources. These included the Forestry Policy, the Wildlife Policy of Tanzania, the National Fisheries Sector Policy and Strategy Statement. It should be noted that, although agro-biodiversity received the necessary treatment under the National Policy Framework and sectoral policies for environment, land and natural resources; it was not mentioned in the Women in Development Policy, and its treatment in Community Development Policy was only implicit. Biodiversity was also not given a discernible treatment under Vision 2025;
- **Indigenous Knowledge:** There was no specific policy on IK. However, the problem here was not the absence of specific policy, but that overall IK did not receive adequate treatment in the entire policy framework. Although five of the reviewed policies highly dealt with IK, another gave it an adequate treatment, the rest of the policies gave it either implicit treatment or did not mention it altogether. Moreover, one of the policies that gave it a high treatment, and which appears to be the most appropriate "home" for it, the National Cultural Policy, was poorly placed to influence IK content and implementation of other policies; and,
- **Food Security:** Specific importance was given to the issue of food security by the National Agricultural Policy, the Food and Nutrition Policy, and the National Poverty Eradication Strategy. Whereas, policies for Local Government Reform and Community Development accorded it an implicit treatment.

3.0 GENERAL OBSERVATIONS

Apart from what is presented above for individual issues, the analysis of relative importance (as can be deduced from the level of treatment--depth and coverage) individual policies attached to the issues under review (Table 2), four general observations that could be made about the relevant policies as presented below:

1. The most outstanding revelation of the matrix (Table 2) was that, with the exception of the National Poverty Eradication Strategy (NPES), the Wildlife Policy and the National Agriculture and Livestock Policy for the Mainland, the relevant sectoral policies were not integrative³ of the issues under review.
2. Also, with the exception of the NPES, Fisheries Policy and Strategy, the Wildlife Policy, and the National Culture Policy, sectoral policies were low on acknowledgement of IK value. Perhaps the most deleterious aspect of this was that the key sector policies in community mobilization, the Local Government Reform and Community Development policies did not even mention IK.
3. However, the fact that most sectoral policies were high on community involvement means that if policies were well implemented, the value of IK in biodiversity management for food security would most likely be realized and tapped in the process of mobilizing people for other relevant sectoral activities.
4. Moreover, the fact that Vision 2025 and NPES were integrative of four and five of the issues under review, respectively, presented an important opportunity for redressing the weaknesses and closing the gaps in the policy environment. This is because the two were mandated to prescribe policy matters to the Planning Commission, which in turn had a mandate to formulate macro policies (thus providing policy framework) and ensure consistency between the macro and sectoral policies.

3.1 Implementation of policies

Given the presented policy framework, success in addressing issues related to gendered knowledge on sustainable use and management of biodiversity for food security and agriculture in genera, would very much depend on implementation of community involvement aspects of the policies. This would in turn depend on the implementation status of the policies and the capacity of implementing institutions to carry out the necessary activities.

Success would also depend on the treatment policy for community development, and the ability of the Ministry of Community Development, Women Affairs and Children (MCDWAC) to install implementation mechanisms and supervise their implementation.

³ Integrative based on assumption that if all five issues were given adequate or better treatment, implementation of the policy would be integrative.

3.1.1 Status of policy implementation

The summary of development and implementation status of relevant policies (Appendix IV) reveals the following.

- The major part of the policies discussed was issued in or after 1997, and therefore it can be safely assumed that their formulation took into account the imperatives of decentralization. Perhaps this explains their high score on contributing to community involvement;
- However, most of these policies had no implementation instruments; the highest step reached in many cases was the formulation of action plans or implementation strategies; and,
- Only a handful of policies were backed by up-to-date⁴ legislation. These included the Cooperative Development Act, the Crop Protection Act, RALG Act., the Land Act and the Village Act.

This means policy implementation for the matters related to gendered IK in the management of agro-biodiversity for food security is dependent on some five pieces of legislation that are up-to-date and the ability of the concerned institutions to provide implementation oversight. Therefore one of the short term measures should be to improve the capacity of the concerned institutions⁵ to supervise the legal enforcement.

In the medium and long term success of implementation of activities concerning gendered IK in conservation and management of biodiversity for food security will depend on the governmental capacity to review and enact laws to enable legally binding implementation of the policies.

3.2 Laws

The importance of laws in enabling effective implementation of policies was demonstrated by the case of the Food Security Department (FSD). Laws are necessary instruments in enabling the implementation of policies (including international agreements and conventions), for without legal backup policies are of little consequence to management activities, as they are not legally binding. For effective implementation of policies, therefore, it is imperative that laws are enacted to enable legally binding policy implementation.

To be effective, however, laws must provide adequate mandate for the requisite activities, as well as providing for the necessary resources for carrying out the activities. Once the laws are in place, they should be reviewed from time to time to keep up with the changes in macro policies and related policies or laws. While failure to provide necessary mandate is certain to render the implementing institutions ineffective, failure to review the laws to accommodate changes in other policies/ legislation renders the law obsolete or conflicting with other policies/laws, and thus make their enforcement impossible.

Indeed much of the government's failure to ensure food security is can be attributed to the inadequacy and obsolescence of the law that governs the operations of the Food Security Department (FSD), the organ charged with national food security affairs.

⁴ Up-to-date here refers to after June 1997.

⁵ Concerned institutions included MoAC, MRALG, and the Ministry of Lands, and their Zanzibar counterpart institutions.

The study found the Food Security Act inadequate in providing mandate for the FSD to take full charge of and coordinate the major elements of food security. In fact, it did not provide for much beyond the establishment and management of the Strategic Grain Reserve (SGR). Also the act did not provide for allocation of the necessary resources for the Department to carry out functions beyond maintenance of the SGR⁶. Moreover, the Act did not take into account changes in the agricultural produce of the market systems deriving from macro-economic and local government reforms (URT, 1997).

A noteworthy consideration here is that presently the government's capacity to formulate laws is highly dependent on external support for funding and technical assistance. Thus installation of policy implementation mechanisms for policies that are attractive to donors will proceed at faster pace. On the other hand the policies that are not attractive to donors may never have implementation instruments installed. In fact the failure of the initiative to take off due to its non attractive nature to donors has been cited as one of the reasons why the Comprehensive Program for Food Security never got implemented.

⁶ Presently the major substantive functions of the unit are:

- (i) To monitor the food situation within the country and to make recommendations to the Government on any measures to be taken;
- (ii) To manage the SGR; and
- (iii) To estimate food crop production on an annual basis.

4.0 COORDINATION

The study revealed that even when legally binding implementation mechanisms are in place, institutions may still fail to carry out the necessary actions due to the lack of functioning and effective coordination mechanism. Indeed, coordination problems have impeded locally originated initiatives concerning food security as well as those originating from outside the country. A good example of local initiative that has suffered from coordination problems is the establishment of the National Household Food Security Consultative Group (NHFSCG). Chaired by MoAC (Food Security Department) and the Tanzania Food and Nutrition Centre (TFNC) serving as its Secretariat, the Group had drawn membership from all stakeholder categories; including SUA, NGOs, FAO, the private sector, Planning Commission and MCDWAC. In spite of a good plan and the representativeness of the members of the Group, it had remained inactive; and while TFNC seemed to be fully aware of the Group's composition and functions, the Food Security Department (the Chair of the Group) seemed to be vaguely aware of the Group's activities.

Indeed the FSD did not seem to be aware, nor had a mandate and a capability to know about food security activities that were being carried out by other players in the country, even though it was the major government organ with the legal mandate to coordinate food security matters. The Unit was aware of this shortcoming and was looking for funding to enable it to carry out a survey of food security activities in the country.

However, useful as it might be, the output of the survey would not solve the capacity problems that were being experienced by the FSD. This is because the mismatch between what was expected of the FSD and what the FSD was actually capable of, was attributable to the weaknesses in the Act from which it drew the mandate for its activity and allocation of resources.

Lack of co-ordination mechanism had also been the major impediment in implementing international conventions and agreements as was amply illustrated by the faltering follow-up action on the World Food Summit of 1996.

Tanzania participated in the World Food Summit and signed the Rome Declaration on World Food Security in November of 1996. In signing the declaration, Tanzania committed herself to implementing the World Food Security Plan of Action (WFSPA). In the same month, FAO prepared a draft strategy for National Agricultural Development Horizon 2010, as a follow-up action on the World Food Summit. Until June 1999 the government had no national plan of action for the implementation of WFSPA. It was only now that MoAC was planning on consulting with the PC on how to go about it.

On the other hand, a local NGO, the Tanzania Association of Home Economics (TAHEA), tried since January 1997 to coordinate some follow-up action on the WFSPA without much success. This included sensitization workshops, popularization of the WFSPA, and setting up a follow-up committee comprised of NGO representatives and a member from MoAC. In carrying out these activities, TAHEA had hoped its efforts would have complemented those of MoAC, or attracted its support, but this had not happened yet. For its earlier activities TAHEA had been supported by COOPIBO and the World Bank, and it presently had no supporter, nor pledge for the purpose. Consequently, WFSPA follow-up activities had been suspended until another supporter comes along.

4.1 Institutions

A survey of institutions dealing with the implementation of policies concerning rural men's and women's knowledge on sustainable use and management of biodiversity for food security and agriculture revealed the following:

- They were all planning on, working on, or otherwise reviewing action plans for the implementation of their respective policies;
- With the exception of the Division of Environment and the Forestry and Bee-keeping Division (FBD), which had already secured funding pledges for their immediate activities, all other institutions needed funds to take their future steps. Table 3 presents the institutions, the steps they were taking and needs for further steps in supporting community based natural resources management;
- All institutions were supporting community based natural resource management through technical support as per their policy mandates and capabilities;
- Only the Division of Wildlife, FBD, and Fisheries Division were substantively supporting community based natural resources management;
- Only the Fisheries Division, the Wildlife Division, MoAC, seemed to recognize the value of IK for natural resources management for food security and/or sustainable use of agro-biodiversity;
- It was apparent that for the institutions that were supporting community based natural resources management to acknowledge the value of IK, they had to be sensitized about it;
- The institutions that were supporting community natural resources management substantively needed financial as well as technical assistance to move from pilots to country wide programs or projects;
- All institutions, including those presently supporting community natural resources management also needed to work with the technical Ministry concerned with community mobilization (MCDWAC) and the Ministry concerned with administration of community development matters (MRALG) in order to work with rural communities more effectively;
- In order for MCDWAC to play its role more effectively in assisting other players to work with communities on matters concerning using IK in natural resources management for food security and sustainable use of agro-biodiversity, the following were required:
 - Financial assistance to enable MCDWAC to complete the formulation of its National Framework for Community Development Program (NFCDP);
 - Technical and financial assistance for Districts to translate the NFCDP into District Community Development Programs that are tailored to local situations;
 - Conscientization of Community Development Officers about the value of gendered IK in natural resources management for food security and sustainable use of agro-biodiversity; and,

- Sensitization of other sectors, the Local Governments, and other players on the need to employ the services of Community Development Officers in all their activities at community level.

Table 3. Steps reached in policy implementation and efforts to support community based resources for food security

Name of Institution	Current Steps/Needs	Support to Com. Based Nat. Resources
1. MoAC (F. S. U)	Seeking assistance for various activities (MoAC) Seeking financial assistance for food security activities survey (F S D)	Extension service (MoAC)
2. RALG	Multi stakeholder forum in place to deal with linkages and support	Through mandate to ensure comm. participation in all development issues concerning community
3. MCDWAC	Funds need to complete the NFCDP	Technical support in community mobilization
4. VPO	More funds needed for the institutional options and legal framework study	Providing policy and technical guidance on environmental concerns in the use of natural resources
5. FBD	Funds for Action Plan pledged by FINNIDA	Providing technical support to community forestry activities
6. Division of Wildlife	Funds needed for action plan	---Managing of community conservation pilots ---providing technical support for the establishment and management of Wildlife Management Areas
7. Fisheries Division	?Funds for management plan needed	Providing technical and material support to artisanal fisher folks
8. TFNC	Funds required to review action plan	NA
9. National Land Use Planning Commission	Proposal ready, seeking funds for large scale participatory village land use mgt. for years 2000-2002	mobilizing resources and facilitating participatory village land use planning and management
10. Division of Environment (in VPO)	--Formulation of Biodiversity Conservation Strategy fully funded --Program to combat desertification is funded --Funding for reviewing NEAP pledged	Provision of policy and technical guidance on environmental/natural resources protection
11. Ministry of Education and Culture	Funds needed for the master plans for major activities being prepared	Presently none

4.2 International agreements

In addition to legal instruments and institutional framework deriving from national policies, there were several regulatory instruments that were relevant to the issues under review that originate from international fora and agreements. These included conventions, treaties, protocols, and international programs of actions.

Table 4 presents some of the international regulatory instruments that were relevant to the issues under review. Tanzania signed numerous relevant international instruments and ratified several of them (look at Table 4). Tanzania got committed to implement those international instruments that would not require rigorous or very costly process to domesticate or provide legal effect to agreements. The general tendency for Tanzania had however been to sign the agreements soon after they became open for signatures, and taking several years to ratify them. The process of instituting implementation instruments had also been tardy. This was very unfortunate, because, for Tanzania, international agreements and conventions constituted an important opportunity for installation of policy and regulatory/legal instruments for gender and IK sensitive biodiversity management and conservation practices relating to food security. This is because Tanzania's national policy/legal instruments were not sufficiently sensitive to

gender and IK to support, regulate, and protect gendered IK in biodiversity management and conservation for food security.

However, for international agreements and conventions to have effects on the issues under review, they have to be incorporated into national law. For, Tanzania is a Common Law country, and as such mere ratification of a treaty or convention does not automatically make it binding and enforceable. To have a force of law, the treaty or convention so ratified has to be translated into a national law by instituting a new law or modifying an existing one to conform to the provisions of the convention/treaty so ratified (Makaramba, 1997). This requires technical as well as financial resources; requirements that Tanzania was ill-placed to fulfil and hence the major reasons why Tanzania has been very tardy in ratifying international regulatory instruments, in spite of a good record in signing the instruments.

Experience with international conventions such as the Beijing Platform of Action, the Convention on Biological Diversity, and the International Convention to Combat Desertification in Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa; shows that when resources are available (almost invariably from some external donor), the process of instituting implementation instruments proceeds fairly quickly.

Other setbacks in implementing international legal instruments included highly inadequate manpower and technical capacity, and absence of well-defined institutional framework capable of mobilizing broad stakeholder participation in the ratification and law formulation processes. Because of these setbacks, Tanzania had in some cases failed to ratify and domesticate international conventions/treaties even when the technical and financial resources had been availed by the convention's/treaty's supervisory authority.

In some instances, domesticated international instruments could not be enforced by target institutions, or the people at large, due to conflicts between the international laws and local law especially customary and religious laws. For instance, it was not possible to adopt CEDAW wholesale due to certain provisions conflicting with some customary and religious laws. There were also conflicts between conventions that Tanzania had ratified such as the CBD and the Patent Law (1987) on providing for protection of biotechnology. While the CBD provided for regulation and protection of technology involving all organisms and their parts, the Patent Law excludes plant or animal varieties or essentially biological processes for production of plants or animals other than micro-biological and products of such processes (the Patents Act of 1987).

Table 4. International (and Regional) Instruments Concerning Gender, Biodiversity, Indigenous Knowledge and Food Security⁷

Instrument	Date adopted	Status of implementation in Tz.	Remarks
Conventions on environment and natural resources			
Convention on Biological Diversity	May, 1992	Signed June 12, 1992; ratified Feb. 1996	
UN Framework Convention on Climate Change	May 1992	Signed June 12, 1992; ratified Feb. 1996	
International Conv. to Combat Desertification	1994	Signed Sept. 1994; ratified April 1997	
Conv. on Int'l Trade in Endangered Species of Wild Fauna and Flora (CITES)	1973	Ratified Nov. 29, 1979	
The Lusaka Agreement on Cooperative Enforcement Operations Directed at Illegal Trade in Wild Fauna and Flora	1994	Signed Sept. 4, 1994 Ratified Aug. 1996	
The Bamako Conv. on the Ban of the Import into Africa and the Control of Trans-boundary movement and mgt of hazardous wastes in Africa	1991	Ratified on April 7, 1993	
Conv. for the Protection, Magt., and Development of the Marine and Coastal Environment of the Eastern African Region	1985	Acceded Feb. 1996	
Vienna Convention for the protection of the Ozone layer	1985	Acceded on April 7, 1993	
Montreal Protocol on Substances that Deplete the Ozone Layer (Incl. the London Amendment of 1990)	1987	Acceded April 16, 1993	
Agenda 21 (UNCED)	1992	Ratification not required	National Agenda 21 launched March 1993
The Basel Convention on the Control of Trans-boundary Movements of Hazardous Wastes and their Disposal	1989	April 7th, 1993	
The UN Law of the Sea Convention	1958	Ratified Sept. 30, 1985	
Conventions On Rights			
The UN Declaration on Human Rights	1948	No ratification needed	
The African Charter on Human and Peoples' Rights	June 17th, 1981	Signed 1982; Ratified Feb. 18th, 1984	Enshrined into the Constitution's Bill of Rights in 1984; Came into force 1986
Declaration on the Rights of Indigenous People(? draft)		Ratification not required	
Int'l Covenant on Civil and Political Rights (ICCPR)	Dec. 16, 1966	June 11, 1976	
International Labor Convention 169	June 27, 1989	Not ratified	
Int'l Covenant on Economic, Social and Cultural Rights (ICESCR)	Dec. 16, 1966	June 11, 1976	
Convention Est. WIPO	1967	Dec. 30th, 1983	
WIPO Copyright Treaty	1996	Not ratified*	Intellectual Property Act passed 1998; Accented by the President ; Not yet gazetted
Patent Cooperation Treaty	1970	Not ratified*	The Patent Act of 1998; Accented by the President; Not yet gazetted
Conventions on Cultural Values and Indigenous Knowledge			
Paris Convention (Industrial Property)	1883	Acceded June 16, 1963	
Berne Convention (Literary Artists)	1886	Acceded July 1994	
The Rome Convention (Performers, etc)	1961	Not ratified*	
International Undertaking on Plant Genetic Resources (IU)		Ratification not required	
Conv. Concerning the Protection of the World Cultural Heritage	1972	Nov. 20, 1987	
Conventions on Agriculture			

⁷ Information as obtained from the Ministry of Foreign Affairs and International Cooperation. The information is based on the 1995 status report, another one was expected in mid-July, 1999.

Global Plan of Action on Plant Genetic Resource for food and agriculture	Nov.1996	Ratification not needed	National plan of action needed
The Rome Declaration on World Food Security (World Food Security Plan of Action)		Ratification not required	
Farmers' Rights in the Conservation and Use of Plant Genetic Resources			
Global Plan of Action for Conservation and sustainable Utilization of Plant Genetic Resources for Food and Agric.	1996		Ratification not needed
Conventions on Gender and Women			
The Beijing Platform of Action	1995	Ratification not needed	<ul style="list-style-type: none"> • Women/Gender Advancement Sub-program developed; • Gender Policy formulated
The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)	1979	Aug. 20, 1985	<ul style="list-style-type: none"> • Sexual Offence Act • [Gender equitable] Land Law • Review of Marriage Act
The Vienna Declaration and Programme of Action	June 1993	Ratification not needed	

5.0 CONCLUSIONS AND RECOMMENDATIONS

From the foregoing, two sets of conclusions and recommendations can be made about the policy environment and the policy institutions for the issues under review as presented below.

5.1 The policy environment

5.1.1 Conclusions

The findings of the study indicated that the policy environment in Tanzania was marginally conducive to recognizing and appreciating the value of rural knowledge on sustainable use and management of agricultural biodiversity for food security due to the following:

- Many policies were not backed by implementation instruments, especially laws;
- Some key laws, including the Food Security Act of 1991, were outdated;
- The majority of policies were gender blind, and generally tended to treat gender issues as women issues, an approach that tended to attract negative response or inaction rather than support;
- Most policies did not recognize IKS in natural resource management and their value in agriculture and food security; and,
- Domestication of international conventions and treaties that recognized IKS in natural resources management and their value in agriculture such as the Convention on Biological Diversity and the Global Plan of Action on Plant Genetic Resources for Food and Agriculture would make considerable impact in the management and conservation of biodiversity for food security. However very few of such international instruments had been domesticated to the extent of becoming legally enforceable, and therefore the impact of international instruments on the policy/legal environment for the issues under review had remained low in spite a good record in signing the instruments when they became open for signing

However, gender blindness and negligence for IK values in natural resource management could be redressed once the NPES and Vision 2025 came into effect, as the two accorded priority treatment to gender, and had mandates to prescribe policy matters to the Planning Commission. The Planning Commission in turn had the mandate to formulate the framework policies and provide guidelines for the formulation of sector policies and ensure consistency between macro and sector policies.

5.1.2 Recommendations

In view of the above, the following actions are recommended to improve policy formulation, content, and implementation mechanisms:

- Securing/provision of resource assistance to enable the installation of implementation mechanisms for the Gender Policy as soon as it is passed;
- Sensitization of the Planning Commission on gender so as to ensure its incorporation into the macro policies, and its subsequent mainstreaming into all socio-economic activities. This would need, among other things, conducting gender sensitization seminars for relevant PC personnel;
- Sensitization of policy makers in relevant sectors and the relevant personnel in the Planning Commission on the value of IK in ensuring food security and

sustainable biodiversity management, with the view getting them to install mechanisms to recognize, protect, promote and support the use of IK for sustainable use and management of biodiversity for food security;

- Securing/provision of resources for formulation of action plans, and institution and review of relevant laws. Efforts should be made to have the Government allocate a budget for the purpose, to begin with;
- Facilitation of the establishment of a national policy formulation mechanism that would coordinate and ensure broad stakeholder participation in policy formulation;
- Reviewing of the international conventions ratification process with a view at capacity building to mobilize broader stakeholder participation in the process; and,
- Establishment of the implementation status of all international legal/regulatory instruments concerning indigenous knowledge use, rights, protection; farmers' and related rights; biodiversity conservation; to subsequently recommend and facilitate the installation of key instruments that are necessary for promoting a policy environment that is more conducive in valuing and supporting men's and women's diverse knowledge on management of agro-biodiversity for food security.

5.2 Institutions

5.2.1 Conclusions

In the absence of specific policy and an institutional "home" for IK as it relates to agro-biodiversity management and food security, the relevant institutions are taken to be the key institutions working with policies related to rural men and women's knowledge concerning sustainable use and management of agricultural biodiversity for food security. These include institutions implementing policies concerning gender, women, community participation, biodiversity, culture, agriculture and food. Generally these institutions have very little capacity to address issues related to rural men and women's knowledge on sustainable use and management of biodiversity for food security due to the following:

- Not having appropriate, adequate and legally binding mandates;
- Lack of necessary resources;
- Lack of coordination among the key players;
- Lack of technical capacity; and,
- Non-supportive institutional behavior (as opposed to institutional structures).

To strengthen the capacities of these institutions in dealing with IK in agro-biodiversity management for food security, two sets of recommendations are made: one set is that of short and medium term intervention, and the other is that of long term interventions.

5.2.2. Recommendations

a) Short and Medium Term Intervention recommends:

- Review of the Food Security Act as a matter of urgency so as to accommodate the requirements of the ongoing reforms and the complexity of food security issues and provide for an efficient Food Security Department. The Act should provide the FSD with the mandate that would up-grade its status, and enable it to coordinate national food security matters effectively.

- Securing/provision of resources for the MCDWAC to complete and promote the National Framework Community Development Program.
- Sensitization of the key players such as the MoAC, the Local Governments, and Ministry of Natural Resources and Tourism on the need to work with CDOs.
- Conscientization of CDOs about the value of IK in natural resources management and agriculture.
- Sensitization of Local Councils about the value of IK in natural resources conservation, food security and socio-economic development in general. This could be done in a series of seminars involving CDOs, but this should be done after the CDOs have been conscientized on IK.

b) Long Term Intervention proposes:

- Review of the capacity building needs of individual key institutions such as MoAC with respect to the issues under review with the view to identifying sustainable interventions. The same should be done for counterpart organizations in Zanzibar.
- Securing/provision of financial and technical assistance to key institutions to enable them to install policy implementation mechanisms, especially enacting or reviewing relevant laws. It is assumed that it should be easier to allocate a budget for policy development matters now that the Government's role has been streamlined, and policy development has become the core function of line ministries.
- Review of the institutional framework for ratification of international conventions and treaties with the view to establishing a national capability to ratify international conventions and treaties promptly, competently and through broader stakeholder participatory process.
- Securing of resources to support IKS studies and extension work, and the publication of findings in both scholarly and popular publications on permanent basis.
- Establishing an organ to carry out and/or coordinate research, and serve as a depository for IK literature. This could form part of an existing research or development institution. The establishment of the organ, however, should be preceded by a study to identify the best option for its form, structure, and function.

REFERENCES

- Mwelekeo wa Sera za CCM Katika Miaka ya Tisini*. National Party Conference. Dodoma, Tz. 53 pp
- FAO, 1995. United Republic of Tanzania: The National Special Programme: Maximum Production with Optimum inputs. FAO, Dar es Salaam, Tz.
- _____, 1996. *World Food Summit. Rome Declaration on World Food Security and World Food Summit Plan of Action*. Committee on World Food Security.
- Makaranga, Robert V. 1997. *We owe the best: Children rights in Tanzania*. Friedrich Ebert Stiftung. Dar es Salaam, Tanzania.
- _____, 1996. *World Food Summit Follow-up: Draft Strategy for National Agricultural Development Horizon 2010*. FAO, Dar es Salaam, Tz. Unpublish.
- Hitchcock, Laura 1995. *Participatory environmental resource management in Tanzania: Opportunities and constraints to policy and legislation*. Paper submitted to World Resource Institute, Washington D. C. USA.
- Kaiza-Boshe, Theonestina and Byarugaba, Kamara. 1995. *Biodiversity management in Tanzania: Institutional systems and technological capabilities*. Consultancy report prepared for the African Centre for Technology Studies, Nairobi, Kenya.
- Mbilinyi, Marjorie and Timothy S. Nyoni, 1998. *Rural Food Security Policy and Development Project. The Crisis of Rural Food Security: The Case of Pastoralists in Ngorongoro District*. University of Dar es Salaam Institute of Development Studies. Dar es Salaam, Tz.
- Mbilinyi, Marjorie. 1999 *Sera ya Uhakika wa Chakula Vijijini na Maendeleo: Utangulizi na Majumuisho. Summary*. University of Dar es Salaam Institute of Development Studies. Dar es Salaam, Tz.
- Mbilinyi, Marjorie 1999. *Rural Food Security Policy and Development: Introduction and Synthesis*. A report presented to a National Feedback Workshop on Rural Food Security Policy and Development, TANESCO Training Centre, Morogoro, Tz. 15-16 April, 1999. University of Dar es Salaam Institute of Development Studies. Dar es Salaam, Tz.
- Meena, Ruth (ed.) 1992. *Gender in Southern Africa: Conceptual and Theoretical Issues*. SAPES, Mount Pleasant, Harare, Zimbabwe.
- MoAC, 1998. *Report on the Special Programme on Food Production for Food Security. Pilot Phase in Tanzania for 1997/98 Season*. MoAC. Dar es Salaam, Tz. Unpublish.
- Mung'ong'o, C. G. and Bertha Koda. 1999. *Rural Food Security Policy and Development Project: The Case for Shinyanga Rural District*. University of Dar es Salaam Institute of Development Studies. Dar es Salaam, Tz.

- Revolutionary Govt. of Zanzibar, 1990. An Environmental Policy and Programme for Zanzibar. Dept. of Environment, COLE, Zanzibar.
- _____, 1992. National Environmental Policy for Zanzibar. COLE, Ministry of Water, Construction, Energy, Lands and Environment. Zanzibar.
- _____, 1995. National-Land Use Plan. COLE. Zanzibar. 25pp
- Rugimbana, Cecilia K. 1998. Gender Profile Final Report. A consultancy report submitted to the World Bank Resident Mission in Tanzania, Dar es Salaam, Tz.
- Tansey, Geoff. 1999. Trade, Intellectual Property, food and biodiversity: Key issues and options for the 1999 review of Article 27.3 (b) of the TRIPS Agreement. Quaker Peace & Service, London, UK.
- TFNC, 1990. Mid Term Plan of Action for National Food and Nutrition Policy for Tz. TFNC, Dar es Salaam, Tz
- _____, 1998. An Inventory on Key actors in Gender, Biodiversity, and Local KnowledgeSystems. TFNC, Dar es Salaam
- UNEP 1992. Convention on Biological Diversity. Text and Annexes. Convention Secretariat, Geneva Executive Center, Chatelaine, Switzerland.
- URT, 1985. The National Science and Technology Policy for Tanzania. Ministry of Planning and Economic Affairs. Govt. Printer. Dar es Salaam, Tz. 48pp
- _____, 1991. The Food Security Act No. 4 of 1991. Govt. Printer, Dar es Salaam, Tz.
- _____, 1992. Food and Nutrition Policy for Tanzania. Ministry of Health. Govt. Printer, Dar es Salaam, Tz.
- _____, 1992. Comprehensive Food Security Programme (Vol. 1 - Main report). MoAc, Dar es Salaam, Tz.
- _____, 1994. Report on existing legislation pertaining to environment. Division of Environment, Dar es Salaam, Tz.
- URT and the World Bank 1994. Tanzania: Agriculture. A joint study by the Govt. of Tz. and the World Bank. The World Bank, Washington , D.C. USA.
- _____, 1995. Tanzania Women Country Report to the 4th World Conference on Women, Beijing, China. Ministry of Community Development, Women Affairs and Children. Govt. Printer, Dar es Salaam, Tz. 98pp
- _____, 1996. The Rolling Plan and Forward Budget for Tanzania for the Period 1996/97 -1998/99. Planning Commission. Govt. Printer, Dar es Salaam, Tz.
- _____, 1996. The National Science and Technology Policy. Ministry of Science, Technology, and Higher Education. Govt. Printer. 67pp

- _____,1996. Policy on Women in Development in Tanzania. Ministry of Community Development, Women Affairs and Children. Govt. Printer, Dar es Salaam, Tz. 22pp
- _____,1996. Community Development Policy. MCDWAC. Govt. Printer, Dar es Salaam,Tz. 55pp
- _____,1997. Food Security in Tanzania; Transport, Markets and Poverty Alleviation. MoAC. Dar es Salaam, Tz.
- _____,1997. Agricultural and Livestock Policy. MoAC. Govt. Printer, Dar es Salaam, Tz. 155pp
- _____, 1997. National Fisheries Sector Policy and Strategy Statement. Ministry of Natural Resources and Tourism. Govt. Printer. Dar es Salaam, Tz. 24pp
- _____,1997. *Sera ya Utamaduni*. Ministry of Education and Culture. Govt. Printer. Dar es Salaam, Tz. 59pp
- National Environmental Policy. Vice President's Office. Govt. Printer, Dar es Salaam, Tz. 41pp
- _____,1998. The Tanzania Development Vision. Report of Team of Experts. PC. Dar es Salaam, Tz. Unpublish.
- _____, 1998. Village Land Use Planning and Implementation Guidelines. National Land Use Planning Commission, Ministry of Lands and Urban Development. Dar es Salaam, Tz.
- _____,1998. The Wildlife Policy of Tanzania. Ministry of Natural Resources and Tourism. Govt. Printer. Dar es Salaam, Tz. 35pp
- _____,1998. National Forest Policy. MNRT. Govt. Printer, Dar es Salaam, Tz. 59pp
- _____,*Hotuba ya Waziri wa Kilimo na Ushirika. Mheshimiwa Paul Kimiti (MB) Katika Bunge Tarehe 11 Juni 1998 Akiwasilisha Makadirio ya Matumizi ya Fedha kwa Mwaka 1998/99. [MoAC Minister's budget speech for the year 1998/99] MoAC. Govt. Printer, Dar es Salaam. 55pp*
- _____,1998. *Hotuba ya Waziri wa Nchi Ofisi ya Rais (Mpango) Mheshimiwa N. W. Malocho (MB) Wakati wa Kuwasilisha Bungeni Taarifa ya hali ya Uchumi wa Taifa Katika Mwaka wa 1997 na Mapendekezo ya Mpango Unaoendelea na Bajeti ya Upeo kwa Kipindi cha 1998/99-2000/2001. PC. Govt. Printer, Dar es Salaam, Tz. 68pp*
- _____,The National Poverty Eradication Strategy. VPO. Unpubl. 58pp
- _____,*Hotuba ya Waziri wa Fedha, Mheshimiwa Daniel Yona (MB) Katika Bunge Tarehe 11Juni 1998 Akiwasilisha Bungeni Taarifa ya Hali ya Uchumi wa Taifa Katika Mwaka 1997 Na Mapendekezo ya Mpango Unaoendelea na Bajeti ya Upeo kwa Kipindi cha 1998/99-2000/2001. Ministry of Finance. Govt. Printer. 94pp*

- _____, 1998. The Constitution of the United Republic of Tanzania of 1977. Govt. Printer, Dar es Salaam. 142pp
- _____, 1998. Policy Paper on Local Government Reform. Local Govt. Reform Project. Dar es Salaam, Tz.
- _____, 1999. The Local Governments Laws Act, 1998. Govt. Printer, Dar es Salaam, Tz
- Warren, D. M. 1991. Using Indigenous Knowledge in Agricultural Development. The World Bank Discussion Paper. The World Bank, Washington D.C., USA.

APPENDIX I

List of people contacted:

1. Abel Kipeja, Coordinator, Program on Combating Desertification, DoE
2. Andy Mwandembwa, Ministry of Foreign Affairs and International Relations
3. Alfred Kabagile, Manager, Local Govt. Reform Program
4. Amideus Kamagenge, Community Development Officer, MCDWAC
5. Amina H. Shaaban, Director of Planning, Ministry of Agric., Livestock, and Nat. Resources
6. A. N. Mero, Coordinator, Special Program on Food Production for Food Security
7. Anna Mayawalla, Natural Resources Section, Planning Commission
8. Celina Shinyambala, Cabinet Secretariat
9. Charles Mdoe, Assistant Director of Wildlife (Development and Management)
10. Christine Sonyi, Food Security, Planning Commission
11. Donald Sungusia, Agriculture Specialist, the World Bank Resident Mission in Tz.
12. D. R. M. Ruhiye, Planner, TFNC
13. E. E. Nyang'ali, Planner, TFNC
14. Erick Mugurusi, Director of Environment
15. E. R. Mayowera, Civil Service Commission
16. Felix Lyimo, Assistant Director of Wildlife
17. Fortunata Temu, Lawyer, Ministry of Community Development, Women Affairs and Children
18. Freda Chale, President, Tanzania Association of Home Economists
19. Gabriel Ndunguru, Head: Food Preservation and Product Development, TFNC
20. Generosa Kamuzora, Director of Agriculture and Natural Resources, Planning Commission
21. George Mbonde, Assist. Director of Forestry (Forest Development)
22. G. S. Ngaleya, Coordinator of Government Business, PMO
23. Gotfried Sangana, Senior Community Development Officer/Coordinator of Population Advocacy Project
24. Irene, Kasyanju, Ministry of Foreign Affairs, Dar es Salaam
25. Michael Basheke, Senior Researcher, TFNC
26. Irenius Ndunguru, Senior Game Officer (Community Conservation), Wildlife Division
27. Jabir Kassim Makame, Director of Surveys, and Urban and Rural Planning; DoE, Zanzibar
28. Janet Bitegeko, Commissioner of Planning, MoAC
29. Janet Tarimo, Civil Service Commission
30. Janet Uronu, Fisheries Officer, Division of Fisheries
31. Jason Kami, Senior Land Use Planner, National Land Use Planning Commission
32. Jim Yonaz, Program Officer, FAO-TZ
33. John Wallace, Legal Officer, Legal and Human Rights Center, Dar es Salaam
34. John Kasonta, Coordinator, Biotechnology Project, COSTECH
35. John Mngodo, Ag. Director of Food Security Unit, MoAC
36. Kassim M. Suleiman, Executive Secretary, COLE, Zanzibar
37. Makame Muhajir, Director of Surveys, Urban and Rural Planning, SMZ
38. Magdalena Rwegangira, Private Advocate, Dar es Salaam
39. M. N. Shagude, Planner, TFNC
40. L. Msimbe, Director of Community Development, MCDWAC
41. Mohamed Haji, Regional Planner, SMZ
42. Michael Basheke, Senior Researcher, TFNC
43. Musa Lymo, Ag. Director, Wildlife Division
44. Peter Ngumbullu, Permanent Secretary, Vice President's Office

45. Pontian Rweyemamu, Director, Macro Planning
46. Rehema Tibanyenda, Assist. Director of Wildlife (Policy, Research, Statistics and Training)
47. Richard Muyungi, Assistant Director of Environment
48. Ruth Mollel, Ag. Permanent Secretary, Civil Service Commission
49. Salome Sijaona, Permanent Secretary, Ministry of Regional Administration and Local Government
50. Silima Pereira, Permanent Secretary, Ministry of Agric., Livestock, and Nat. Resources
51. Sofia Kaduma, Coordinator, ASMP, MoAC
52. Sonyi Mgeta, Division of Environment, Dar es Salaam
53. S.Sagday, Poverty Alleviation Unit, VPO
54. Suzanna Tarimo, Ministry of Regional Administration and Local Government
55. Theresia Msaki, Agricultural Economist/Gender Officer, MoAC

APPENDIX II

TERMS OF REFERENCE

Analysis of the policy context in Tanzania

"Gender, Biodiversity and Local Knowledge Systems to Strengthen Agriculture and Rural Development" (GCP/RAF/338/NOR)

Under the technical supervision of the Chief, Women in Development Service (SDWW), and in close collaboration with the National Coordinator from the Tanzania Food and Nutrition Centre (TFNC), and the Associate Professional Officer (APO) to the project, the Consultant's task is to prepare an analysis of:

- key institutions in Tanzania working with policies related to rural men and women's knowledge about sustainable use and management of agricultural biodiversity for food security.
- the policy environment in Tanzania in support of gender, agrobiodiversity and indigenous knowledge systems.

Output 1: Analysis of key policy institutions

Purpose: to assess institutional capacity to address issues related to rural men and women's knowledge on sustainable use and management of biodiversity for food and agriculture; to evaluate their approaches, strengths and weaknesses in this respect, and their needs for institutional strengthening.

Tasks:

- Identify the key institutions working with policies related to rural knowledge on sustainable use and management of agricultural biodiversity for food security, in Tanzania;
- Assess how these institutions are supporting community based natural resource management and whether they specifically recognise and support rural knowledge related to the use and management of agrobiodiversity for food security;
- On the basis of the institutional survey, identify:
 - gaps in coverage and/or institutional capacity for supporting policy related work that gives recognition to the value of local knowledge for natural resource management, food security and the sustainable use of agrobiodiversity;
 - where are the needs for institutional strengthening so that they could support this work better; and,
 - what measures should be taken in the short and medium term to strengthen these institutions.

Output 2: Analysis of the policy environment in Tanzania in support of gender, agrobiodiversity and IKS

Purpose: Assess to what extent:

- (a) Tanzania has followed-up on proposed guidelines set out in international

agreements related to gender, biodiversity and IKS; and,
(b) whether national legislation, policies and bylaws in Tanzania recognise and value rural men and women's knowledge about sustainable use and management of agricultural biodiversity for food security.

This will provide a background on the issues for a LinkS project meeting to be held in June 1999. It should assess the current policy/legislative framework in Tanzania, its strengths, weaknesses, and the needs for strengthening.

Tasks:

- Identify the main international conventions and agreements, that Tanzania is party to, of relevance to food security, gender, agrobiodiversity, and IKS. These may include, among others: a) The Convention on Biological Diversity, b) The Global Plan of Action on Genetic Resources for Food and Agriculture c) World Food Summit of 1996, and e) SADC Food Security Programmes.
- Evaluate to what extent guidelines from these conventions and agreements are being incorporated in Tanzania's policy/legislative framework. The following questions are provided for guidance:
 - Does national policy/legislation recognise the value of people's knowledge about management and sustainable use of agrobiodiversity?
 - Does the policy/legislation recognise that men and women hold different knowledge, face different constraints and have different priorities?
 - Does the policy/legislation recognise farmer's rights, i.e. rights arising from the past, present and future contributions of farmers in conserving, improving and making available plant and animal genetic resources.
 - What is missing in the present policy/legislative framework?
 - How could the legislation/policy be changed to promote a policy environment that is more conducive to valuing men and women's diverse knowledge, in turn supporting rural people to manage the agrobiodiversity upon which their farming systems depend?
- Review and evaluate the status of other relevant national legislation and policies;
- Analyse effects of current policies (on the above mentioned issues) at the community/household level, and identify areas of potential conflict and/or synergy among different sets of policies; and,
- Present the draft report to potential partner organisations for discussion during a one-day workshop in May 1999.

For the report, consisting of output 1 and 2, the following will apply:

- Length: Max 30 pages.
- Deadline: 15 May 1999 for draft, 30 June for final version. Both the draft and the final version of the report should be submitted to TFNC and FAO-SDWW in Rome for clearance.
- The draft should be revised based on the comments/discussion of the participants and FAO project staff.
- The revised draft should be presented during the June project meeting. The draft should be revised based on the comments/discussion from this meeting.
- The final report should include a brief introduction to the project, the purpose of the study and how it was conducted, and a summary of the main findings. It should be given on a diskette and two hard-copies.

APPENDIX III

FOOD SECURITY ISSUES, RESPECTIVE POLICIES AND INSTITUTIONS

Food security issue	Policy/legal intervention area	Implementing Institution(s)
strength and effectiveness of extension services	agriculture, community development, RALG	(MoAC), MCDWAC, CRALG
availability, accessibility, and use of farm inputs	macro-economics, decentralization, poverty alleviation, community mobilization	Planning Commission, Local Govt. Reform Program, RALG, VPO, MCDWAC
post-harvest losses	agriculture, food and nutrition, community development	MoAC, TFNC, MCDWAC
transportation infrastructure	district and rural roads, national road network	RALG, Ministry of Communications and Transport
produce market network	cooperatives, agriculture, trade	MoAC, Ministry of Trade, RALG
people's purchasing power	poverty alleviation, Vision 2025	
social infrastructure	social development	RALG
state of general economy at all levels	poverty alleviation, Vision 2025, macro-economics	VPO, Planning Commission
participation of stakeholders in the policy making process, beginning with the grassroots	constitution, Vision 2025, Ruling Party Program, community development	Ministry of Justice and Constitutional Affairs, Planning Commission, MCDWAC
governance: level of democratization in structures of decision making in govt and civil society, with transparency, accountability and legitimacy	Constitution, civil society, local governments administration	Ministry of Justice and Constitutional Affairs, VPO, RALG
observance of human rights	Constitution, Vision 2025	Ministry of Justice and Constitutional Affairs, Planning Commission
appropriateness and adequacy of development policies	macro-economics, community development, social development, Vision 2025	Planning Commission, MCDWAC,
direct benefits to grassroots communities in return for observing regulatory policies and laws in natural resources	respective sectors eg forestry, wildlife, fisheries, etc.	Line ministries and departments concerned, RALG, VPO
access and control over resources (e.g. land, forestry, wildlife, etc) by grassroots communities'	community development, natural resources management and conservation, land, local government administration	MCDWAC, Ministry of Natural Resources and Tourism, Ministry of Lands, RALG
access to natural resources by disadvantaged groups'	social development, human rights, natural resources management and conservation, community development, politics,	Planning Commission, Ministry of Justice and Constitutional Affairs, MNRT, MCDWAC, Parliament
access to land disadvantaged groups	land, Local Govt. administration, Constitution	Ministry of Lands, RALG, Ministry of Justice and Constitutional Affairs
access to food disadvantaged groups	LG administration, human rights, politics	RALG, MJCA, Parliament And Local Councils,
gender equity	gender, human rights, economics	MCDWAC, Ministry of Justice and Constitution Affairs, Planning Commission
availability and accessibility of social services (viz. education, health, and water)	LG administration, education, health, and water	RALG, Ministry of Education and Culture, Ministry of Health, Ministry of Water.
availability of rural credit facilities (e.g. Saving and Credit societies)	poverty alleviation, cooperatives, LG administration	VPO, MoAC, RALG
security, law and order	security, law enforcement	Ministry of Home Affairs, MJCA, Regional and District Commissioners' Offices
Peace and stability	defence, internal affairs, politics	Ministry of defence, Ministry of Home Affairs, PMO
capacity for self-organization at all levels among grassroots and other disadvantaged groups to act on their own behalf in asserting their needs and advocating for necessary policy changes concerning food security.	constitution, policy formulation and development, local councils, civil society	MJCA, PC, VPO, MRALG

Localized droughts and floods	disaster management,	PMO, RALG.
restoration of agricultural subsidies	macro-economics, agriculture, policy development	Planning Commission, MoAC,
food crisis management	disaster management	PMO
coordination of activities by different actors	coordination of government business, national planning, macro-policies	PMO, PC
resources degradation	environmental/natural resources conservation	VPO, FBD, WD, FD
Low purchasing power	micro-economics, poverty alleviation, community development	PC, VPO, MCDWAC

APPENDIX IV

STATUS OF POLICY DEVELOPMENT AND IMPLEMENTATION

NAME OF POLICY	DATE ISSUED	REVIEW	PROGRAM OF ACTION (PA)/ IMPLEMENTATION STRATEGY (IS)	LEGISLATION	REMARKS
Constitution	1997 (1998 edition)	Underway		all laws	
The Tanzania Development Vision	Planned for 1999	NA	NA		
CCM (Ruling Party)	1992		The Party Program	NA	
Macro-economic and other sectoral framework policies	1996	Every three years	reform programs ongoing		
Local Government Reform/ Decentralization	Oct. 1998	Not planned	Implementation guidelines included in the policy document	Regional Administration and Local Govts. Act 1997 as amended Feb. 1999	The document is two in one: policy and plan of action
Poverty Alleviation Strategy	June 1998	None planned	- Implementation framework published together with policy - National Action Plan in draft	NA	- Strategy and implementation framework are published together in same doc. - Monitoring guidelines are in draft for comment
Agriculture and Livestock	Jan. 1997	Sector review on going	Several sets of operational guidelines for MoAC core functions	- Several crop acts - Food Security Act, '91 - Crop Protection Act, '99	- Crop Boards and Food Security Acts are outdated and review is planned - Policy studies underway to inform review process
Agriculture, Livestock, and Natural Resources, Zanzibar	In draft	NA	NA	NA	
Environmental (Tanzania Mainland)	Dec. 1997	Not planned	- Study underway - Formulation of umbrella law after the ILFEMP study	Formulation initiated	PA and IS to be determined by outcome of study of ILFEMP to be completed by end of July 1999.
National Environmental Policy for Zanzibar	1992		Environmental Policy and Programme for Zanzibar, 1991	Environmental Mgt. for Sustainable Devpt. Act, 1996	
Biodiversity Conservation Strategy (BCS)	Under preparation	NA	Being prepared together with the BCS		Specific law may not be necessary
Gender Development	Proposals are with Cabinet Secretariat	NA	To be prepared after approval of policy		Until the Gender policy is approved matter concerning gender and women will be guided by WID policy
Cooperative Development	Jan. 1997	Not planned		Cooperative Dev. Act	

Wildlife	March 1998	Not planned	PA preparation activities planned	Wildlife Conservation Act of 1974; revision planned	
Forestry	March 1998	Not planned	The Tanzania Forestry Action Plan of 1989; review planned	Forestry Ordinance Cap. 389 of 1957; being revised	
Lands (Mainland)	July 1995	Planned	Guidelines for participatory land use management in Tz.	Lands and Village Acts , 1999	
National Land Use Plan (Zanzibar)	1995		Policy is articulated within the plan		Policy and PA are in the same document
Culture	1997		Preparation of individual activity master plans under way		
Community Development	June 1996	Not planned	National Framework for Community Development Program is under preparation		
Women in Development	March 1992	To be replaced by Gender (and) Development policy	Sub-Programme for Women's and Gender Advancement, 1997		
Food and Nutrition	July 1992	Underway	National Programme of Action of 1992 being revised	To be determined	The policy document consists of policy statements and implementation guidelines
Science and Technology	1995	Not planned		The Tanzania Commission of Science and Technology Act of 1986	
Biotechnology	In reparation	NA	PA to be prepared together with policy		Presently under SUREC funded project co-executed by COSTEC, ARI-Mikocheni and UDSM

APPENDIX V

The table below compares and contrasts WID and GAD

COMPARISON BETWEEN WID AND GAD⁸

WOMEN IN DEVELOPMENT (WID)	CRITERION	GENDER AND DEVELOPMENT (GAD)
An approach that views the women as the problem	The approach	An approach to development
Women	The focus	Relations between men and women
The exclusion of women (half of the productive force)	The problem	Unequal relations of power (rich and poor, women and men) that prevent equitable development and women's full participation
More efficient, effective	The goal	Equitable, sustainable development
Integrate women into existing structures	The solution	Empower the disadvantaged and transform unequal relations
Women's approach	The strategy	Identify/address practical needs determined by women and men to improve their condition.
Women' component		At the same time, address women's strategic interests
Integrated projects		Address strategic interests of the poor through people centred development
Increase women's productivity		
Increase women's income		
increase women's ability to look after household		

High treatment for gender by Vision 2025: Gender equality is mentioned as one of the major goals as, gender equality and the empowerment of women in all socio-economic and political relations and cultures.

The National Poverty Eradication's treatment of gender: The NPES lays down the principle for gender under policies and strategies for creating an enabling environment for poverty eradication, as "(VI) All women and men Will be entitled to equal right of access to land and other available productive resources."

This is followed by a statement on strategy which the NPES provides for "(v) ensuring gender sensitivity in leadership participation. The NPES policy statement on agricultural development includes, "2.2.2.3. (viii) there will be equality of access to land and other productive resources by both men and women." The above statement is repeated under the overall strategies for implementing the National Poverty Eradication Strategy as item 2.3.(v).

Implicit treatment for IKS by the Community Development Policy is deduced from the fact that although it is not mentioned under objectives, nor areas of emphasis, it is implied under the role of the family/household; reading as, "Basically every family/households has the ability to identify its own problems and make its own decisions, to possess and use their resources, including their own labor, in addition they

⁸ Source: Based on Rugimbana, C.K and Rose D. Jengo, 1998. *Gender Profile*. Consultancy Report Submitted to the World Bank Resident Mission in Tanzania. Unpubl.

(even individual members) have the ability to receive, use and disseminate education and knowledge which includes knowing about and using their environment in a sustainable manner."