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**The National Women and Gender Development Policy its
Rationale Objectives, Opportunities and Challenges**

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**PAPER PRESENTED BY MRS. EDINE E. MANGESHO DIRECTOR
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DEVELOPMENT WOMEN AFFAIRS AND CHILDREN ON THE
NATIONAL WOMEN AND GENDER POLICY, ITS RATIONALE,
OBJECTIVES, OPPORTUNITIES AND CHALLENGES AT A
WORKSHOP ON GENDER MAINSTREAMING HELD ON 15 - 17
NOVEMBER 1999, WHITESANDS HOTEL, DAR ES SALAAM.**

INTRODUCTION

1. The objective of this paper is to provide information on the National Women Gender and Development policy so as to guide the deliberations of this workshop on "Gender Mainstreaming" which itself is a vital component in the National Policy and an aspect which is already being pursued at various levels at both the national and global arena.
2. While the paper touches up on the subject of "gender mainstreaming", it does not intend to go deep into its conceptual analysis since it is comprehensively covered at another session during this workshop. However it suffices to say that "Gender Mainstreaming" is one of the objectives that the National Women and Gender development Policy aims to achieve.
3. It is expected therefore, in the light of this presentation and others that follow, the participants will come up with proposals on a Plan of Action that may be used to apply gender mainstreaming in implementing women and gender development policy goals.
4. This paper is divided into four parts. Part one gives some basic facts about women. This is to provide the logical basis or rationale of the policy. The second part gives the objectives of the policy, followed by part three on strategies including opportunities and the institutional framework which exist in implementing the policy. The fourth part highlights the challenges and gives some recommendations.

PART ONE

BASIC FACTS ABOUT WOMEN AND MEN AND THE RATIONALE FOR A WOMEN'S AND GENDER DEVELOPMENT POLICY

5. It has been estimated that women form the majority of the 1.3 billion poor in the world. Yet all over the world women are very active economically but in a very segregated labour market in which women do work that is not fully remunerated. In Tanzania women form the majority of the population (52%) of about 32 million people. Yet 60% of these women live in absolute poverty. About 90% of the economically active labour force in Tanzania is engaged in agriculture and women form 75% of that force. Again about 20% the population is engaged in the informal sector and women form the majority. The work that women perform as housewives, mothers, family caretakers is never remunerated, neither recorded in the National Books of Accounts.
6. A very small proportion of the worlds' resources in the form of land, credit, technology are owned by women (hardly 1%). In Tanzania due to traditions and cultural practices the majority of women have no access to means of production such as land and related assets. Recently the government passed the land law Act and village land law Act which favour women in terms of ownership, use and development. This is a commendable achievement. However its impact is yet to be harnessed or experienced.
7. The majority (2/3) of world's illiteracy are women, when the education of women is key to development. In Tanzania primary school enrolment is 50% for girls and boys. It is 52.4% (1998) for men and 47.6% for women (1998) in secondary O-level education. In 'A' - levels secondary education, it is 67% and 33% for men and women respectively. At the University men constituted 77.4% while women took up 22.6% of the entire intake of 1998. Similarly in teachers training men take up 55% while women constitute 45%. In technical training women have a share of 8% while men have 92%.

8. Women representation in parliament worldwide is 10% and government is 5%. One in 20 minister are women. Thus decisions taken all over the world are mainly by men. In Tanzania women representation in parliament it is 16% (1999) while in cabinet it is 11%. There are 4 permanent secretaries out of 26 ministries.
9. Many women suffer domestic violence that is often linked to violence in the Community as a whole. Violence is expressed in different ways, throughout women whole life cycle, female foetuses are aborted, and female infants are killed, girls are sexually mutilated. The situation is worse during armed conflicts and wars. Throughout their lives girls and women are discriminated against education and in their professional lives on account of the conception of a women's inferiority and men superiority.
10. Against the above background that governments and the international community have drawn efforts in the form of political commitments, policies, programmes and plans to redress the situation of women worldwide..

The WID Approach to Policy Formulation

11. To date there have been two major approaches in addressing the above women's situation in an effort to bring about changes for the better. There has been the Women in Development Approach which has prevailed national and international policy orientations.

At the beginning the approach saw women as active participants in development, recognised all women roles and sought to meet strategic or basic gender needs through direct state interventions; giving political and economic autonomy and reducing their workload. It challenged women subordinate position to men as women were discriminated at all sphere of life due to customs and traditions which did not recognise that women and men were part and parcel of the development process. Their productive and reproductive roles were not given due recognition in the planning process at all levels, neither in the allocation of resources.

12. The emphasis was on recognising the role that women had in development, that make them more productive in those areas they were involved as farmers, mothers by inter-alia reducing their workload by designing simple and appropriate technologies suitable in the agricultural sectors and in the family roles e.g. by reducing the time they took in collecting fuel, wood, or they had to use to process food. By reducing the workload, more women could be released for other income generating activities such as food vending; small trading business; crafts etc.
13. Having that in mind the policy's main objective was to make everybody understand what the concept of WID was. In addition to ensure women's participation in development by removing the obstacles that stood on their way especially reducing their workload.
14. The WID Policy achieved a lot in terms of creating the awareness and sensitising people in relation to women's role as mothers and strong force in the productive process especially in the agricultural sector in the small and micro – enterprises and the informal sectors.

Before Beijing, through the National WID Policy of 1992 women were undertaking a lot of economic activities – women entered in the productive sector, – women formed co-operative groups with the help of village governments technologies that assisted women like improved charcoal stoves, provisions milling machines, water pumps were introduced. The Focus on gender and the elimination of all forms of discrimination was also addressed in the WID Policy- whereby women rights to inherit resources and income was given due emphasis, access to opportunities such as to education, training, social justice, safer motherhood and gender disaggregate distribution of resources. The WID Policy had also allocated responsibilities to each government machinery and institutions. The WID Policy has enhanced education and training and increased the abilities of girls to take up courses in the fields of science and technology.

15. On reducing women's workload – emphasis has been on their role as housework; taking care of families; and the need to change the mindset of people, as to the division of labour between men and women; linking it with appropriate technology; that is easing the workload through simple technology and allowing women participate in income generation activities.

16. **Gender and Development Approach to Policy Formulation**

The above section only highlights for the WID Policy. But the question still remains as to why or what is the rationale for the Women and Gender Development Policy. What is there in the WID policy that was not addressed?

17. In answering these questions we need to go a little further in looking at the "environment in which WID operated and other emerging issues that warranted the turning point i.e. WID to GAD approach. The issue here is more of approach to women's issues than anything else is.

18. The WID approach did not see women's poverty and inequality as having their origin in lack of access to means of production like land and capital, sexual discrimination in the labour market etc. Instead it focused on increasing poor women's employment and income generating options and securing better productive resources to increase productivity and technologies to reduce women's workload so that they could be availed for more productive work – even if it meant working longer hours a day.

19. The WID Policy that Tanzania adopted in 1992, had focused on more equity for which considerable achievements were made – technologies were developed which reduced women workload; more women entered the anti-poverty campaign by participating in income generating activities, basic gender needs were met such as housing, MCHS Clinics, water, sanitation, more education for girls; additional income to families etc.

20. The GAD approach has the objective of enhancing gender equality by giving women and men equal opportunities, equal rights and equal obligations in all spheres of life. This approach has grown out of experiences of WID. It is an attempt to combine actions with strategies for long-term meaningful change. It is a framework for analysis and action that focuses on social justice and power distribution. It also maintains that any evaluation of women's situations must analyse the way in which oppression is produced, discrimination is maintained and legitimised. The term gender is used in an effort to redirect attention to question of relations between men and women and strategize for integrating each of them into the productive sphere. The approach is based on the belief that if development is to occur, the aspect of equal opportunities, equal rights and equal obligations in all spheres of life will have to be addressed. In explaining the gender equity we need to look into analysis of the gender division of labour, access and the control of means of production linking it to development policy. In order to have gender equity women and men have to be allocated necessary and enough resources to enable them to meet their gender roles and gender needs.

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The 2nd – 3rd World Conferences of Women had a WID approach to women's issues. However the 1993 Vienna Conference on Human Rights together with the Rio Conference on sustainable development had a Rights Approach to women's issues. The Beijing Conference was a turning point and landmark. It now acts as a guide for the work towards gender equality. Two concepts of the PFA are "empowerment of women and mainstreaming" – Para's 38 of the Declaration and Paras 57, 79, 105, 123, 141, 164, 189, 202, 229, 238, 252, 273 on women and poverty, education and training of women, women and health, violence against women, women and armed conflict, economic empowerment, equality mechanism for promoting advancement of women, enjoyment of human right; media, environment and the girl child all have statements directing government and other actors to promote "active and visible policy of "mainstreaming a gender perspective" into all policies and programmes so that before decisions are made an analysis is made of the effects on women and men respectively.

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21. The Beijing PFA is based on a new way of thinking that instead of investing relatively small sums in special women's projects all activities undertaken in a given country are to be framed in such a way that the situation and needs of both women and men are taken into consideration in the planning of economic policy, budgets, credit systems, legislation, education support, etc. integrating a gender perspective at levels.
22. Article 2 of CEDAW – states that state Parties while condemning discrimination against women in all its forms agree to pursue by all appropriate means and without delay a Policy of eliminating discrimination against women.
23. Moving from WID approach to gender and development approach helps to understand the centrality of the roles women play and their relative lack of power. On the other hand helps to ensure gender equity in resources distribution – between men and women in relation to their gender roles and needs.

PART II

THE OBJECTIVES OF THE NATIONAL POLICY

24. The overall goal of the National Women's and Gender Development is to create an enabling environment that will enable women and men to implement their roles in society taking into account gender needs. It is the aim of the policy also to improve on the participation of women at all levels of the development process.

In so doing women and men will effectively participate in identifying their problems, assess their capabilities and find practical means of solving them, so as to increase their income eradicate poverty and improve their standard of living: This is based on the Community Development Policy approach which is people centred.

25. The Policy aims at empowering women and men to utilise available resources for their development, on an equitable basis, recognising the contribution of women in development. It aims at giving women and men equal opportunities, equal rights and equal obligation in all sphere of life. The problems or issues that need to be addressed would include poverty eradication, efficient use of resources customary and traditional practices, health and reproductive health, nutrition, environment, education, training and employment, participation in decision making, rights, social security and women's workload. All these issues if addressed in the context of equal opportunities, equal rights and equal obligations then the objectives of the National Women and Gender Development would have been met.

26. In the light of the foregoing the policy 's objectives include:

- to give guidelines that will promote gender equality, in all sphere of life;
- to ensure that gender concept is understood by the society;
- to foster co-operation with all partners in development, which including the responsible for budget and planning, so as to ensure that initiative are taken that through those process women could be empowered economically and socially to advocate for gender equality, elimination of all forms of gender discrimination, welfare of children and youth and the society at large.

PART III

27. STRATEGIES AND INSTITUTIONAL FRAMEWORK

The main strategic orientation of the policy include:-

- Ensuring that Gender and Development as a concept is well understood.
- Gender mainstreaming.
- Ensuring proper mechanisms are in place for gender mainstreaming, which will provide for effective networking, consultations and advocacy.
- Ensuring other policies at the sectoral and micro-levels take cognisance of the gender perspective approach to development.
- Participation of all stakeholders. The policy charts out responsibilities of each duty bearer in the process of implementing the policy. These duty bearers include the community, government, NGOs and the civil society as well as co-operating partners.
- Specific actions targeting women in the development process aimed at solving specific problems of women, especially at grassroot level.

OPPORTUNITIES AND INSTITUTIONAL FRAMEWORK

28. The opportunities which are foreseen in terms of the National Women and Gender Development Policy – could be seen in the context of the following parameters:-

- There is a well-placed Community Development Policy.
- The ongoing Local Government Reforms.
- Well established structure of Community Development Officers at regional, district, Municipal towns and ward levels
- A well-established NGO's networking system which is gender sensitive. Numerous Community Based Organisations have been established.
- Many sectoral policies have incorporated gender specific issues e.g. Agriculture, labour.

- Initiatives have started on integrating gender into the budgetary process.
- Gender focal points are in place in some ministries.
- The Civil Service Unit on gender mainstreaming.
- The MCDWAC has in its structure a Section specifically for gender mainstreaming.

PART IV

CHALLENGES

- Challenges include changing the mindset of the people from the WID to GAD approaches.
- Capacity building in the existing institutional framework
- Changing legislation and laws which are oppressive to both women and men especially in the labour market.
- Addressing women at the grassroots level on specific problems.

RECOMMENDATIONS

- Having in place an Implementation Strategy Framework that will identify all duty bearers and their role;
- Gender Sensitisation Programmes;
- Advocacy for gender mainstreaming;
- Addressing women specific programmes, addressing employment, generation, income generation, legal capacity;
- Provision of basic social services;
- Enhancement of net working among various actors;
- An Action Programme to include the above components.

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