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Gender and Environment

Uganda
National Environmental Action Plan
Secretariat

Ministry of
Water, Energy, Mines, and Environmental Protection

prepared under
United States Agency for International Development
Contract No. 623-0124-C-00-2049-00

prepared by
Dr. Sandra Russo
Tropical Research & Development, Inc.

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1. Introduction

1.1. The National Environmental Action Plan

The Ugandan government is formulating a national environmental action plan (NEAP) for improved and effective environmental and natural resource management. The policies, action plan, and investment programs to be recommended by NEAP are intended to facilitate sustainable development and to address priority environmental problems for sustainable utilization of natural resources. During the NEAP process, deliberate attempts were made to include women in regional and national workshops, interviews, and surveys. The NEAP Secretariat, which is overseeing the plan's implementation, also hired a sociologist with a background in gender issues to assist in the integration of gender throughout the NEAP process.

1.2. Gender issues in the NEAP

Gender issues have not been systematically integrated into all of the NEAP documents or into actual practice. Gender, while apparently easy to understand, is burdened by social and cultural conventions that make it difficult merely to "graft" gender considerations into planning. Those social and cultural factors need to be recognized. Most decision-makers do not understand gender. They are unaware that the different roles that women and men have in society are socially constructed and not biologically determined. The NEAP secretariat is not noticeably different from other decision-makers in this regard. Full inclusion of gender issues into the NEAP process has likely not occurred because the staff lacked the background information to understand the linkages between society and ecology and the potential benefits that result from full participation of both men and women in solving environmental problems. Ecological questions need to be considered in conjunction with socioeconomic ones.

2. Background

Gender—like age, income, and location—is critical to an analytic understanding of the roles, responsibilities, constraints, and opportunities facing women and men in development. Misunderstanding gender differences leads to inappropriate and inadequate planning and inefficient development.

2.1. Women in development versus gender

Women in development (WID) is often confused with gender. Although earlier developmental efforts were strongly focused on highlighting the important roles of women and in documenting women's inequitable position in society and in the developmental process, current development thinking seeks to analyze the roles of men and women and the impact of development. Gender, on the other hand, refers to the social differences that are learned, change over time, and vary

widely within and between cultures. As a socioeconomic variable, gender serves to analyze roles, responsibilities, constraints, and opportunities; it comprises both men and women. Gender analysis is the systematic effort to document and understand the roles of women and men within a given context. Key issues include (a) the division of labor for both productive and reproductive activities, (b) the resources individuals can utilize to carry out their activities and the benefits they derive in terms of both access and control, and (c) the relationship of the above to the social, economic, and environmental factors that constrain development.

2.1.1. Gender at the household level

For most planners and policy makers, the household is often represented in a systems diagram as an undifferentiated box, the contents of which generally remain unexamined. The household is assumed to be a nuclear family and that labor is sexually divided so that the male is the breadwinner outside the home and the female is the homemaker inside. In actuality, households are not homogeneous and not always nuclear. More than a third of the world's households are headed by women, either de jure or de facto. Most women and men have three roles: reproductive work, productive work, and community managing work. However, the majority of work done by women is invisible to men in the community and to planners (Moser, 1989).

In Uganda, women are deeply involved in using and maintaining the environment. Within most Ugandan households, women have primary responsibility for meeting the family's basic needs for food, water, and fuel. At the household level, they depend on the land and natural resources to fulfill these household responsibilities (through farming and collecting water and fuelwood) and to maintain their households (cleaning and cooking). Because women often have limited access to the best land, they may be contributing to environmental degradation as they use marginal lands unsuitable for cultivation and other subsistence activities. The majority of Ugandan women must depend on the natural resources of the country for the survival of their households; consequently, they are the primary managers and users of a variety of natural resources. Resource depletion and degradation can undermine women's ability to maintain their own health and that of their families. Lack of access to land or information can prevent rural women from abandoning their current practices that are environmentally harmful and adopting other practices that are beneficial and sustainable.

2.1.2. Gender at the field level

Although there is a scarcity of gender-disaggregated data for the country as a whole, there appears to be a gender-based division of labor such as is commonly found in other African countries. Food crops are designated as women's responsibility in keeping with their gender role of feeding the family. Rural women note that there is often a critical shortage of labor for food-crop production as well as for environmentally sound or restorative practices (e.g., soil conservation and agroforestry). Indeed, there is often an ironic coexistence of un- and under-

employment for youth and men and an overburdening of women's productive capabilities (Rocheleau et al., 1991).

Recent interest in the development of methods of sustainable agriculture through the wise management of rural resources requires a broadening of the concepts of gender and farm systems. Many institutions are incorporating women's issues into their activities, research, and programs. These efforts, however, remain fragmentary, descriptive, and anecdotal. With the increasing visibility of women in fieldwork and resource management decision-making, women's roles in sustaining household livelihoods are beginning to be appreciated. With this expanded visibility of women due to male outmigration and declining family wages, women are being recognized for the central role they play in managing rural resources. The numbers of households headed by women have increased. As more is learned about the importance of off-farm and nonfarm contributions to household maintenance, assumptions about gender roles in natural resource management are being questioned. The complex relations that comprise farm systems, households, and gender relations need to be identified but identification will require looking beyond the farmer and "his" field to households and rural resources—including commonly held resources such as forests, rivers, lakes and streams, wetlands, and grazing lands (Lightfoot et al., 1991).

2.1.3. Gender at the community level

Household resource management decisions are not made in a vacuum but occur in the broader context of a community. Some resources exist outside the household and field level, e.g., water sources and fuelwood. Access to and control over those resources is often determined by gender, status, age, and wealth. Poorer women often have to walk further for water and fuel, which limits their productive work in the fields or their reproductive work of household maintenance. Often men own and control the land, water, and tree resources. Control of a resource and the terms of shared access and authority may not be easily understood by outsiders, whether they are governmental or nongovernmental organization staff. Sustainable production requires an understanding of and attention to the particularities of local ecosystems and communities.

Women's roles in community activities are often invisible because they tend to be more private and less public than male roles. Men tend to take the lead while women tend to stay subordinate. In Uganda, women's organizations are weak when compared to others in Africa: only 18 percent of Ugandan women belong to women's groups.

2.1.4. Gender at the policy level

Environmental policymakers and planners tend to ignore the role of women or, worse, to assume that policies will not have dissimilar impacts on women and men. Other assumptions, as mentioned earlier, are that men are heads of households, that any information men receive will be passed on to women, that women and men play similar roles in environmental and natural resource management, and that only men have an impact on the environment. In large part,

gender has not been incorporated into planning because decision-makers are gender blind, i.e., there is a general inability to perceive that there are different gender roles and responsibilities. It is, therefore, likely that policy failures neglecting women in agricultural development, education, and extension programs will be repeated in the field of natural resources.

2.2. Gender planning

Part of the difficulty in incorporating gender into planning has been that gender cannot be grafted onto policy, it must be integrated. WID approaches to planning, while often successful, have addressed solely women's practical gender needs relating to food, housing, income, and healthy children. These tend to be immediate, short-term, and unique to particular women. While improving the condition of the women's lives, meeting practical gender needs generally does not alter traditional roles and relationships. Strategic gender needs are formulated from the analysis of women's subordination to men, e.g., removal of institutionalized forms of discrimination such as rights to own land or property and access to credit (Moser, 1989). Strategic gender needs are often seen as a Western feminist or top-down, outsider approach to development and are more difficult for planners to accept and address.

Policy and planning approaches to include women and/or gender vary widely by institutions, agencies, and governments. The earliest approach which began in the 1950s—and is still the most popular—is the welfare approach. The most important concern of the welfare approach is the family's physical survival. This approach focuses on the provision of food, prevention of malnutrition, and, most recently, implementation of family planning programs. In the mid-1970s, the equity approach of integrating, increasing, improving, and upgrading women's participation in development with an implicit redistribution of power was met with hostility by most governments. Despite a United Nations pronouncement on women's equality worldwide during the its Decade for Women, the equity approach has until recently been soft-pedaled or even ignored by planners.

Also in the 1970s came the antipoverty approach to planning (assistance to the poorest of the poor) that focused on women's productive rather than reproductive roles. This approach isolated poor women, sex-specific occupations, and/or female-headed households to alleviate poverty through promotion of income-generating activities. For many Third World countries, there was a reluctance to focus only on women and to ignore their reproductive roles; thus the antipoverty approach was and is most popular with small nongovernmental organizations.

Since the 1980s, the predominant planning approach has been an efficiency approach. It assumes that the increased economic participation of women will be automatically linked to increased equity and, more importantly, to increased productivity of a nation. The argument behind the efficiency approach is that because women comprise more than half the population in most countries, it is inefficient to leave them out of the developmental process. This approach has been popular with both governments and donors. The drawback to the efficiency approach is that

it assumes the continued elasticity of women's time and labor, i.e., women's economic participation comes on top of their other, unpaid tasks of household maintenance and survival. It is achieved, therefore, through a shift in costs from paid to the unpaid economy with practical gender needs being met at the cost of increased working hours and increased unpaid work.

Another approach to planning, which has slowly developed out of the 1975 United Nations enabling resolution, has been the empowerment approach. Empowerment is accomplished by the grassroots mobilization of women. These grassroots efforts focus on consciousness-raising and popular education of women about their rights and responsibilities. Largely unsupported by governments or donors, the empowerment approach has shown slow but significant growth. In Uganda, the work of FIDA in instructing rural women concerning their legal rights to land through inheritance and purchase is an example of the empowerment approach to gender planning and development.

In point of fact, these approaches to planning are not necessarily sequential (e.g., welfare before equity). Policies may encompass more than one approach or may skip past one or more approaches. Different policies hold different appeals; all may exist at any one time in a country, region, or district. The welfare approach is still the most popular and is used widely at the individual, household, and national levels while the efficiency approach is part and parcel of structural adjustment, decentralization, and sustainable economic development programs.

2.3. Gender and the environment

It is essential to understand the implications of gender roles in environmental and natural resource management. In many developing, agriculturally based countries, natural resources form the core of economic and household survival. Also in many developing countries—Uganda included—severe environmental degradation and poor and continuing use of traditional agricultural practices combined with increased population pressures have made it difficult for women and men to develop their livelihoods and economies much beyond the subsistence level. The reason African women, both urban and rural, continue to have high fertility rates is still not well understood, but it is known that increased population pressure has overwhelmed rural African traditions of farming, livestock raising, fuelwood gathering, land distribution, and the role of women (World Bank, 1990). The irony is that slow agricultural development in Africa is not due to these factors. Rather it is due to unprofitable agricultural policies, the lack of resources to transmit technology to farmers, and the lack of farmer empowerment. These policy issues were addressed earlier in this section.

Prior to independence, traditional cultivation and livestock management practices provided adequate livelihoods to rural populations because land was not a limitation. With declining crop yields, farmers could simply move to another piece of land; likewise, herds and herders had freedom of movement to follow the best pastures and grazing lands throughout the year. With increasing population pressures and restrictions on herd movements, fallow periods have been

shortened or eliminated, forests and savannahs put under crop production, and the carrying capacity of grazing areas sharply reduced.

These changes in land-use patterns indicated a decreasing supply of fuelwood and other forest products and an increasing water scarcity, the effects of which are felt most strongly by women and children. Because women have the responsibility for collecting wood and water, decreased availability means that they have to spend more time on collection, children may spend more time on collection, or the household may do without. The implications for the latter are a decrease in the number of cooked meals, less water used for cleaning, more time (for children) spent out of school, and an increased use of dung and crop residues for fuel instead of soil fertility enhancement.

With low populations and abundant land, traditional systems of land tenure provided security to all of the population even though ownership, management, and use rights may not have been identical. However, with increased population and land pressures, this flexibility no longer adequately addresses the needs of the population. In particular, use rights that overlap may become conflicting, rather than complementary. This is particularly important when (1) farmers and pastoralists coexist or overlap, (2) tree tenure is distinctly different from land tenure, (3) different groups or individuals have rights to different outputs from a communally owned land resource, (4) tree clearing for cultivation may be the only way to establish uncontested usufruct, (5) tree planting may be a form of laying individual claim to land, (6) tenurial reform would deprive all other users of their rights to benefit a single user, and (7) women are assigned separate plots for their own farming activities (World Bank, 1990).

If rights to land are obtained by cultivation, there is strong incentive to clear previously uncultivated lands such as forests and savannahs. Many forest and savannah areas are marginal at best for crop production; additionally, crop production may push out pastoralists' use of that land. The coexistence of cropping with transhumance, where the herds provide valuable dung to the crop lands during the dry season, instead becomes an area of conflict. If use rights to land are secure only when the land is kept under cultivation, fallowing disappears from the system and the ability of the land to remain productive declines rapidly. Traditional land-tenure systems also provide little security to women except in matrilineal systems, and women are often pushed to the more marginal lands. As people's security of tenure declines, so does their incentive to improve their land. There is little positive evidence, however, that a change from traditional tenure rights to allocation of individual land titles will absolutely provide adequate incentives to investment, development, and conservation.

Tree tenure may have different rules than land tenure. A person or group may have rights to the land while another person or group has rights to the trees or to certain products from certain trees at certain times. Certain types of trees may be more valued by men than women and vice versa. Planting trees may be seen as an attempt to gain control of the land; women are often not allowed to plant any type of tree or to plant only certain types. In some instances, certain trees

may be regulated by a state forestry department and people's rights to plant and utilize those trees restricted. Improving one's land through tree planting, therefore, may simply not be possible given the complexities of land and tree tenure in some situations.

With increasing agricultural production responsibilities, decreasing access to natural resources, and limited access to information and technology, woman must make difficult decisions for her household's survival. Most often girl children are kept out of school to help with agricultural and household tasks. Depleted fuelwood resources mean fewer cooked meals or less nutritious meals, which adversely affect children and women who tend to eat last from the family pot. Limited access to water means lowered standards of hygiene and a probable increase in diseases, particularly in infants. The increased length of a woman's workday means decreased opportunities for community involvement, for access to information and training, and for family health care. The likelihood also increases that women will have little time to work on soil conservation, agroforestry, or other environmental protection activities. The needs and constraints of women for technological improvements have basically been ignored—the focus instead being on cash and export crops mainly controlled by men. Thus, women are unable to increase their productivity efficiently.

This brief discussion is meant to indicate that the issues are not independent, but are related factors; that women and men have different access to and control over resources; and that the totality of tasks and responsibilities, disaggregated by gender, should be analyzed and taken into consideration in the drafting of policies and programs for economic and environmental development.

3. The current situation of gender and development activities in Uganda

3.1. Ministry of Women in Development, Culture, and Youth

In March 1988, the Ministry of Women in Development was created to highlight NRM's commitment to integrating women into the economic development of Uganda. President Museveni stated that "our policy aims at strengthening the position of women in the economy by raising the value and productivity of their labour and by giving them access to and control over the productive resources. By productive resources I mean land, capital, credit, seeds, fertilizers, tools, water, energy, education and information."

Women-in-development and gender-related activities in Uganda by governmental, nongovernmental, and other organizations and groups have been and are being focused on four spheres of activity: (1) achievement of equal rights; (2) personal development and advancement; (3) training of trainers; and (4) developing economic self-reliance.

3.2. NGO and donor activities

Women's institutions are altering their focus to economic improvement and the achievement of political rights. For example, the Association of Women Lawyers (FIDA) has been conducting seminars in rural areas to inform women of their inheritance and land-tenure rights. Many nongovernmental organizations are focusing on women's and children's health and welfare. Of special concern is the education of girls, who show an extremely high dropout rate—starting at 43 percent of primary level enrollment and dropping to 27 percent by the tertiary level (Slade and Weitz, 1991). Women's generally low level of literacy is seen by many nongovernmental organizations as their primary constraint to development. Training activities, especially training-of-trainers, are being conducted throughout the country by a multiplicity of nongovernmental organizations and others to provide women with minimal levels of information to improve their livelihoods. Income-generating activities and projects are also popular with the government, donors, and some nongovernmental organizations. Other nongovernmental organizations, however, are not interested in income-generating activities for women as they believe that women already have a heavy workload and do not need to be burdened further (personal communication, J. Adoko, Oxfam).

USAID's stance as a donor institution is that gender is a cross-cutting issue, an economic variable necessary for an integrated development approach and a means for ensuring increases in women's productive capacity and health status. In Uganda, USAID takes a strong position on the importance of research on gender differences in agriculture and natural resource management, to increase resources to women to improve their productivity and reduce impediments to benefits. Further, the agency is emphasizing increasingly the numbers of primary education graduates and stabilizing the health status of Ugandans, both goals that meet practical gender needs.

3.3. Current status of gender and environment

A number of the environmental issues and problems identified by the NEAP are relevant to gender issues. These issues include the lack of secure land tenure and use; the lack of information on gender roles and the perceptions of traditional roles; the low level of education of girls and women; the low level of environmental awareness by the public in general, but especially by women; and a low level of public participation, again, especially by rural women. Women are perceived as having little access to and no control of resources, and there is differential access to technologies and information.

An issue as yet unaddressed in the NEAP document is the low level of trained female professionals in environmental areas—forestry, wetlands, and parks. While it is not necessary to have women professionals in order to address gender issues, their absence in the arena makes the task even more difficult. Recruitment of females into education needs to occur at the primary school level; retention of females in education must be addressed at all levels. Uganda is not

unique in this problem—an FAO study indicated that for Africa as a whole, fewer than one of every hundred girls who begin school completes a university program in the agricultural or environmental sciences.

A second important issue is the critical shortage of gender disaggregated data on environmental practices and natural resources use. Gender disaggregated data is essential to the effective implementation of policies and programs, yet such data is almost nonexistent for Uganda. Even very recent studies continue to see the household as being undifferentiated and do not evaluate gender specific problems in land tenure, agricultural production, resettlement, or environmental management. Gender analysis should be integral in data collection; women are central to environmental management and should be identified.

4. The NEAP's current status with respect to gender

In reviewing the many NEAP Task Force reports, it appears appropriate that gender be factored into many of the sectoral and cross-sectoral issues. Magezi (1992) notes that the dominant role of women and youth in the agricultural sector has significant implications for resource use and misuse, that there is a shortage of women in many development activities, that the potential role of women and youth in environmental management is great, that the constraints imposed by sociocultural and gender roles can inhibit sound environmental management practices, and that the differential effects of poverty on women and men indicate that different approaches may need to be taken.

As the NEAP Secretariat has proceeded with planning, its awareness of the many cross-sectoral issues important to integrated environmental planning has grown. These include (1) land and resource tenure; (2) land-use policy and planning; (3) environmental management information; (4) environmental assessment and economics; (5) environmental education, human resource development, and research; (6) peoples' participation and decentralization; (7) water resource development; (8) conservation of biological diversity; (9) wetlands conservation and management; (10) control of domestic and industrial waste and hazardous material; (11) climatic and atmospheric pollution; and (12) population, human settlement, and health. To this list of cross-sectoral issues must be added gender—for planning to succeed, it must be gender aware and integrative. A policy statement on gender as a cross-sectoral issue including objectives, an issues statement, existing and proposed policy, environmental policy gaps, guiding principles, and recommended strategies is found in annex 7.2. The policy statement itself, titled "Gender Integration," simply states that the objective is to integrate gender concerns in environmental planning decisions at all levels to ensure sustainable social and economic development.

In many task force reports, areas of real and potential conflict were raised. The reports do not resolve conflicts stemming from the need to balance environmental protection with economic development; the desire to protect areas of high biodiversity while putting roads, dams, power stations, and lines through as inexpensively as possible; the trend toward maintaining or

increasing agricultural productivity by clearing forests and reclaiming wetlands rather than increasing production per unit of land; and the continued theme that rural populations are ignorant abusers of the environment rather than economic decision-makers. Throughout the reports, the participation of local resource users and communities was often assumed, but the likelihood of very real differences in use, needs, capabilities, access, and control between women and men was rarely raised. The issue of recognizing that women and men have different roles in daily decisions, activities, and short- and long-term strategies of development cannot be overemphasized (Magezi, 1992). Sustainable development will be achieved more efficiently by recognizing the gender-role differences in utilization and management of Uganda's natural resources. The inclusion of gender planning in the NEAP process can be accomplished in several ways, which are outlined in section 5.

4.1. Investment program

The investment program has done a fairly good job of prioritizing environmental investment needs for the country but has not included gender in that prioritization exercise. It could be argued that gender in many instances (e.g., lack of clearly defined land- and resource-tenure rights) certainly does apply to both women and men, but even with enabling legislation women are still discriminated against in tenure issues. In some instances, people are not mentioned as being part of the strategy for investment. For example, lack of an environmental information management system implies that the system is not in place—and underneath that implication lie two assumptions. The first is that the system will be run by people; the second, that the information gathered will, in many cases, be about people and their use and interaction with the environment. As stressed throughout this document, the lack of information on environmental practices and the high probability that such practices are differentiated by gender must be kept in mind when writing policy and planning documents.

Therefore, it was recommended to the investment program planners that they include the collection of data and information *disaggregated by gender* in many of their investment program statements. Specifically, gender disaggregated data are needed immediately for land-use planning, the environmental management information system, and farming systems and land-use practices. It has also been recommended that research be moved up to an immediate investment priority category because the lack of information for decision-makers is acute.

4.2. Environmental impact assessment and the Action Plan

The framework for environmental impact assessment is a fairly straightforward technical document outlining the steps in an EIA, EIR, and EIE process. As such, there are only a few points in the process where people are concerned; these are the issue of public awareness and the issue of public participation in the EIA process. The need for public awareness is woven throughout all NEAP documents but the exact method of accomplishment and the identity of the public have not yet been strategized. In recent interviews of senior public officials in Kampala,

it was found that there was a general understanding of the NEAP process, but the details had escaped all but those intimately involved. Thus the need for public awareness of the occurrence of an environmental impact assessment may not be a broad national need but rather a site-specific one and may not involve many individuals. In any case, in addition to the usual newspaper and radio announcements, it would be necessary to inform residents of the proposed target area. The need for appropriate targeting should not be left to the experts who will be conducting the assessment: NEAP or NEMA should take the responsibility for ensuring the appropriate target groups—those impacted—are identified. As for the issue of public participation, even the most vigorous public awareness campaign will likely not attract large numbers of people to a public forum about an environmental impact assessment, especially when the content may be highly technical. Thus in identifying the target groups, the message must be in nontechnical language so that the public—both women and men—will understand the importance of participation.

The action plan is not yet written although it is currently in outline form. In the action plan, gender roles are important in section II (State of the Environment), especially its subsections on underlying causes and the impact of the developmental process. As noted earlier in this document, there are gender-related causes for environmental degradation that must be analyzed, understood, and addressed. Gender is important and has been addressed by the policy group in the subsection on gender as a cross-sectoral issue (see section 4.4 below). Gender is also important in the subsection on monitoring and evaluation. If baseline, national, and regional surveys are to be initiated, the survey instruments must disaggregate the data by gender and not simply by the gender of the household or family head. Uses and practices related to natural resource management must be identified and disaggregated by gender.

One concern here—and throughout the NEAP process down to the district level—is information flow. Once information begins to be collected, how will it flow up to the appropriate decision-makers at the national level to inform them in their planning? And conversely, how will information gathered at the national level flow down to the district and subdistrict level? A process or system of information flow should be set in place; discussions along this line are occurring in NEIC so that these questions may be soon resolved.

4.3. NEAP regional and district activities

The NEAP group charged with developing district-level activities has not finalized its planning due to anticipated changes in legislation related to local administration. What they have done is to ask districts to identify their major environmental problems and possible solutions, begin ameliorating actions, and inform the NEAP of environmental projects in their districts. Some districts have identified possible environmental liaison officers while NEAP is in the process of identifying environmental officers for each district. The task group has collected some information from the districts but it is not well disaggregated by gender and the questionnaire used did not ask appropriate questions that would help inform NEAP about resource use in the districts. It was suggested to the task force that they devise another questionnaire and consider

either having it sent to all environmental projects or have it administered by the new environmental officers as a way to familiarize them with their districts.

4.4. Policy

The task force on policy agreed to the inclusion of gender as a cross-sectoral issue in the policy framework. The entire text of that statement can be found in annex 7.2. The objective is to integrate gender concerns in environmental planning decisions at all levels to ensure sustainable social and economic development. Other important statements and strategies in the policy framework have been amended, where appropriate, to reflect gender concerns.

5. Where does NEAP need to go: strategies, development mechanisms, and policies for integrating gender

Policies for gender-responsive growth must take explicit account of the gender dimension. These policies, including environmental policies, must recognize and seek to address the asymmetries in the respective rights and obligations of women and men and pay particular attention to the gender division of labor and to the differential incentives and opportunities facing women and men.

To do this, it is necessary to (1) gather information on gender role differences in managing and using the environment and natural resources, which should include costs and benefits to women; (2) use the information to develop programs and materials appropriate for women's roles in environment and to their needs in design and implementation; (3) ensure that women have access to the information by developing appropriate targeting and scheduling to suit women.

The greatest constraint NEAP faces in developing gender-sensitive policies is the dearth of data on gender roles in Uganda, especially as they relate to the environment. For the present, NEAP will have to rely on some assumptions based on apparent truths regarding gender roles in Uganda and on experiences and research from other African countries. Some specific studies should focus on a gender analysis of natural resource management in the target areas, especially as regards the direct and opportunistic costs to women of deforestation. Research should document instances where women have played a role in local decision-making vis-à-vis the environment, e.g., tree planting and land tenure, and determine the social and institutional factors preventing women from having a voice at the local level.

5.1. Guidelines

Thus the first step in developing gender-friendly environmental policy options (or environmentally friendly gender policy options) should be to improve environmental policies through incorporating the results from studies of costs of subsidies, inefficiencies, and externalities on the environment and on political and institutional factors that prevent or facilitate

environmental policy change. Unfortunately, as noted above, NEAP must develop its policies in the absence of such studies but should include in its policies the initiation of research activities to answer these questions.

A second step to integrate gender in the NEAP process should be to enhance local capacity for environmental decision-making. Research is needed into local practices to determine reasons and solutions where sustainable practices are not being used. Both women and men should receive training in ecosystem concepts, especially management practices and new sustainable technologies. One area clearly identified by NEAP is the need for more trained environmental economists; both women and men should be identified for such training.

The NEAP investment program recognizes that government cannot take on all the tasks of environmental management in the country. Therefore, a third step in improving policies would be to enhance the role of the private sector. Many areas of technology transfer can be undertaken by the private sector; for example, the dissemination of improved cookstove technology to relieve pressure on fuelwood resources and reduce women's time spent in fuelwood collection.

A fourth step, well outlined by NEAP, is to improve public education and popular participation in environmental decision-making and management. Increased public awareness is essential; public awareness campaigns should ensure that the information is readily accessible to women and men and that the content fully reflects women's roles in environmental and natural resource management in a nonaccusatory manner. Participation of women and men should also ensure that women derive benefits from their participation. NEAP should seriously consider developing some publicity and public education materials such as videos, comic books, and radio programs in local languages to promote their messages.

The major unanswered question regarding all of these guidelines is the identity of the implementing agency(ies) when the NEAP Secretariat changes into another type of institution in the near future. As current secretariat staff leave, the institutional memory will be dissipated. Despite the interest shown by several secretariat staff members in integrating gender issues, they are but a small minority in the environmental planning and policy arena. Their voices may soon fade away. It is, therefore, essential that continued training and information be passed on to these and other individuals to maintain a certain level of gender awareness in the institution, whatever that institution may be.

It is especially important that those who will be in charge of gathering data for NEAP, NEMA, NEIC, and others understand the importance of disaggregating by gender where appropriate. Both senior management staff and field enumerators must be trained in collecting gender-disaggregated information. Pragmatically, the donor community as a whole would look favorably on such a collection process and having gender disaggregated data would assist in many environmental planning decisions. Thus a fifth step for NEAP is to remain vigilant to the need for continued gender-analysis training for current and new staff. Having a gender specialist assigned to NEAP may or may not solve this problem. The tendency for staff to marginalize

gender as an issue that can only be dealt with by a gender specialist begs the question. Everyone should have some level of gender awareness; the specialist should be used to provide technical backstopping and to direct some of the training and research exercises.

A sixth step for NEAP in the context of gender would be a priority setting for issues that would be less problematic and more informative were gender roles better understood. The process that NEAP used to set priorities for the investment program could be used to set priorities for gender integration, i.e., by the seriousness or urgency of the problem, by the contributions to the economy and social well-being, and by the potential for solving the problem. Again, however, part of the problem is that the answers to these questions are simply unknown with respect to gender and assumptions must be made based on knowledge from other countries, on the rare studies that have been done in-country, and on descriptive, anecdotal, and personal information. In particular, it is what is not known that shapes the emphasis of the immediate concerns for integrating gender into NEAP.

5.1.1. Immediate concerns

Immediate concerns taken from the investment program with relevance to gender are land tenure, land-use planning, information gathering, costs and benefits, public awareness, sustainable natural resource management and agricultural practices, lack of trained personnel, and research. Issues and strategies for addressing some of these are located in annexes 7.8 and 7.9.

5.1.2. Medium- to long-term concerns

Medium- to long-term concerns are those of local participation, local capacity building, lack of incentives, and limited available research on natural resource management in Uganda. The method of addressing these concerns has been outlined above.

5.2. Timetable for implementation

In the ideal situation, NEAP would openly acknowledge areas of support and resistance for gender integration, begin an agreed-upon process of dialogue and negotiation, secure commitment to some level of change or a process towards change, and agree on immediate and medium-term priorities and strategies. At a minimum, NEAP can agree to an ongoing process that will continue to address gender issues.

- Within two months, modify as noted the various NEAP documents to include gender where appropriate.

- Within six months, hold a short follow-up workshop of NEAP Secretariat participants to consolidate what they learned in the Gender-Environment Workshop.
- Within six months, identify a local gender-analysis trainer.
- Within six months, examine the proposed training plans for NEAP staff, including Environmental Officers, to determine where gender could be incorporated into some of the training activities.
- Within one year, implement training activities with additional gender analysis content.
- Within six months, as public awareness accelerates, announcements, messages, and documents must be screened for (1) the target audience and (2) gender awareness and modified accordingly.

6. Conclusions

Many of the NEAP documents had begun to include gender or women but some significant gaps still existed. Due to the internal strife of the past two decades, the research and extension systems, the educational systems, and the economy as a whole did not proceed or develop in any sort of sustainable manner. As Uganda gets back on her feet and makes the transition from recovery to growth, it is entirely appropriate to put into place enabling legislation, policies, plans, and strategies to ensure that gender is integrated into the economic development plans of the country and not try to graft gender onto planning as has had to be done in other countries. An obvious, immediate first step is to start **disaggregating all data and information collections by gender where appropriate**, i.e., when people are being counted or queried. The complete lack of gender disaggregated data on agricultural and environmental practices is extremely hampering to planning, research, extension, and developmental activities.

A second step, which is integral throughout the various NEAP documents, is the need for **capacity building** through training of all kinds. In many instances, it is appropriate to include some modicum of gender analysis in these training activities depending on who the trainees are. At the policy and planning level, it is probably sufficient for planners to understand the potential benefits of gender analysis, the linkages, the community and national needs disaggregated by gender, the constraints, and the resource and technological requirements. For actors and users, e.g., environmental officers and extension workers, more in-depth training would probably be required to fit gender into their technical training programs. A training needs assessment can be found in annex 7.3.

A third step is to assess research needs and identify areas where MIENR and MISR, both faculty and students, can begin collaborating with NEAP in key areas of environmental and resource management as relates to gender.

The NEAP gender and environment workshop held June 29-30, 1993, apparently did allay some of the fears of Secretariat staff concerning gender. Where the staff had not included gender in their documents and statements, they have begun to do so. This is an important step in integrating gender into the environmental policies being developed by NEAP.

Annex 7.1.
Terms of reference

The terms of reference for this consultancy are (1) to establish a framework for more effective integration of gender into the NEAP by enabling staff to understand and appreciate the concept of gender in natural resource management and environmental protection and (2) to further the process for problem identification and planning of solutions by equipping Secretariat staff with the tools, skills, and information needed to actively include women in both the NEAP process and other aspects of natural resource management.

1. Review NEAP documents.
2. Liase with and review NEAP working group documents.
3. Liase with and review PVO/NGO gender and environmental documents and training materials.
4. Develop training materials, case studies, and a training agenda.
5. Act as a lead trainer and implement training program.
6. Write an article for the newsletter based on a workshop (added after arrival in-country).
7. Write a statement on gender as a cross-cutting sectoral issue for policy framework (added after arrival in-country).
8. Develop in the next six months a strategy for including gender into the action plan, investment program, and policy framework (added after arrival in-country).

Annex 7.2.

Policy statement on gender

Gender integration

Objective: To integrate gender concerns in environmental planning decisions at all levels to ensure sustainable social and economic development.

Issue statement: Assumptions about the household ignore the different roles and responsibilities of women and men, that not all households are headed by a male, and that only men have an impact on the environment. There has been a lack of inclusion of both women and men in economic development. In the past and presently, policies and programs were and still are male-oriented. The exclusion of women has partially contributed to the lack of behavioral change that continues environmental degradation. Gender is a cross-sectoral, integrative issue that impacts decision-making from the household to the national level.

Existing and proposed policy: Although the Ministry of Women in Development was created in 1988 by the NRM government, it has tended to focus on women-only projects. With the addition of youth and culture to the ministry's mandate and the until recent lack of environmental expertise, a definitive statement on gender and the environment has not been developed. At present, the ministry is concentrating on reviewing all proposed legislation for women's concerns but has not reviewed any of the environmental policies per se.

Environmental policy gaps: In none of the proposed policy objectives is explicit mention made of the differences due to gender roles. Rural and urban users, communities, and people are mentioned but the fact that uses differ and, consequently, approaches and policies may need to differ is not noted. In the absence of an explicit statement about gender, it is likely that policy failures that have resulted in the neglect of women in agricultural development, education, and extension programs will be repeated in environmental and natural resource management development.

Guiding principles:

- (1) Collection of gender disaggregated data must be a first priority given the dearth of such information for the country as a whole and for environmental practices in particular.
- (2) Basic training in environmental and natural resource management should include gender analysis methodologies and tools.

- (3) Gender analysis will indicate when and where the impacts of a proposed program or policy would affect women and men differently.
- (4) Increased popular participation and public education must include both women and men.
- (5) Basic research on gender roles throughout the country is required.

Recommended strategies:

- (1) All information collected related to the environment that includes people must be disaggregated by gender.
- (2) Any training program, at whatever level, should include consideration of the importance of gender roles in environmental management and, where possible, attention to the details of gender analysis.
- (3) Facilitate both women's and men's participation in training, public awareness campaigns, formal and informal education, and decision-making in environmental and natural resource management.
- (4) Research on the local users of natural resources should be implemented.
- (5) Screen any proposed policy or program for gender integration, where appropriate.
- (6) Identify and establish an institutional framework to review existing and proposed programs and, where possible, integrate gender issues.

Annex 7.3.

Training needs assessment

A short, two-day workshop does not begin to equip staff with tools necessary to conduct gender analysis. What it does do is sensitizes them to the issues and allows them to determine their own needs for further training. Who needs to know what? For the NEAP staff involved in planning, the initial gender and environment workshop has—to some extent—covered the basic background information needed to incorporate gender consideration into implementation plans. The most serious impediment is the lack of gender-disaggregated data and information with which to inform planners.

Those of the NEAP staff (or future institution) who will need further gender-analysis training will be those who are going to be working in the field either in research or in community environmental development efforts. They must have additional practical experience in using the tools, adapting them to their own particular context, and testing them in the field. Such practical field experience can be combined with other planned training events and activities, e.g., such as those for the district environmental officers.

The following questions should be asked of any training activity that might include gender:

Basis.—What are the main aims of the training; why is it needed?

Learning needs.—For what tasks and situations are participants being prepared; what are the priorities?

Training strategy.—How would gender training fit into other planned training events (what type, phasing)?

For future training, therefore, the appropriateness of including gender analysis as part of the curriculum should be decided, and a field experience using a gender framework should be included. For example, a training activity that focused on rapid rural appraisal, participatory rural appraisal, or other methods for assessing who is doing what in the rural areas should include gender analysis.

Training of gender-analysis trainers, while seemingly not a difficult task, is fraught with a complex of issues. Past experience has shown that a social scientist with a strong feminist bent alienates most trainees while a technical scientist rarely has the gender-analysis skills and experiences that can speak to the nexus where gender intersects with environment. Qualities to look for in a trainer would ideally include a technical background in some area of the environment, considerable field experience in Africa, preferably in Uganda, and experience as a gender trainer. Sometimes these qualities can only be found in two trainers. The best course

of action, in the NEAP context, would be to identify individuals with biological and physical science backgrounds who have a sincere interest in learning gender analysis methods and train them in that methodology. These individuals, because they remain active in environmental planning, will have a more long-term impact on their colleagues than a social scientist brought in briefly never to return.

It should be noted that other agencies, in particular, FAO, have recommended the opposite approach, i.e., that a social scientist with gender analytical skills to train biophysical scientists. This consultant disagrees. The trainer must be able to meet the training participants on their own ground and counter their arguments with concrete field examples that are not overly complex on the social science side.

A follow-up workshop should be held within six months, if only for half a day, to consolidate what the participants learned in the first workshop, to ascertain their use, if any, of the gender analytical tools and insights, and to provide them with some further information about gender in Uganda.

Annex 7.4.

Workshop Evaluation

Deborah Kasente and Sandra Russo

The first NEAP gender and environment workshop for environmental policy makers and planners was held at the Lake Victoria Hotel, Entebbe, on June 29-30, 1993. Over 25 participants from the NEAP secretariat and other environmentally related departments, ministries, donors, and the media were represented.

The objectives of the workshop were (1) to enable participants to understand and appreciate the concept of gender in natural resource management and environmental protection; and (2) to equip participants with the tools, skills, and information necessary to include gender in the NEAP process and other aspects of natural resource management.

The program for the workshop is appended to this annex. Some of the sessions were deleted due to time constraints. The two workshop trainers and facilitators were Mrs. Deborah Kasente, Department of Women's Studies, Makerere University, Kampala and Dr. Sandra Russo, University of Florida, Gainesville, Florida.

Trainers' report

Mrs. Kasente—The opening of the workshop, participation of USAID, and top management of NEAP helped greatly to give a serious setting, considering the many negative comments that had been heard about the relevance of the workshop. Participants actively and openly engaged in discussion and exercises. Sandra Russo's expertise and simple approach was also greatly appreciated.

However—from a local trainer's view—there is a need to develop local training materials that highlight gender and environment in Uganda, e.g., by producing a relevant documentary, slides, and case studies.

There will be need for follow-up with in six months—even if in the form of a one-day workshop—to consolidate participants's grasp of the information. Two days were not quite sufficient to allow the depth needed in such a workshop. I feel that most of what was covered was introductory for those without prior exposure to gender analysis. Another half-day would have made a difference by allowing more detailed exploration of the concerns raised in group discussions.

Dr. Russo—Implicit in the terms of reference for the delivery of this workshop was the understanding that gender had not been accepted by most of the NEAP secretariat staff. Thus

one of the primary goals of this workshop was to overcome some of the confusion, hostility, and indifference of the participants and make them aware of the value of gender as a cross-sectoral variable of extreme importance to environmental planning.

I believe that this goal was met for the most part. The other objectives of the workshop—to equip the participants with the skills needed for gender analysis—were less successful. The length of time allocated for the workshop was insufficient. Few of the participants have social-science skills. Concepts and information needs time to be absorbed and assimilated. We were looking for attitudinal change from primarily an unfriendly audience. Many of the tools of gender analysis require either the gathering of information in the field or having access to gender disaggregated data—neither of which was possible in this workshop. Furthermore, most of the tools of gender analysis relate to household- and community-level situations and the NEAP secretariat staff work mostly at higher levels (e.g., national planning). To be effective, the gender planners need to work one-on-one with the various task groups of the secretariat to sort out their problems, concerns, questions, and issues to determine the best methods for incorporating gender into the action plan, the policy framework, and the investment program. This will be done before the end of this consultancy.

Future training needs, however, include more practical experiences in the use of the analytical tools and more "at-home" examples for participants to work on. A follow-up workshop, even if only one day, will help, as Mrs. Kasente states, to consolidate the participants' grasp of the information.

Participant expectations

Participant expectations fell into four general categories:

- (1) What is gender and why should we learn about it?
- (2) How can we use gender in the NEAP process?
- (3) Where is the impetus, and what is the history and evolution for the emphasis on gender (e.g., outside, top-down, Uganda, feminists.)?
- (4) Is gender a cultural, social, economic, or personal issue?

Participants wanted to learn how to operationalize gender into their work where appropriate—especially if they were not working directly in the NEAP secretariat. Several wanted to learn enough about gender so that they could pass it on, either to their students, to the youth, or in the media.

Participant evaluations

An evaluation form was distributed to participants at the close of the workshop. Eight of the ten questions required a ranked response, with "1" being the lowest and "5" being the highest. Responses were tallied and mean responses for each of the eight numerical questions determined. Where relevant, comments on these questions are noted. A summary of these responses follows.

Question 1—How satisfactory was the venue—4.4.

Question 2—How satisfactory was the length of time of the workshop—3.3. Three participants thought the length of time allotted for the workshop was not enough.

Question 3—How satisfactory was the timing of the sessions—3.2.

Question 4—How satisfactory were the training materials used?

Video—A Week of Sweet Water—3.7

Slide set—Invisible Women—3.4

Video—Man-made Famine—2.8

Overheads—3.9

Notebook—3.9

Some participants noted that there was a bias against men in some of the audiovisual materials, especially the man-made famine video. More audiovisual materials were requested and it was suggested that NEAP prepare a video of its own. Several participants would have liked to have received the notebooks in advance of the workshop.

Question 5—Did you feel that the training methods used allowed your full participation—4.0.

Question 6—Which session of the workshop did you find most useful?

Introduction to WID and gender—3.1

Gender analysis tools—3.5

Pwani case—4.2

Gender planning and action plan development—3.8

Videos and slides—3.3

Due to the shortness of time, participants did not feel they got enough practice using the various tools. Group work was widely enjoyed, especially the exchange of information and ideas. Participants found the case study and the discussions they had in the small working groups very useful and relevant. The short exercise on action plans in the NEAP context led one participant to observe that he or she now understands "why gender must be incorporated into NEAP for success."

Question 7—Effectiveness of the resource persons—4.0. The generally positive response to the resource persons was balanced by participants comments that not enough facilitation took place (some participants were never called upon). Participants were appreciative that the resource persons were not confrontational or threatening and were clear headed and practical.

Question 8—Did the workshop increase your understanding of gender in natural resource management and environmental protection—3.5.

Question 9—Do you feel that the workshop has equipped you with enough tools and skills to actively include women in the NEAP process? Eight participants responded "yes," seventeen responded "partly," none responded "no."

Question 10 asked for additional comments. To summarize the comments, a good percentage of the participants felt that the group discussions, case study, and method/approach to training was useful. Lack of time was seen as a constraint by several. The clarification of the role of gender in planning was noted but requests were made for more practice. Negative comments were in the vein of not getting the notebooks in advance, the female bias noted in some of the materials, and the need for information specific to Uganda.

Future training needs

As the NEAP secretariat will be evolving into a different type of institution very shortly, future training needs will depend in large part on what the mandate of that institution will be. In principle, however, the participants should have reinforcement of what they have learned at some time in the very near future, e.g., within six months. Where appropriate, some of the participants (and additionally identified personnel) should undergo a more intense, practical experience in the use of gender analytical tools. A good target group for this workshop would be the proposed environmental officers that will be working at the district level. Now that some of the barriers (hostility and confusion) have been broken down a bit, reinforcement of the concept of gender and its usefulness as a crosscutting, cross-sectoral variable relevant and integral to environmental planning should occur.

Workshop participants

Attended only Opening Session

Hon. Besweri Mulondo	Deputy Minister, Ministry of Natural Resources
Hon. Loyce Byambale	Deputy Minister of Women Development, Culture and Youth
Mr. Ben Dramadri	Permanent Secretary, Ministry of Natural Resources
Mrs. Jane Lakidi-Ocaya	Secretary for Environment Protection
Mrs. Shirley Erves Kore	USAID Representative

Attended All Sessions

Ms. Flora Magara

NEAP Secretariat

Annex 7.5.

Workshop report

Flora Magata and Sandra Russo

Introduction

Dr. Henry Aryamanya-Mugisha, NEAP coordinator, welcomed the guests of honor, participants and facilitators to the workshop. The objectives of the workshop were (1) to be able to participants to understand and appreciate the concepts of gender in natural resource management and environmental protection, (2) to equip participants with tools and skills to enable them to integrate gender concerns into their areas of concern, and (3) to ensure that gender is incorporated into the *National Environmental Action Plan*, specifically the draft *National Environmental Policy Framework* and the *Investment Program*.

Speeches were also given by Mrs. J. Ocaya-Lakidi, Mrs. Shirley Kore (USAID), the deputy minister of the Ministry of Natural Resources, and the deputy minister of Women in Development, Culture, and Youth, Mrs. Loice Bwambale. The honorable deputy minister for the Ministry of Natural Resources stated that he was "aware that the word 'Gender' in the development context still causes many professionals like you to feel as though you were faced with additional, unnecessary and time-consuming burden. However, I want to reassure you that investing in the development of women has a multiplier effect which will promote the national effort in improving sustainable management of our resources . . . let your ultimate goal at the end of this Workshop be that the decisions and programmes you design from now on be tailored with gender considerations so as to enable both the women and men of this country to participate in our economy with equal opportunities."

The honorable deputy minister for MIWIDCY stated "NEAP should work under a gender sensitive framework for implementing the NEAP activities. For a realistic action plan, NEAP activities should wear a human face, with key actors (women and men) in the various sphere consciously identified as a target group, as opposed to a faceless program."

The workshop began with an exercise to determine what were participants' expectations about the workshop. These were written on flip charts and are summarized briefly as follows.

Participant expectations

Awareness:

- relationship between gender and environment;
- gender relations, rural and urban;
- historical, cultural reasons; and

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- place gender into context with other major issues including the environment.

Gender analysis:

- how to do it, the techniques and tools;
- learn arguments to convince colleagues;
- learn how to use gender as a planning tool; and
- how to assist policymakers.

Hope to learn

- how to collect and interpret data to ensure gender issues are included;
- how to design information systems for all users;
- relationship between gender and biodiversity;
- to be more analytical about forestry, natural resources, and gender;
- so as to be able to teach youth and students;
- how to bring about a positive, harmonious change in society; and
- how to consider gender at the community level.

Gender roles and role play

Participants were divided into four groups which had four different roles—that of an urban man, an urban woman, a rural man, and a rural women—and asked to describe what they would tell a 15-year-old child whom they were going to leave in charge of the household for three months. Participants noted that men tended to give the child broad responsibilities while women gave the child many details, especially about food provisions, school, and housekeeping. Participants noted that women and men do different things and have different concerns and that the division of labor is not equal, especially in the rural sector.

Bumper stickers

Groups were asked to develop a bumper sticker, i.e., a slogan, that could be used by NEAP to promote NEAP's concerns. These were the bumper stickers developed:

Watch your action. It can harm your environment.

Sustainable resource utilization: a key to development.

A healthy environment, a healthy Uganda.

Are your actions environmentally friendly?

Natural resources are our granary.

Our environment is our concern.

Protect our environment.

Adopt behavioural practices which are conducive to sustainable development.

Gender and natural resource management, gender analysis

The differences between women in development and gender were described and discussed. Gender analysis was introduced as a method of considering the activities and responsibilities of both women and men and the similar and/or different impacts that policies, programs, and project activities may have on each. Several different tools used for gender analysis were briefly introduced.

Case study.—People, property, poverty and parks, Pwani

Participants were given a case study to read and analyze. Data for the case study were taken from a community in Kenya which lies adjacent to Lake Nakuru National Park. The participants were divided into four groups to analyze and come up with solutions to community concerns about water, fuelwood, agricultural and livestock production, and park relationships. Participants were instructed to keep in mind the different needs of women and men and other types of groups in the community when devising their solutions.

It was agreed that the problems faced by the community of Pwani are similar to those faced by Ugandans living next to parks and protected areas. Solutions were analyzed for practicality and feasibility in the light of the gender, income, and policy constraints.

Gender planning and environmental policies

The rationale for gender planning was discussed—because women and men have different roles in society, they often have different needs. Development planning based on a sectoral approach does not provide the integrative strategies women require. If planning is to succeed, it has to be gender aware and integrative. This same need for an integrative approach is also true for environmental policies.

Participants were then asked to develop action items or plans relating specifically to the areas they had been working on for NEAP which addressed gender issues. Group I (Policy, legislation, institutions, environmental impact assessments, environmental accounting) stated that a policy framework has to provide a mechanism with deliberate efforts made to involve women, men and youth in environmental management and decision-making. Group II (Land and resource tenure, land use planning, agriculture, climate change, livestock, and rangelands management) focused on land tenure, asking what has been or needs to be covered under gender? These included: women must be given chance to own land, that there be common property rights and resource tenure rights, that land planning take socioeconomic factors into consideration, that

women be involved in decision making. Lots of discussion occurred about cultural practices, what is traditional and what is not. Group III (biodiversity, wildlife, national parks, forest conservation and management, fisheries and energy) focused on natural resources. Training programs should be designed for both women and men, projects should be appropriate, everyone should share the benefits from, and avoid the competition for, natural resources, fuelwood should be promoted, sectoral programs should be coordinated, and communities should participate in management decisions about natural resources. Group IV (Water resource development, wetlands conservation and management) looked at urban and rural use of water and policies for urban and rural areas. They felt that urban policies were no problem but in the rural areas, policies should address issues of distance, training, maintenance, and involve women and children in the decisions. Group V (Industrial and domestic waste, hazardous materials, pollution, population, health and human settlements) felt that public awareness on all of these issues was needed and that, in some cases, it should be targeted to women specifically. Group VI (People's participation, decentralization, environmental education, human resource development) felt that the strategies to follow would be to review all plans for gender awareness, and incorporate gender where appropriate. There is a need to find systems that work, to gather information, to get women to voice their concerns. Insofar as environmental education is concerned, a need for environmental messages on gender issues and roles was noted as was the need for women to receive education to address their needs, e.g., water. Economic planners need to be made aware of gender issues. The group's action plan was to establish an institutional framework and implement feedback on gender issues to policy makers.

Closing

Citing the proposed *National Environmental Management Policy* for Uganda . . . the overall policy goal is sustainable social and economic development which maintains or enhances environmental quality and resource productivity on a long-term basis that meets the needs of the present generations without compromising the ability of future generations to meet their own needs.

The workshop participants learned gender awareness, what gender analysis can be used for, and began to think about the inclusion of gender issues into environmental policies. The people and generations for which policy is being written include both women and men.

Annex 7.6.
NEAP Task Forces

1. Policy, legislation, and institutional framework
2. Environmental education, research, and human resource development
3. Land management: agriculture, livestock, and rangelands
4. Wetlands, water resources, and aquatic biodiversity
5. Terrestrial biodiversity: forestry, wildlife, and tourism
6. Mining, industry, hazardous materials and toxic chemicals
7. Population, health, and human settlements
8. Energy and climatic change

Annex 7.7.
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Annex 7.8.

Issues and strategies for integrating gender in natural resource management

Issues and questions

- **What roles do women play in natural resource management decisions?**
- **How does women's use of renewable resources differ from men's?**
- **Are women's roles a factor in management of livestock?**
- **Do women's plots tend to be located on more marginal lands than men's?**
- **How are women's household maintenance activities affected by environmental degradation and what impact do these changes have on women's income-earning and other productive activities?**
- **Is women's insecurity of land and tree tenure a factor in poor resource management?**

Strategies

- **Include women farmers in environmental programs in proportion to their roles in managing fragile lands, farming, livestock production, and resource management.**
- **Analyze the interactions between gender roles in management before devising solutions.**
- **Analyze potential impacts on women's income and labor use, including household requirements, as part of the design of resource management policies and interventions.**
- **Consider both ownership-based and use-based rights in designing resource management strategies for land designed for multiple use.**
- **Include components to improve women's land tenure security to encourage sustainable land management practices.**

Annex 7.9.

Data and Information Collection

Issues and questions

- Is data collection at the household level currently disaggregated by gender?
- If the household is the unit of analysis, is this sufficient in terms of the different responsibilities, incentives, and disincentives of women and men to provide the information needed to make sound planning decisions?
- Can male enumerators collect information from women?
- Will data collection and planning include activities traditionally managed by women?
- Will the improved information on gender roles be used in planning environmental strategies?

Strategies

- Train female as well as male enumerators.
- Disaggregate household level data by gender.
- Collect data from women directly as well as men.
- Include women's as well as men's activities in data collection.
- Design the analysis and planning of activities to highlight women's participation, where appropriate, to improve decision-makers understanding of gender.

Annex 7.10.

Newsletter article

The first NEAP Gender and Environment Workshop for environmental policy makers and planners was held at the Lake Victoria Hotel, Entebbe, on 29 and 30 June, 1993. Over 25 participants from the NEAP Secretariat and other environmentally-related departments, ministries, donors, and the media were represented.

The objectives of the workshop were:

1. to enable participants to understand and appreciate the concept of gender in natural resource management and environmental protection.
2. to equip participants with the tools, skills, and information necessary to include gender in the NEAP process and other aspects of natural resource management.

Gender is a critical variable, like age, income and location, which helps in the analysis of roles, responsibilities, constraints and opportunities facing both men and women in development. Misunderstanding of gender differences leads to inappropriate and inadequate planning and inefficient development.

Women in Development (WID) is often confused with gender. Although earlier development efforts were strongly focused on highlighting the important roles of women and in documenting women's inequitable position in society and in the development process, current development thinking involves the analysis of men's and women's roles and what impact development will have. Gender refers to the social differences that are learned, changeable over time, and have wide variations within and between cultures. Gender considers both men and women. Gender analysis is the systematic effort to document and understand the roles of women and men within a given context. Key issues include (a) the division of labor for both productive and reproductive activities,

(b) the resources individuals can utilize to carry out their activities and the benefits they can derive from them, in terms of both access and control, and (c) the relationship of the above to the social, economic, and environmental factors that constrain development.

In Uganda, women are deeply involved in using and maintaining the environment. Within most Ugandan households, women have primary responsibility for meeting the family's basic needs for food, water, and fuel. At the household level, they depend on the land and natural resources to fulfill these household responsibilities through farming, collecting water and fuelwood, and household maintenance activities such as cleaning and cooking. Because women often have limited access to the best land, they may be contributing to environmental degradation as they use marginal lands for cultivation and other subsistence activities. The majority of Ugandan women must depend on the natural resources of the country for the survival of their households; they are the primary managers and users of a variety of natural resources. Resource depletion and degradation can undermine women's ability to maintain their own health and that of their families. Lack of access to land and to information can prevent rural women from changing their current practices that are environmentally harmful to others that are beneficial and sustainable.

It is essential to understand the implications of gender roles in environmental and natural resource management. In most developing, agriculturally-based countries, natural resources form the core of economic and household survival but also in most developing countries, and Uganda is no exception, severe environmental degradation, poor and continuing use of traditional agricultural practices, combined with increased population pressures have made it difficult for men and women to develop their livelihoods and economies much beyond subsistence levels. Changes in land use patterns indicate a decreasing supply of fuelwood and other forest products and an increasing water scarcity, the effects

of which are felt most strongly by women and children. Because women have the responsibility for collecting wood and water, decreased availability means that they have to spend more time on collection, children may spend more time on collection, or the household may do without. The implications for the latter are a decrease in the number of cooked meals, less water used for cleaning, more time (for children) spent out of school, and an increased use of dung and crop residues for fuel instead of for soil fertility enhancement.

With increasing agricultural production responsibilities, a decrease in the availability of natural resources, limited access to information and technology, women must make difficult decisions for their households' survival. Increased length of women's work day means decreased opportunities for community involvement, access to information and training, and decreased healthcare for the family. The likelihood also increases that women will have little time to work on soil conservation, agroforestry, or other environmental protection activities. The needs and constraints of women for technology improvements have basically been ignored, the focus instead being on cash and export crops mainly controlled by men; thus women are unable to efficiently increase their productivity nor engage in conservation activities..

This brief discussion of issues is meant to indicate that they are not independent, but related factors, that men and women have different access and control over resources, that the totality of tasks and responsibilities, disaggregated by gender, should be analyzed and taken into consideration in the drafting of policies and programs for economic and environmental development.

Throughout the workshop, the rationale for gender planning was discussed—because men and women have different roles in society, they often have different needs. Development planning based on a sectoral approach does not provide the integrative strategies women require. If planning is to succeed, it has to be gender aware and integrative. This same need for an integrative approach is also true for environmental policies. Participants were introduced to some of the basic tools of gender analysis so that

they could begin to ask the question "Who does what?" in developing environmental plans.

Participants were asked to develop action items or plans relating specifically to the areas they had been working on for NEAP which could or should address gender issues. Group I (Policy, legislation, institutions, environmental impact assessments, environmental accounting) stated that a policy framework has to provide a mechanism with deliberate efforts made to involve women, men and youth in environmental management and decision-making. Group II (Land and resource tenure, land use planning, agriculture, climate change, livestock, and rangelands management) focused on land tenure, asking what has been or needs to be covered under gender? These included: women must be given opportunities to own land, that there be common property rights and resource tenure rights, that land planning take socioeconomic factors into consideration, that women be involved in decision making. A great deal of discussion occurred about cultural practices, what is traditional and what is not. Group III (biodiversity, wildlife, national parks, forest conservation and management, fisheries and energy) focused on natural resources. Training programs should be designed for both men and women, projects should be appropriate, everyone should share the benefits from, and avoid the competition for, natural resources, fuelwood should be promoted, sectoral programs should be coordinated, and communities should participate in management decisions about natural resources. Group IV (Water resource development, wetlands conservation and management) looked at urban and rural use of water and policies for urban and rural areas. They felt that urban policies were no problem but in the rural areas, policies should address issues of distance, training, maintenance, and involve women and children in the decisions. Group V (Industrial and domestic waste, hazardous materials, pollution, population, health and human settlements) felt that public awareness on all of these issues was needed and that, in some cases, it should be targeted to women specifically. Group VI (People's participation, decentralization, environmental education, human resource development) felt that the strategies to follow would be to review all plans for gender awareness, and incorporate gender where appropriate. There is a need to find systems that

work, to gather information, to get women to voice their concerns. Insofar as environmental education is concerned, a need for environmental messages on gender issues and roles was noted as was the need for women to receive education to address their needs, e.g., water. Economic planners need to be made aware of gender issues. The group's action plan was to establish an institutional framework and implement feedback on gender issues to policy makers.



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