Process Document
On
ENDA-Ethiopia’s Initiatives on Gender and Environment Issues
ENA-ETHIOPIA’S INITIATIVES ON GENDER AND ENVIRONMENT ISSUES

Women and Environment
“Integrating gender issue into environmental development plan”

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## Table of Contents

**Acronyms** ........................................................................................................................... iii
**Acknowledgment** ................................................................................................................ v
**ENDA-Ethiopia** .................................................................................................................. 1
**The Heinrich Boll Stiftung** .................................................................................................. 2
**Introduction** ........................................................................................................................ 3
**PART – 1** ............................................................................................................................ 5
  
  **Baseline Assessments carried out at Federal and Regional Sector Ministries and Bureaus and at Woreda and Zone Offices** ........................................................................... 5
  
  1.1 Assessment on Integrating Gender Issues into Environmental Development Plans in Selected Sector Ministries .................................................. 5
    
    1.1.1 Background................................................................................................ 5
    1.1.2 Objectives................................................................................................ 9
    1.1.3 Methodology.......................................................................................... 9
    1.1.4 Analytical Framework........................................................................ 10
    1.1.5 Results of the Assessment................................................................... 12
    1.1.6 Syntheses of Findings along the Assessment Objectives................. 29
    1.1.7 Challenges and Opportunities............................................................. 32
  
  1.2 Assessment of Woreda Capacity and Woreda-Zone-Region Relationship in SNNPR - “Knowledge and Skills in Mainstreaming Gender in Environment” ............................................................................. 36
    
    1.2.1 Background.......................................................................................... 36
    1.2.2 Objectives of the Assessment.............................................................. 38
    1.2.3 Methodology........................................................................................ 39
    1.2.4 Conceptual Framework – Decentralization........................................ 40
    1.2.5 Findings and Discussion.................................................................... 45
    1.2.6 Conclusion and Recommendations................................................... 61

**Part - II** ............................................................................................................................... 66

**ENDA – Ethiopia’s Interventions Based on Assessment Results** .......................................... 66

**Capacity Building Workshops and Workshop Materials** ...................................................... 66
  
  2.1A Module on Gender/Gender Mainstreaming in Environmental Issues .................. 67
    
    2.1.1 Introduction......................................................................................... 67
    2.1.2 Gender Analysis................................................................................. 68
    2.1.4 Monitoring and Evaluation............................................................... 79
    2.1.5 Appendices....................................................................................... 84
  
  2.2 Notes on Gender and Environment ............................................................................ 89
    
    2.2.1 Introduction......................................................................................... 89
    2.2.2 National and International Instruments on Women and Environment ......... 94
  
  2.3 Environment and Sustainable Development in Ethiopia .............................................. 98
    
    2.3.1 Introduction....................................................................................... 98
    2.3.2 Understanding the Environment of Ethiopia....................................... 99
    2.3.3 Environment-Poverty nexus in achieving MDGs and PRSPs............... 101
    2.3.4 Local Agenda 21 and Elements of a Sustainable Community............... 103
    2.3.5 Policy and Legal Incentives in Place.................................................. 105
    2.3.6 Environmental Management Tools.................................................... 108
2.3.7 Emerging issues with respect to the environment and natural resources

Part - III
Consultative Workshops and the Way Forward

3.1 presentations at consultative workshop

3.1.1 Gender & Environment

Integrating Gender & Environment in Planning: Bureau of Health
Integrating Gender & Environment in Planning: Bureau of Water Resource and Development
Integrating Gender and Environment in Planning: Bureau of Mineral & Energy, SNNPRS
Integrating Gender & Environment in Planning: Bureau of Agricultural Research

3.1.2 Gender, Environment and Biodiversity Conservation, Alishum Ahmed (PhD)

3.1.2.1 Introduction
3.1.2.2 Policies Strategies and Programs
3.1.2.3 Coordinating Biodiversity Conservation
3.1.2.4 The role of gender in biodiversity conservation and sustainable utilization
3.1.2.5 Problems /constraints in addressing and implementing gender based environmental protections and biodiversity conservation
3.1.2.6 Intervention mechanisms to enhance the role of women in the environment and biodiversity conservation

3.2 Way forward for 2009 activities

4. Appendices

Appendix 4.1 – Assessment on Integrating Gender Issues into Environmental Development Plans in Selected Sector Ministries: List of Interviewees

Appendix 4.2 – Assessment on Integrating Gender Issues into Environmental Development Plans in Selected Sector Ministries: Interview Guide for, Women’s Affairs Department

Appendix 4.3 – Assessment of Woreda Capacity and Woreda-Zone-Region Relationship in SNNPR: List of Interviewees from Zones

Appendix 4.4 – Assessment of Woreda Capacity and Woreda-Zone-Region Relationship in SNNPR: List of Interviewees from Woredas
<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>ADLI</td>
<td>Agricultural Development-led Industrialization</td>
</tr>
<tr>
<td>ATVET</td>
<td>Agricultural Technical Vocational Education and Training</td>
</tr>
<tr>
<td>CBD</td>
<td>Convention on Biological Diversity</td>
</tr>
<tr>
<td>CBPWD</td>
<td>Community Based Participatory Watershed Development</td>
</tr>
<tr>
<td>CEDAW</td>
<td>Convention on Elimination of all forms of Discrimination against Women</td>
</tr>
<tr>
<td>CIDA</td>
<td>Canadian International Development Agency</td>
</tr>
<tr>
<td>CIEP</td>
<td>Center for Independent Ecological Programmers</td>
</tr>
<tr>
<td>DA</td>
<td>Development Agent</td>
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<tr>
<td>DANIDA</td>
<td>Denmark’s International Development Agency</td>
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<tr>
<td>EA</td>
<td>Environmental Audit</td>
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<tr>
<td>Enda-TW</td>
<td>Environmental Development Action - Third World</td>
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<tr>
<td>EMAS</td>
<td>Eco-Management and Audit Scheme</td>
</tr>
<tr>
<td>EMS</td>
<td>Environmental Management System</td>
</tr>
<tr>
<td>EnTA</td>
<td>Environmental Technology Assessment</td>
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<tr>
<td>EPA</td>
<td>Environmental Protection Authority</td>
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<tr>
<td>FGDS</td>
<td>Focus Group Discussions</td>
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<tr>
<td>FWS</td>
<td>Fish and Wildlife Service</td>
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<tr>
<td>GAD</td>
<td>Gender and Development</td>
</tr>
<tr>
<td>GTZ</td>
<td>Germany’s International Cooperation Agency</td>
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<tr>
<td>HBF</td>
<td>Henrich Boel Foundation</td>
</tr>
<tr>
<td>HIV/AIDS</td>
<td>Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome</td>
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<tr>
<td>HTPs</td>
<td>Harmful Traditional Practices</td>
</tr>
<tr>
<td>ISO</td>
<td>International Organization for Standardization</td>
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<tr>
<td>LA21</td>
<td>Local Agenda 21</td>
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<tr>
<td>LCA</td>
<td>Life Cycle Assessment</td>
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<tr>
<td>MAP</td>
<td>Men as Partners</td>
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<tr>
<td>M&amp;E</td>
<td>Monitoring and Evaluation</td>
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<tr>
<td>MDGs</td>
<td>Millennium Development Goals</td>
</tr>
<tr>
<td>MoARD</td>
<td>Ministry of Agriculture and Rural Development</td>
</tr>
<tr>
<td>MoFED</td>
<td>Ministry of Finance and Economic Development</td>
</tr>
<tr>
<td>MoWUD</td>
<td>Ministry of Work and Urban Development</td>
</tr>
<tr>
<td>MSE</td>
<td>Macro and Small Enterprise</td>
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<tr>
<td>NAP-GE</td>
<td>National Action Plan for Gender Equality</td>
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<tr>
<td>NBSAP</td>
<td>National Biodiversity Strategy and Action Plan</td>
</tr>
<tr>
<td>NCS</td>
<td>National Conservation Strategy</td>
</tr>
<tr>
<td>NEWA</td>
<td>Network Ethiopian Women Association</td>
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<tr>
<td>NGO</td>
<td>Non Governmental Organization</td>
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<tr>
<td>Abbreviation</td>
<td>Full Form</td>
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<tr>
<td>NORAD</td>
<td>Norway's International Cooperation Agency</td>
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<tr>
<td>ONCCP</td>
<td>Organization of the National Committee for Central Planning</td>
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<tr>
<td>PASDEP</td>
<td>Plan for Accelerated and Sustained Development to End Poverty</td>
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<tr>
<td>PFA</td>
<td>Platform for Action</td>
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<td>PGNs</td>
<td>Practical Gender Needs</td>
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<td>POA</td>
<td>Plan of Action</td>
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<td>PRA</td>
<td>Participatory Rapid Appraisal</td>
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<td>PRSP</td>
<td>Poverty Reduction Strategy Program</td>
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<td>SDPRP</td>
<td>Sustainable Development and Poverty Reduction Program</td>
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<tr>
<td>SGNs</td>
<td>Strategic Gender Needs</td>
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<tr>
<td>SIDA</td>
<td>Swedish International Development Agency</td>
</tr>
<tr>
<td>SNNPR</td>
<td>Southern Nations, Nationalities and Peoples' Region</td>
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<tr>
<td>TOT</td>
<td>Training of Trainers</td>
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<tr>
<td>WADs</td>
<td>Women's Affair Departments</td>
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<tr>
<td>WEDO</td>
<td>Women's Environment and Development Organization</td>
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<tr>
<td>WID</td>
<td>Women in Development</td>
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Enda –Ethiopia would like to extend its appreciation to the Henrich Boell Foundation (HBF) for the support provided to run the project, Women and Environment: integrating gender issue into environmental development plan.

The high quality technical assistance provided by the consultant, Dr. Emebet Mulugeta, and her dedication were essential in producing this process document.

Last but not least, the officials and experts from Federal to Woreda level who participated during the assessment have, indeed, added to the comprehensiveness and quality of the exercise and they deserve our sincere appreciation.
ENDA-Ethiopia

ENDA-Ethiopia (Environmental development Action-Ethiopia) is the branch of the African based international nongovernmental organization, Environmental development Action-Third world (ENDA-TW) whose headquarter is based in Dakar, Senegal. ENDA Third World is the first international non-governmental organization based in the south for the south, operating in three continents (Africa, Asia, and Latin America) for over 30 years in the areas of environment and sustainable development; rural development; urban development; education & training; democratic governance; peace and citizenship; social and solidarity economy, globalization; and management and development of knowledge.

ENDA-Ethiopia established and received its registration in 1997 from the ministry of justice. ENDA in Ethiopia has mainly been involved in urban development and urban Environment issues- working at grassroots and policy advocacy level.

Vision
ENDA-Ethiopia envisions a world based on solidarity, human dignity, social Justice and cultural pluralism where all resource is distributed equitably in the best interests of present and future generations.

Mission
The primary mission of ENDA-Ethiopia is the fight against poverty and the mechanisms that produce it. ENDA works with actors at all levels and also encourages communities to use their resource more efficiently. ENDA functions under an overarching theme of “living healthy in clean and green city”. Under this theme it operates different programs and projects:

Environmental Governance – ENDA believes that environment would be best governed when communities at all levels are aware of what the environment is and what their roles and responsibilities are towards protecting it. Towards achieving this goal ENDA implements different programs and activities including the Women and environment program, and the Green forum.

Local development- ENDA works on encouraging and strengthening communities to use their resources more effectively and efficiently in different programs and projects such as the Income Generation from Solid Waste for Mega Cities Program.

Health – ENDA addresses as health issue improvement of nutrition supplies (vitamins & minerals) and waste management of poor urban households through exercising urban Agriculture.
The Heinrich Böll Stiftung

The Heinrich Böll Stiftung (hbs) office was opened in Ethiopia in January 2006. The country office of hbs runs three major programs:

1. Gender Program focusing mainly on organizing a monthly Gender forum on different topics;
2. Ecology Program which supports four partner organizations and sponsors the annual Green Forum; and
3. Good Governance and Democracy Program which supports two partners and organizes a regular lecture series on democracy and good governance in Africa.

The overall objective of the work of the country office in Ethiopia is to contribute to the stimulation of civic participation in public life. Through the dissemination of relevant information, capacity-building for partners and networking with other civic education providers, the country office of hbs attempts to achieve this objective. One major step on the way is to assist in creating a general environmental consciousness.

The Country Office works mainly in the capital Addis Ababa but has started in 2007 to cooperate with partners in the Amhara Region. As part of a capacity building program a delegation of members of the Amhara Regional Council and the Amhara Development Association were invited to a study tour to Germany in June, 2008.
Introduction

In 2004, ENDA-Ethiopia was requested by Network of Ethiopian Women's Association (NEWA) to review and prepare a report on one of the 12 critical areas in the Beijing Platform of Action, Women and Environment. This was carried out as part of the general report of the review and appraisal process of progress made in the implementation of the Beijing +10 Platforms of Action. The major outcomes of the review were:

- Eight out of the 10 organizations in the study did not know about the gender and environment provision in Beijing Plan of Action (POA);
- Concurring with the contention made in the Beijing document, the number of professional women working in environment related areas was very few;
- Women's involvement in environmental issues was largely in manual and labor intensive activities and not in decision making;
- There is a certain degree commitment to policies, on the part of the Ethiopian Government; and
- The policy commitment of the government was compromised by the lack of implementation strategies, systematic approach, poor awareness of gender issues in general, and their linkage to environmental issues in particular.

In order to address the problems shown in this first assessment, ENDA-Ethiopia launched a program, Women and Environment: Integrating Gender Issues into Environmental Development Plans, funded by the Henrich Boell Foundation (HBF). The overall objective of the program is increasing the environmental consciousness of decision-makers in government and civil society so that it can spill over into the rural and urban population in Ethiopia. The program goal/purpose is to build the capacity of women's affairs officers in selected ministries and bureaus and raise their awareness on the special link between Women and Environmental issues; while increasing their ability to monitor their sector plans accordingly.

Preliminary assessment was made to further evaluate the capacity of relevant ministries to address gender and environmental issues and suggest interventions based on the results. Thus, following the assessment, different training workshops were held with the objective of building the capacity of selected sector ministries and respective bureaus at Southern Nations, Nationalities and Peoples' Region (SNNPR) women's affairs departments (WADs), with the aim of monitoring their
sector plan and implementation in a gendered oriented perspective. The trainings were on the issues of:

- Introducing national and international commitments/standards regarding women and environment that Ethiopia is bound by; and
- Gender mainstreaming, action plan designing and monitoring and evaluation.

During the implementation of the above mentioned activities in 2007, further activities were identified for 2008, which are:

- Assessment of Woreda Capacity and Woreda-Zone-Region Relationships in SNNPR; and
- Consultative workshop with decision makers and department heads.

Assessments and sensitization workshop on Woreda Capacity and Woreda-Zone-Region Relationships in SNNPR revealed a bottleneck in gender mainstreaming. The participants of the workshop noted lack of capacity at woreda level and the weak linkage and coordination of woredas with higher bodies. For this purpose further assessment was made on five (5) sample woredas and their respective Zones in the SNNPR, followed by a validation workshop in Hawassa.

To reach a level of understanding on the issue of gender mainstreaming and to create conducive working environment for WADs in each sector ministries, a consultative workshop was held with decision makers and department heads within each sector Ministries and Bureaus (except Ministry of water and Ministry of Agriculture and Rural Development).

This document aims to show the processes followed to carry out the above mentioned activities of the project and make it available for easy reference. The document has three (3) parts:

**Part I** - Baseline assessments carried out at federal and regional sector Ministries and Bureaus and at Woreda and Zone offices

**Part II** - ENDA - Ethiopia’s Interventions Based of Assessment Results Capacity Building training workshops and Workshop Materials

**Part III** - Papers presented at the consultative workshop showing the special link between sectors and gender/women and the way forward
PART - I

Baseline Assessments carried out at Federal and Regional Sector Ministries and Bureaus and at Woreda and Zone Offices

1.1 Assessment on Integrating Gender Issues into Environmental Development Plans in Selected Sector Ministries

1.1.1 Background
The promotion of gender equality has been on Ethiopia’s development agenda for quite some time now. Towards this end, a number of international and national commitments have been entered. Two of the major international instruments that Ethiopia has ratified are the Convention on the Elimination of all forms of Discrimination against Women (CEDAW) and the Beijing Platform for Action. Both instruments underline the importance of equal access to resources, employment and empowerment of women, among others.

CEDAW was adopted by the UN General Assembly in 1979. It defines what constitutes discrimination against women and sets up an agenda for national action to end such discrimination. By accepting the Convention, states commit themselves to undertake a series of measures to eliminate discrimination against women. CEDAW also commits states to incorporate the principle of equality of men and women in their legal systems, abolish all discriminatory laws and adopt those that prohibit discrimination against women. The convention specifically mentions actions to be undertaken so that women enjoy equal rights. It clearly stipulates that all the appropriate measures, including legislation to ensure the full participation of women in the political, social, economic and cultural spheres, be in place.

In September 1995 the Fourth World Conference on Women was held in Beijing. The Platform for Action (PFA), adopted at the conference, deals with twelve critical areas of concern, one of which is the environment. In relation to environment the Beijing POA highlights that one needs to give special emphasis to the unique situations of rural and urban women that expose them to serious effects of environmental degradation affecting their health, and their lifestyle in general.
In June 2000 the Beijing plus Five review meeting was held in New York. A Political Declaration was adopted by the UN General Assembly in which, continued support for the implementation of the twelve critical areas of concern in the PFA was reaffirmed. The Beijing Plus Five special session reaffirmed the importance of gender mainstreaming in all areas and at all levels as well as the complementarities between gender mainstreaming and special activities targeting women.

Due to the important role women play in protecting the environment and their rights to benefit from environmental resources, in addition to CEDAW and Beijing POA, there are other international and national instruments. These include Agenda 21 and the Millennium Development Goals (MDGs).

Agenda 21 provides formal recognition by the global community to the central role that women play in sustainable development. Chapter 24 of Agenda 21 contains special provisions regarding gender and environment. These are:

- Emphasis on women’s participation in ecosystems and in the fight against environmental degradation;
- Increase in the number of women in positions that involve decision-making about the environment and development;
- Establish mechanisms to evaluate policy advances where environment and development are concerned and link women’s contributions; and
- Consider programs designed to eliminate obstacles to the full participation of women in sustainable development and public life.

Similarly, the 7th goal in the MDGs is about ensuring environmental sustainability. It is stated that women and men use the environment differently, and own different knowledge about the environment. It also highlights women’s role in guarding the environment and managing water.

These will force implementers to take gender issue as a central component in sustaining the environment. However, the existing inequality in the distribution of natural resources, benefits and rights excludes women from the decision-making processes in the management of the resources. This consequently perpetuates poverty amongst women and the households they manage (Angular, 2004).
In line, with these international instruments, Ethiopia has included issues of gender equality in the constitution, and has formulated different policies in order to address gender inequality in the various sectors. The constitution, under Article 35 states that women have equal rights as men in all spheres including education, employment, and access to resources and its management. These include: equal rights and protections as men; equality in marriage; affirmative action; rights to full consultation in the formulation of national development policies, designing and execution of projects, especially when these affect the interest of women; the right to acquire, administer, control, use and transfer property, with emphasis on land and inheritance issues; and the right for equal employment, pay and promotions.

In addition, there are policies that are directly or indirectly related to these provisions. Among these, the major one is the National Policy of Ethiopian Women. The main objectives of the policy include, creating and facilitating equality between men and women, creating conditions to make rural women beneficiaries of social services like education and health, and eliminating stereotypes, and discriminatory perception and practices that constrain the equality of women. A number of strategies have also been designed to achieve the above objectives, two of which are the participation of women in the formulation of policies, laws, rules and regulations, and ensuring the democratic and Human Rights of women.

In addition to these international and national commitments, the Ethiopian Plan for Accelerated and Sustained Development to End Poverty (PASDEP), in its vision and strategic goals, clearly stipulates that gender issues will be addressed in protecting and sustaining environment. The vision underlines the creation of a self-reliant Ethiopian population with a high quality of life in a productive environment, which guarantees equity between genders and among generations. One of the objective in PASDEP is community led environmental protection and sustainable use of environmental resources for gender equity. Furthermore, two of the strategic goals highlight the issue of gender: (1) ensuring community-led environmental protection and the sustainable use of environmental resources for gender equity and improved livelihood, and (2) ensuring proactively the integration of environmental and ethical dictates especially mainstreaming gender equity in development. In
addition, the different strategies take gender mainstreaming both as a means and an objective to environmental protection and sustainable use of its resources (PASDEP, 2006).

Despite these international and national commitments and a number of initiatives taken to implement these commitments and policy provisions, there is still a significant gender gap observed in the different sectors, especially in sectors related to natural resources and environment. For example, according to the data obtained from the Ethiopian Agricultural Sample Enumeration, in 2001, the number of male agricultural landholders was 9,357,767, while that of female landholders was 2,149,675 (22.97%). Supporting this statistics, Yigremew (2001) explained that women in Amhara Region have limited access to important resources such as land, credit, and extension services. On the average, women have smaller landholdings, smaller households, scarcer labor, less access to education and agricultural extension services, fewer oxen and other livestock assets, less access to farm implements and other services. Although the land redistribution that took place in 1996 favored women in the size of allocated land, women still have a smaller plot because of their inability to increase their holdings, through purchase of additional land, gifts from the family, and sharecropping that were easily accessible to men farmers (Yigremew, 2001).

In Oromia Region, there has never been land redistribution as it was done in Amhara and Tigray Regions. However, a certificate of ownership of the land was given to both the man/husband and the woman/wife in a household. Though this has to some extent empowered women, it does not go far since there are many socio-cultural practices that prohibit women from implementing the provisions. It was also indicated that women who are illiterate could be tricked into signing a paper that is prepared based on the wishes of the husband. A similar process is being undertaken in the SNNPR.

Further, in Ethiopia women are entirely deprived of resources such as fish as a result of taboos and superstitions that inhibit and tie them to household chores. Men on the other hand, have the freedom to go out and learn swimming and fishing thereby creating their chances to explore and use opportunities (Aguilar, 2004).

In taking care of their family members women use water to cook, clean, water their garden, and do many other chores. As producers, women especially those who are heads of their households, use water
to farm, to cook for sale, to prepare home brewed drinks, to make clay pots, and other products. But in many cases, especially when it comes to water harvesting schemes such as construction of dams, lakes, and ponds their role in decision-making is very minimal (Emebet & Haregwoin, 2004).

In order to ensure that all commitments made are implemented and gender issues are addressed within environmental issues, one has to find out whether relevant organizations and individuals are aware of the provisions and have the skills to integrate gender issues in their plans, and programs; and undertake monitoring and evaluation to assess the impact of their activities on gender/women. It is to address these issues the assessment was made with the following objectives.

1.1.2 Objectives

**General Objective**
The general objective of the assessment is to understand the level of awareness and knowledge of the personnel of relevant Ministries with the aim of assisting them to integrate gender issues in their plans, programs and activities.

**Specific Objectives**
Specific objectives of the assessment include:

- Evaluating the knowledge of relevant personnel of concerned Ministries about the link between gender issues and their activities in light of international and national commitments made;
- To identify gaps between the activities of these Ministries and the provisions stipulated in the commitments;
- To disseminate the outcome of the assessment to concerned bodies;
- To prepare a training guideline; and
- To offer training in order to assist the personnel in relevant Ministries to mainstream gender in their environment related activities.

1.1.3 Methodology

**Data Sources**
The assessment has utilized both primary and secondary data. Since the analysis from secondary sources formed the basis for developing
an assessment instrument, the first step was gathering and compiling secondary data. Interview with relevant key individuals constituted the source of primary data. The interviews looked at a range of understanding, attitudes, perceptions and reported behavior among personnel in the organizations. Data from interviews were analyzed using themes.

Under secondary data sources, relevant conventions, agreements, policies, and program documents, relevant gender-related documentation, quarterly and annual reports, and other documents such as newsletters were reviewed. Documents were critically analyzed to investigate the extent of gender mainstreaming in organizations’ policies, guidelines, structures, programs and systems. As indicated earlier, in addition to revealing the level of gender mainstreaming, reviewing these sources sharpened the focus of inquiry in the assessment and helped to draft the framework of the training material.

Selection of Organizations/Ministries
The Beijing POA contends that deterioration of natural resources displaces communities, and that women are especially vulnerable. In both urban and rural areas, environmental degradation negatively affects health, well-being and quality of life of the population and more so those of girls and women. For this reason, the Ministry of Women’s Affairs, which is the main body responsible for dealing with women/gender issues at national level, is selected as one of the Ministries to be looked at in the assessment.

The POA further reiterates that particular attention should be given to the role and special situation of women living in rural areas and those working in the agricultural sector. Considering this, the other organization selected for the exercise was the Ministry of Agriculture and Rural Development (MoARD). In addition, four other organizations namely: Ministry of Water Resources, Ministry of Mines and Energy, Ministry of Works and Urban Development, and Environmental Protection Authority were included in the assessment.

1.1.4 Analytical Framework
A combination of provisions stipulated in international and national commitments has been used as an analytical framework in assessing the various organizations included in the exercise. Most of the
provisions included in these commitments focus on four major issues which were used as standards for the assessment. These are:

**Women in Decision Making**
The Beijing Platform for Action underlines the need to create strategies to increase the proportion of women involved as decision makers, planners, managers, scientists and technical advisers at all levels and as beneficiaries in the design, development and implementation of policies and programs for natural resource management and environmental protection and conservation. It also highlights the importance of integrating indigenous women and their knowledge in decision-making regarding sustainable resource management and the development of policies and programs for sustainable development. There is also a similar provision in chapter 24 of Agenda 21. This provision underlines the need to increase the proportion of women decision makers, planners, technical advisers, managers and extension workers in environment and development fields. Enhancing the role of women in environmental management and protection, and promoting their participation and empowerment at all levels are also issues included in the National Action Plan on Gender (NAP) Ethiopia.

**Women and their Benefits from Environmental Resources**
The other issue underlined in the national and international provisions is ensuring that women benefit equally with men in using environmental resources. Along this line, Chapter 24 of Agenda 21 emphasizes the importance of ensuring that clean water is available and accessible to all by the year 2000. It also gives special attention to giving women access to resources. A similar provision is found in the Beijing POA. It is stated that clean water would be available and accessible to all by the year 2000 and that environmental protection and conservation plans would be designed and implemented to restore polluted water systems and rebuild damaged watersheds. Based on Beijing POA, the National Action Plan on Gender (NAP) Ethiopia puts ensuring adequate housing conditions; access to potable water, improved sanitation and fuel as its strategic objectives in bringing about gender equality.

**Women, Environment and Technology**
On environment and technology, the Beijing POA stipulates the identification and promotion of environmentally sound technologies that are designed, developed and improved in consultation with
women and that are appropriate to both women and men. In the same vein, the NAP-GE Ethiopia stipulates the need to increase women’s access to information, improved technology, and alternative livelihoods in order to increase their benefit and enable them to use environmental resources in sustainable manner.

**Women and Environmental Research**

One of the issues the Beijing POA promotes is conducting research on environment and gender. It emphasizes the importance of adequate research to assess how and to what extent women are particularly susceptible or exposed to environmental degradation and hazards, including, research and data collection on specific groups of women, particularly women with low income, indigenous women and women belonging to minorities.

Evaluating the impact of environmental policies and programs is one of the areas given emphasis in both the Beijing POA and Agenda 21. Agenda 21 specifically mentions the need to establish mechanisms at the national, regional, and international levels to assess the implementation and impact of development and environment policies and programs on women, and to ensure their contributions and benefits.

Investigating the role of women, particularly rural and indigenous women, in food gathering and production, soil conservation, irrigation, watershed management, integrated pest management, land-use planning, forest conservation and community forestry, fisheries, natural disaster prevention, and new and renewable sources of energy has been further highlighted in Beijing POA. Alongside the research, the importance of creating gender sensitive databases, information and monitoring systems and participatory action oriented research, methodologies, and policy analyses in collaboration with academic institutions is emphasized.

**1.1.5 Results of the Assessment**

As explained in the Methodology section, four ministries and one authority which were considered highly relevant to the issue at hand were included in the assessment. The results of the assessment for these organizations are presented below.
Ministry of Women's Affairs
The Ministry of Women's Affairs was established in May 2005 as per Proclamation No. 471/2005. Accordingly, the responsibilities of the Ministry, among others, are:
- Putting in place recommendations for the protection of the rights of women at a national level and follow it up;
- Ensuring that policies, legislations, development programs and projects designed by the federal government address gender issues;
- Submitting recommendation on the application and implementation of affirmative action in order to help women participate in economic, social and political affairs;
- Ensuring that the necessary attention is given to place women in decision-making position in various government organizations; and
- Following up the implementation of international commitment and national policies that Ethiopia is committed to with regards to women and children.

Though the proclamation outlines the various responsibilities of the Ministry, no mention is made about its work relationship with federal WADs.

All WADs in the various sector Ministries, Commissions and Authorities report to the Ministers. Unlike the previous time, the Ministers in the Ministry and heads of bureaus of women's affairs are members of the Cabinet at federal and regional councils, respectively. This enhances the opportunity for participation and decision making.

Though the Ministry’s structure is set up to employ 35 staff members, currently 19 employees are working, and the employment process for the remaining is underway. The ministry has 4 departments: Technical Department; Gender Mainstreaming, Monitoring and Evaluation Department; Implementation of Women’s Policy; and Mother and Child Department. The Gender Mainstreaming, Monitoring and Evaluation Department evaluates and compiles the reports of WADs.

Problems identified in addressing or mainstreaming gender include lack of capacity of WADs, lack of prioritization, and loose link of the Bureau of Women’s Affairs with Woreda Offices, and the consequent unavailability of sex disaggregated data. It was further explained that the Department itself lacks capacity that is needed to work closely
with and following up the activities of WADs and Bureaus of Women’s Affairs.

The Ministry of Agriculture and Rural Development (MoARD)
As indicated earlier the issues of agriculture, environment and gender are intertwined. It is contended that whatever one does with nature including land, water, air, and other natural resources affects the environment. As a sector, agriculture has direct and close relationship with environmental issues. As a cross-cutting agenda and a fundamental human right, addressing gender in these two areas is an indisputable task. Therefore, one of the sectors included in the analysis is Agriculture, and specifically MoARD and Bureau of Agriculture and Rural Development in SNNPR.

The MoARD is a very big Ministry, with different offices scattered in the different parts of the Addis Ababa. There are nine organizations that report to the Ministry. The three major divisions in the Ministry are: Crop Production, which includes Extension and Crop Protection; Livestock; and Forest, Land Use and Soils Development. The Women’s Affairs Department (WAD) reports to the Minister. Among these the WAD, and Forest, Land Use and Soils Development were selected to be included in the assessment, since these two were considered very relevant to issue at hand.

Women’s Affairs Department (WAD)
The WAD is staffed with a head, two experts and a secretary. The WAD, with focal persons reporting to the Ministry is responsible to mainstream gender in the Ministry’s work, and to raise and address relevant gender issues in the different activities of the Ministry.

Currently, there are four projects: Food Security, Agricultural Sector Support Program, and Livestock and Rural Capacity Building (RCB). In addition to addressing gender issues in these projects, WAD is involved in various initiatives. These include providing gender sensitization training at annual meetings held to evaluate extension packages; gender sensitization for female employees, integrating gender issues in the extension strategic plan, and intervening and negotiating with relevant bodies when the rights of female employees are encroached. Preparation is also underway for a gender mainstreaming guideline to be used in mainstreaming gender in various activities of the Ministry.
What was noted is that the WAD does not use a framework of activities that is well thought out and that considers the various international commitments that Ethiopia has made on gender and environmental issues. The WAD does not have the capacity to follow up, monitor and evaluate the gender related activities of the different divisions and departments in the Ministry. The lack of awareness of and knowledge about these international instruments has also been observed. As has been reiterated what is going on in the office is, ‘crisis management’ type of activities.

Forest, Land Use and Soils Development and Conservation Department, MoARD

The Department of Forest, Land Use and Soils Development at the Ministry of Agriculture works on three areas: Forest, Soil Protection, and Land Use and Administration. The department at the Federal level deals with policy formulation, research and disseminations of new technology. It also ensures that the Rural Land Administration and Land Use Proclamation (No. 456/2005) is implemented.

The proclamation focuses on a rural land use plan that explores options of using land for different purposes to get maximum economic benefits without causing land degradation and environmental pollution. It also puts sanctions such as losing landholding on land holders who damage their land. It outlines procedures on how to use different landscapes such as sloppy areas and gullies, so that environmental degradation is controlled. One can clearly see that the proclamation has put a lot of emphasis on conserving and protecting the environment.

In relation to gender the proclamation states that women who want to engage in agriculture shall have the right to get and use rural land, and that where land is jointly held by husband and wife or by other persons, the holding certificate shall be prepared in the name of all joint holders. Though it addresses the issue of access to women in general, it does not address the situation of different groups of women, who in spite of the provisions get disadvantaged because of economic, social and cultural factors.

More elaborate provisions are given in the SNNPR Rural Land Administration and Utilization Proclamation. The proclamation assumes that ensuring women’s land holding right is necessary for agricultural production and productivity, and for enhancing the
development of the environment. It clearly indicates that women whose husbands are engaged in government services or in any other activities shall have the right to use rural lands. In relation to land holding and use right certificate, it is stated that if the woman happens to be the head of a household, the certificate will be issued in her name and if with a spouse, the certificate will be prepared in both partners’ name. It further explains that upon divorce if the holding of each partner is less than a minimum holding, they shall get the appropriate size of holding by any means. However, in terms of use of non-timber forest product, the proclamation fails to specifically mention that women have a right; it states that the local communities have rights, which might lead to the neglect of women.

The forestry team in MoARD works with communities, private investors, and the government in promoting proper use and protection of forest resources. At federal level the team deals with formulating policies, laws, and proclamations and following up their implementation. It also organizes and offers training on sustainable forest resources use, management and conservation. It upholds the principle of participatory forest management and seeks to see that women are equal participants in the various activities conducted by the team.

The soil protection team deals with issues of soil protection and preservation. The team promotes such activities as terracing, planting, and construction of check dams. It was explained that women equally participate in the activities undertaken in preservation of soils.

The team uses a guideline, ‘Community Based Participatory Watershed Development’ (CBPWD). According to the guideline, the overall objective is improving the livelihood of community/households in rural Ethiopia through comprehensive and integrated natural resource development. Specific objectives include conserving soil, rainwater and vegetation effectively for productive uses; and rehabilitating and reclaiming marginal lands through appropriate conservation measures and mix of trees, shrubs, and grasses, based on land potential. In terms of its relation to poverty reduction, the issue of enhancing the income of individuals by diversified agriculture produce, increased employment opportunities and cottage industries, particularly for the most vulnerable, resource poor and women is underlined. There are also specific gender sensitive initiatives. Two of these are the development of marginal
lands allocated to the vulnerable and poor women, and the equal participation of women in planning, wage and employment opportunities. The role of women as shareholders in forest and agro-forest development is also highlighted. The representation of women in community watershed teams and the cultural barriers that hold women, such as shyness to speak in public are addressed. However the extent of implementation of these provisions needs follow up.

In relation to the participation of communities in planning, implementing and monitoring projects, the guideline indicates that the participation of all community members both men and women is key to success. In addition, similar to the Beijing POA, one of the assumptions stated in the guideline is that women are the most affected in environmental degradation, and the importance of their participation in watershed planning, development and management to ensure their equal benefits from the various projects.

Similar to the forestry team, the land use team attempts to implement the 2005 Rural Land Administration and Land Use Proclamation. According to the interviewees, though both the Constitution and the policy stipulate the equal rights of women to land, in reality cultural and religious factors such as polygamy interfere with the implementation.

**Bureau of Agriculture and Rural Development - SNNPR**

Under the Bureau there are 4 sectors: Agricultural Development, Natural Resources and Rural Land Administration, Rural Land Use and Administration, and Environment Protection and Biodiversity.

Under Agricultural Development there are 3 Departments: Animal Husbandry and Veterinary, Agricultural Training and Technology Promotion, and Crop Production and Protection. Further, under Agricultural Training and Technology Promotion department, there are 3 teams: Rural Women Extension, Extension Communication, and TVET and Other Trainings.

The major activities of Rural Women Extension include:

- Enabling women to use improved technology in order to save time and increase production and productivity, and generate income to become economically empowered;
- Helping women to get the maximum nutritional benefits from their food to augment their health and those of their families; and
• Equipping women with the knowledge and skills of post-harvest handling of food which include preservation and agro-processing.

The team prepares a plan of action based on inputs from Zone and Woreda. However, many times the team has to rely on the performance report of the preceding year since inputs from woredas are usually unavailable due to lack of capacity. The Team offers Training of Trainers (TOT) to Zone, and Special Woreda experts on issues such as gender, HIV & AIDS, reproductive health, and Harmful Traditional Practices (HTPs). This team works in collaboration with the Gender and HIV/AIDS Unit. One of the challenges is lack of monitoring and evaluation of the utilization, appropriateness and effectiveness of technology.

The Environment Protection and Biodiversity Department has a gender unit. In relation to gender and environment, women and men are trained on the production and utilization of fuel saving stoves. They are also encouraged to plant trees under the package that stipulates planting of at least 5 trees. This is done in collaboration with environment experts.

The Unit has thus far undertaken various activities. For example, it had organized awareness creation training on gender and environment for Zone and Woreda experts, who would, in turn, train DAs and other community members. A training workshop on environmental protection and the negative impacts of environmental degradation on women was also organized by the Unit. In addition, the Unit follows up the process of land allocation with the objective of ensuring that women landholding rights are protected. It also monitors the participation of women in the various activities included in the annual plan preparation. It was explained that while at Bureau level women are encouraged to participate as team leaders, there is a lack of capacity at Woreda level.

Several challenges have been listed in relation to addressing gender in general and gender and environment issues in particular. These include:

- Lack of experts: zonal offices and development centers do not have experts which results in information gaps; furthermore, there is no individual that compiles and sends data to the Bureau;
No gender course is offered at Agricultural Technical Vocational Education and Training (ATVET) centers. As a result trainees at Farmer Training Centers (FTCs) are not knowledgeable and skilled enough to train on issues related to gender;
- Lack of budget at zone, and especially at woreda levels. Even when budget is allocated, it could easily be diverted to some other activities;
- Lack of attention and commitment, which results in inability to function at maximum potential; and
- The gap and the lack of information flow from Federal Ministry to Regional Bureaus.

Lack of awareness and knowledge about the national and international commitments that Ethiopia has ratified in order to address gender and environmental issues has also been noted.

Ministry of Mines and Energy
The Ministry of Mines and Energy works on Geological Survey and Energy. There are different organizations under Energy such as the Ethiopian Electric Power Authority, Electric Agency, National Petroleum Depots, and Rural Energy Development and Promotion Center.

The WAD at the Ministry of Mine and Energy was opened in November 2005. Currently, it is staffed with a head, 2 experts and a secretary. The work of WAD so far focuses on capacity building, which involves training of personnel on gender sensitization, gender mainstreaming, assertiveness, empowerment and leadership. The WAD also gives orientation about important instruments and documents such as revised laws, and Rural Women Development Package issued by the Ministry of Women’s Affairs.

In relation to capacity building of female staff, the WAD explores and identifies training opportunities for female employees in order to build their capacity and enable them to take up decision making and other influential positions within the Ministry. It encourages women to participate in various committees and raises awareness about women’s participation. It also makes efforts to ensure that the training materials and workshops prepared by the various departments address gender and that gender biased language is eliminated from all the documents prepared by the Ministry.
In addition to the WAD in the Ministry, there are focal persons in the Ethiopian Rural Energy Development and Promotion Center, Electric Agency and National Petroleum Depot. The Rural Energy Development and Promotion Center works on the production and distribution of fuel saving stoves in order to reduce soil and land degradation that occurs as a result of deforestation. The Center strongly believes that it is women and children who are the primary victims of low productivity caused by land degradation, draught, and desertification. It addresses the specific gender needs by reducing the workload of women that is caused by repeated trips to the field to collect firewood. The Center in collaboration with GTZ designs stoves, measures efficiency, and trains men and women in the production of these stoves for marketing purposes. In addition to helping women save time spent on collecting firewood, it creates an opportunity for generating income. The Center also explores, introduces and promotes alternative sources of energy such as wind, solar, hydroelectric, biogas, and geothermal. The exploration of alternative energy resources and the production of fuel saving stoves are also two of the activities of Energy Resource Department in Mines and Energy Agency of SNNPR. In identifying stakeholders, it is ensured that women are the majority, and they are given priority in training, microfinance, and other supports.

In order to enable women engaged in traditional mining of gold, salt, gravel and stone, so that they get the most benefit from the resources in their environment, the WAD in the Ministry of Mines and Energy has started providing various types of support. These include helping women get licenses, getting them organized, and to exploring marketing opportunities that would give them good return for their minerals.

In the Mines and Energy Agency of SNNPR, the head of the Mineral Resource Development Department explained that the major activities of the department are conducting research, exploration and resource identification. The department also offers licenses to private investors and communities.

Mining has an impact on the environment through deforestation and land degradation. It was indicated that there are high demands of construction material, which are detrimental to the environment. The head of the department reiterated that investors focus on mining of
the resources without paying attention to the rehabilitation of the
environment which is mandatory as clearly stipulated in agreements
signed before starting the work. The other impact on the environment
in relation to mining is the use of harmful chemicals to purify
minerals such as cyanide.

Some women participate in traditional artisan mining like sifting gold
and clay soil mining. However it was indicated that since mining
requires muscular and physical strength, most women in the mining
area are engaged in trades like food vending. The distance to mining
areas is also another stumbling block for women. To encourage
women in mining sector, the department works on capacity building
project with the UNDP through providing supporting materials for
their work such as carts. The head of the department underlined that
both men and women investors are treated equally without any
discrimination.

Ministry of Water Resources
The Ministry of Water Resources has 8 departments reporting to the
Minister and another 4 reporting to the State Minister. The Ministry
formulated a policy, ‘Water Resources Administration Policy’, in
1999 With the objectives of: the developing the country’s water
resources in a sustainable manner and in a way that would ensure the
economic and social development of its people; providing efficient
and sustainable water supply; and the developing water resources in
an environment friendly manner.

The policy stipulates that water is a natural resource that belongs to
all Ethiopians, and therefore, as much as possible, all people shall
have access to water to fulfill their basic needs. It also highlights that
all stakeholders, communities and especially women would
participate in the management of water. The development of water
resources is to follow a decentralized system that utilizes strategies
that would enhance the participation of communities.

The benefits women get from water resources and their participation
in its development and management has been mentioned in a number
of areas. It is clearly stated that communities, especially women shall
participate in operating and maintaining organizations working on
water resources. Conditions are to be created in which women become full participants in management of water, planning and
implementation of projects, decision making, vocational training, and
shall be encouraged to be proactive in playing leading roles in the
various activities. It is also stated that an appropriate legal framework
would be created to ensure all stakeholders, relevant bodies, beneficiaries, communities, and especially women participate in the management of water. In relation to irrigation, it is indicated that a system that is decentralized and that considers women’s special situation and needs would be promoted.

There are also provisions that reiterate the importance of environmental issues. These include ensuring that the management of water considers environmental protection issues and avoiding negative environmental impacts that may be brought about by irrigation activities. It is also stipulated that all relevant international conventions shall be considered in the management of water resources.

**Activities of WAD in Water Resources**

The Women’s Affairs Department has a vision that women play significant roles in the administration of water and development of water resources. It aims to ensure that gender issues are addressed in all water development plans, programs and projects, and that women participate in sustainable development equally to men. It encourages and pushes all departments to address gender issues as part of their activities, and formulates projects that reduce the time women spend on fetching water.

The department has prepared a ‘Gender Mainstreaming Guidelines and Checklists for the Water Sector’, in order to enable each sub-sector, department and institution, and other partners working in the area of water resource development to integrate gender concerns and address special needs of women. The document consists of guidelines, checklists, and more specific practical instructions, methods, and approaches that will help beneficiaries to participate in the design and management of water resources.

There are a number of activities that the WAD has planned. These include integrating gender into the curriculum of TVET that focus on water. It was explained that training modules have already been prepared and there is plan to train 10 teachers, two from each course area. The assessment report and the modules would be published for wider dissemination.

The other activity undertaken by WAD is monitoring the implementation of manuals and guidelines prepared to address
gender. These include the World Bank guidelines, field manuals, and the gender mainstreaming guideline. In the monitoring process the Department looks at the plans and implementation reports, the availability and productivity of gender focal persons, their budgets, and plans of action. The various departments are also required to provide gender disaggregated data.

It was also indicated that monitoring is done to see whether the commitment to Universal Access to water, which stipulates that by 2015, 99% of the population in urban areas would have water within 0.5 kilometers radius and in rural areas within 1.5 kilometer radius, is implemented. It was explained that under this program, 4 regions were visited in 1999 (Ethiopian Calendar), and that the remaining regions would be visited the following year (2000 Ethiopian Calendar). Documenting best practices in either Oromia or SNNPR regions with the aim of scaling up good practices and exchange of experiences was also one of the activities planned.

In relations to other departments, it was indicated the WAD works closely with related departments such as Planning and Projects Department, Irrigation and Drainage Department, and Rural Water Supply and Sanitation Department. In the studies carried out in these departments, it was ensured that gender issues are taken into consideration starting from the preparation of Terms of Reference (TOR) all the way to the report writing.

One of the challenges that the WAD is facing is lack of capacity, especially in terms of personnel. A high turnover of experts was explained to be one of the problems in this regard.

The SNNP Regional Bureau of Water Resources has two major divisions: Drinking Water Resource and Irrigation Development. The Water Resource division deals with exploring and accepting the requests of communities to develop water resources for community members. The Bureau does not have a well established Unit or a focal person to ensure that gender issues are addressed in the various activities of the Bureau, implying that planned gender related activities and their follow up and monitoring is non-existent. It was indicated that socio-economic studies are undertaken before the construction of water resources. However, it is mostly men who attend meetings and decide on many issues of importance due the absence of women because of various social and cultural constraints.
However, it was pointed out that women participate in labor contribution. A similar situation is seen in the construction of irrigation, in terms of community participation.

Regarding management of water, especially drinking water resources it was explained by the Community Participation Unit that women play significant roles. For example, the Water Sanitation Hygiene (WASH) committees are administered by members, 40-60% of whom are women. Committee members decide on various important issues such as community management of water resources, finance, employment and sanitation.

However, there are places where all WASH committee members are women. Women’s high involvement in management and maintenance of water points was due to challenges faced in protecting and sustaining water points. It was observed that women’s involvement highly ensured sustainability. An interviewee from the Unit explained that there is a high degree of community participation, starting from the planning phase. With regards to maintenance, usually one man and one woman are trained and assigned.

Ministry of Works and Urban Development
The Ministry of Works and Urban Development was established in October 2005. It has two divisions reporting to the State Minister: Land and Housing Development Division and Construction Works Coordinating Division. In principle, the WAD reports to the Minister.

The WAD, which became operational in January 2000, is staffed with a head and two experts. It was indicated that so far the Department had organized a five-day training workshop on gender sensitization. In relation to addressing gender issues, the head of WAD explained that plans and strategies that are contained in PASDEP, Urban Development Policy, Urban Industry and Urban Development Package, some of which were derived from MDGs, are included in the yearly plan of the Ministry. Though environmental issues are not addressed, except the effort to reduce slum areas, a number of items that address gender were included. These included:

- Integrated Housing Development Program:
  - The training given to those involved in integrated housing development program should ensure that women are also participants;
Among the houses built in the scheme, 20 – 30% would be distributed among female heads of households;

- Micro and Small Enterprises (MSEs)
  o Ensure that women are 50% of the beneficiaries of employment opportunities
  o Compiling data on unemployed individuals that are disaggregated by sex, age, level of education, experience, etc.
  o Ensuring that procedures of allocating working spaces is transparent, and that it ensures equal access to women;

- Capacity Building and Human Resource Development Program
  o Putting in place a system that ensures communities, especially women and the youth are active participants in prioritizing needs and problems in development projects and financial planning, and that they able to access implementation reports.
  o Making sure that training programs prepared for urban managers is done in a way that ensure the participation of women

- Urban Planning and Management of Human Resources Improvement Program
  o 1500 representatives from cities of all regions working as urban managers and professionals will be trained in a manner that ensures the participation of women.
  o Recruitment of candidates for the masters programs carried out on various areas ensure the participation of women

- Community Participation
  o The models that will be prepared to increase the transparency and standard of work of city and Kebele councils ensure the participation of women.

- Improving the capacity of the Ministry and organizations reporting to the Ministry
Encouraging women in the Ministry to enhance their participation in the activities of the Ministry
Ensuring that addressing gender is the responsibility of all offices, departments and divisions of the Ministry
Preparing a gender mainstreaming guideline
Implementing the gender mainstreaming guideline
Undertaking activities that enhance the knowledge and skills of gender mainstreaming for individuals working in relevant divisions and departments
Ensuring that the different departments address gender in their activities
Networking with relevant bodies
Undertaking studies on relevant issues of gender and assessing the activities related to gender through a gender audit
Improving the educational levels of 50 female employees in the Ministry
Ensuring that female employees in the Ministry participate in all development activities launched by the Ministry

Though the relationship between the gender related activities stipulated in the annual plan and environment is not very visible, the contribution of reducing women slum dwellers and the reduction of poverty among women would contribute to reducing environmental degradation since poverty has a direct link to environment. Furthermore, building women’s capacity to involve in decision making will also have its contribution to addressing gender issues in the Ministry, thereby contributing to sustainable development.

The Gender and HIV/AIDS Unit of the Bureau of Works and Urban Development in SNNPR was opened in May 2005, and currently it is staffed with a head, an expert and a secretary. However, most of the activities undertaken by the Unit are more on gender and HIV/AIDS, and not much is done in relation to gender and environment. According an expert in the Unit, the Bureau has 3 divisions: Urban Development, Construction and Urban Planning. The Unit attempts to ensure that women working in construction sites get equal payment as the men; female heads of households get condominium, and female employees in the bureau participate in various committees. It was also indicated that two two-days training workshops were
organized on gender sensitization. The Unit also explores educational opportunities for female employees and attempts to organize low paid employees to explore additional income generating schemes.

**Environmental Protection Authority**
The Environmental Protection Authority (EPA) was established in 2002. Currently it has 13 departments; one of which is the WAD. Currently, the WAD is staffed with two experts, one acting as the head.

The department carries out a number of activities. These include gender sensitization for EPA staff; evaluating documents from the perspective of gender; writing articles on gender to be published on the Authority’s newsletter; and supporting HIV positive employees through the HIV/AIDS task force. Representatives of the department have also made trips to the regions in an effort to appoint focal persons in offices/departments dealing with environmental issues. The WAD collaborates with regional Bureaus of Women’s Affairs in undertaking this activity.

It was indicated that the department lacks capacity both in terms of human resources and equipment. It does not have a secretary, or computers except for the one in the Head’s office. As a result a number of plans on gender and environmental issues have failed. One of these is the needs assessment that was planned in the area of women’s access to environmental resources.

The WAD does not follow any framework in planning its activities. The plans are based on felt needs and the capacity of the department. As a result most of the activities are not coordinated and integrated.

Other departments in the EPA have also undertaken activities that address gender. Two of these are: the preparation of social impact assessment guideline and assessing the impact of industry related environmental pollution on women, especially during pregnancy; and undertaking forest account in collaboration with relevant departments.

On gender mainstreaming and implementation of various provisions on gender and environment, it was explained that a directive has been
given to all departments that as gender is a cross-cutting issue each department needs to address gender in all phases of a project starting from planning to monitoring and evaluation. Any attempt to address gender in planning is informally done by the staff of WAD since there is no structure of mandate that enforce other departments to be monitored by WAD. There is no mechanism by which WAD gets a hold of the reports from other departments to monitor the extent to which they are addressing gender in carrying out their work. Therefore, the vertical and horizontal relationship that WAD needs to ensure gender issues are addressed in the activities of EPA does not exist, leaving the department unable to do anything.

**Gender and Environment Unit, Bureau of Agriculture and Rural Development -SNNPR**

It was explained that the unit has offered awareness creation training on gender and environment to Zone and Woreda experts. Other workshops included training on environmental protection and the negative impacts of environmental degradation on women, and plastic bag art. It was also indicated that the Unit follows up the process of ensuring women’s landholding rights and monitors the participation of women in the various activities indicated in the annual plan.

Regarding the Environment and Biodiversity Department, the acting head outlined the responsibilities as follows.
- Conservation of animal and plant biodiversity;
- Conducting studies to assess their current status; and
- Wetland conservation.

The department works on prohibiting and minimizing environmental pollution, in the areas of solid waste management and pesticide elimination. It is also responsible for environmental assessment of new projects. However, there is a serious lack of regulatory work, monitoring and evaluation caused by lack of capacity. The department also works in collaboration with environment clubs in different schools.

The findings from the assessment show that overall there is awareness about the link between environment and gender issues. However, organizations are found at different levels in terms of knowledge of the various national and international instruments, the degree of implementation of the commitments and monitoring and evaluation of their work.
1.1.6 Syntheses of Findings along the Assessment Objectives

Knowledge and understanding about the linkage of gender and environment:
The findings clearly indicate that there is an understanding and knowledge of the linkage between gender and environmental issues by the Ministry of Women’s Affairs and WADs. In many of the interviews the idea that environmental degradation affects communities in various ways, and especially women was clearly articulated. In addition, the different documents, including regulations and policies of relevant Ministries have addressed gender. For example, three of the responsibilities of the Ministry of Women’s Affairs, according to Proclamation No. 471/2005 are: forwarding recommendations for protection of the women’s rights; ensuring that policies, legislations and programs address gender issues; and following up the implementation of international commitments and relevant policies. The Rural Land Administration and Land Use Proclamation also underlines the right of women to access land resources.

Policies on environmental resources also address gender issues. In relation to this, the Water Resources Administration Policy emphasizes women’s right to water resources, participation in planning and implementation of projects, and managing and controlling water resources. Community participation, especially women’s participation through the decentralized system is reiterated.

Gender issues are also addressed in the working documents of Ministries. Those directly related are the gender mainstreaming guideline and checklists by the WAD in the Ministry of Water Resources and the one under preparation by WAD in the MoARD. The annual Plan of MoWUD also outlines a number of activities related to gender and environment. Some of these are the provisions dedicated to female heads of households in the integrated housing development program, in Micro and Small Enterprises (MSE), in training programs and the emphasis given to women’s participation in other development initiatives.

Departments other than WAD also address gender and environmental issues in their working documents. In relation to this, the guideline by Soil Protection Team of MoARD recognizes that women are most vulnerable to problems related to environmental degradation and that
their participation in watershed planning, development and management is decisive. It further stipulates that marginal lands allotted to women will be developed and women shall participate equally in planning, and benefit from wage and employment opportunities, which minimizes their dependency on the environment.

Along with these provisions mentioned in the different working documents of the ministries, a number of activities that are related to gender and environmental issues are underway, especially by the WADs (see the results section). Therefore, it can be safely concluded that the knowledge of the relation of gender and environment among the WADs in the selected ministries is present.

2. Integration of gender and environment issues into development plans in accordance with national and international commitments:
Attempts have been made to initiate and undertake activities that are somehow related to the various provisions in international and national commitments. However, in many cases the commitments have not been used as a premise to plan and implement these activities. Details are presented below.

Women and decision making: One of the activities undertaken by WADs is exploring educational opportunities for female employees to develop their capacity in order to make their transition to decision making positions easier. This has been recognized by both the WADs in the Ministry of Mines and Energy and the Ministry of Works and Urban Development.

Female employees in most of the selected ministries are also encouraged to participate in committees. This has been seen in the MoARD, Ministry of Mines and Energy and Bureau of Agriculture and Rural Development in SNNPR. At community level, women are involved in planning, implementing, and managing resources. This is especially true in the case of water as demonstrated in the practices of WASH committees and Water User Associations in SNNPR.

Women and their Benefits from Environmental Resources: there are efforts to ensure women benefit from projects that are related to environmental resources. For example, the WAD in the MoARD is working to address gender issues in Food Security, Agricultural
Sector Support, Livestock, and Rural Capacity Building programs. The Gender Unit in the Environment Protection and Biodiversity Department of the Bureau of Agriculture and Rural Development in SNNPR follow up the implementation of the land certification program. The Forest Development and Protection Team in the Bureau also work on involving women in forestry development and creating opportunities for women to use forest resources.

The yearly plan of the Ministry of Works and Urban Development clearly indicates that women, especially female heads of households will be given priorities in the integrated housing development schemes. The Ministry and Bureau of Mines and Energy work on fuel saving stoves to enable women to use natural resources in beneficial and sustainable manner, and also undertake some activities to help women miners get benefits from natural resources. The WAD in the Ministry of Water Resources has put in place various initiatives to ensure that women access water in reasonable distances.

Though attempts are made to address gender and environmental issues, in most cases these initiatives/activities are small in scale and not coordinated. As a result the impacts they make are very limited.

**Women and Environment and Technology:** Not much has been done in terms of provision of technology for women except the fuel saving stoves and some small scale technologies that are used to provide water. It is understood that women should be provided with technologies that are promoted by agricultural DAs. However, in many cases women, especially female heads of households are marginalized because of affordability and lack of information (Yigremew, 2001). The packages that are provided are usually planned in a stereotyped manner, in that women are given information on technologies such as fuel-saving stoves, poultry, and small scale gardening. In some cases the information would be provided to men while the work is actually undertaken by women (Emebet & Haregwoin, 2004).

**Women and Environmental Research:** Similar to the technology, not much is seen in the area of research. The only activities that are present in the organizations covered in this assessment are the initiative taken by WAD in the Ministry of Water Resources to ensure that every study conducted in Ministry of Water Resources address gender issues, and the involvement of WAD in the newly
opened Research Department. The assessment carried out by the EPA to find out the impact of waste from factories on the health of women is another attempt.

**Monitoring and Evaluation development programs in relation to gender and environment:** Monitoring and evaluation is another area where not much is being done. It was mentioned by WADs that efforts are made to ensure that gender issues included in the Ministries’ plan are implemented. But this type of activity is seriously undertaken only in some of the organizations such as the WAD in the Ministry of Resources which attempts to follow up and monitor whether guidelines that address gender such as World Bank guidelines, field manuals, and gender mainstreaming guideline are utilized by looking at the plans and implementation reports, budgets and plans of action.

In summary it is observed that there are some activities undertaken in the various ministries to address gender and environmental issues. However, whether these are based on international and national commitments is questionable, as some expressed, the awareness and knowledge about these instruments is quite limited. As one of the interviewee explained, “We plan our work based on our problems. I believe all the ideas in the conventions and agreements originated from the problems encountered by Ethiopia and other developing countries”.

**1.1.7 Challenges and Opportunities**

**Challenges**

One of the serious challenges is lack of capacity at all levels: in the Ministry of Women’s Affairs, in the WADs, and the Units responsible for gender issues in the Bureau of Agriculture and Rural Development and Bureau of Water Resources. The lack of knowledgeable and skilled human resources and other inputs is also reiterated. Absence of Units that address gender issues in Bureaus is yet another challenge. Where there are Units, their structure does not go down to Woreda, and as a result the working relationship between bureaus in regions and **Woredas** is non-existent.

There is also lack of clarity of roles. For example, though WADs are responsible for mainstreaming gender in the activities of the Ministry, there are situations where there is no structural links between WADs and other departments.
The absence of departments or focal persons that address gender issues in regional bureaus is also observed. A case in point is Mines and Energy Agency in SNNPR. Another challenge is the availability of one unit that takes care of both gender and HIV/AIDS, which, in some cases, leaves the gender issue in the sideline.

Opportunities
Among the challenges it is also possible to discern opportunities. One of these is the commitment of the government reflected in the ratification of major conventions and agreement on gender in general, and gender and environment in particular. The inclusion of gender issues in policies, programs and plans of organizations/ministries working on the area of environment is also another opportunity to push the gender and environment issue forward. The existence of some degree of awareness about gender issues also helps in taking the issue further to commitment and implementation. The pressure exerted by donors on organizations to address gender issues can be seen as another motivating factor for concerned organizations.

Conclusion
There is awareness and some degree of knowledge at Ministry and WADs levels. However, a lack of capacity is observed in terms of translating commitments into workable plans for implementation, and monitoring and evaluation. The lack of capacity is highly noted at Woreda level, which makes implementation of programs and monitoring and evaluation difficult on the part of the Ministry, regional bureaus and WADs, mainly due to lack of implementation and gender disaggregated data.

Some activities are undertaken by WADs and other departments to address environment and gender issues, but the activities are not coordinated and not framed using the various commitments that Ethiopia has made, to enable continuous monitoring and evaluation. This problem is compounded by the lack of awareness and capacity at all levels.
References


1.2 Assessment of Woreda Capacity and Woreda-Zone-Region Relationship in SNNPR - “Knowledge and Skills in Mainstreaming Gender in Environment”

1.2.1 Background

The promotion of gender equality has been on Ethiopia’s development agenda for quite some time now. A number of international and national commitments have also been entered. Two of the major international instruments that Ethiopia has ratified/signed are the Convention on the Elimination of all forms of Discrimination against Women (CEDAW) and the Beijing Platform for action, both of which underline the importance of equal access to resources, employment and empowerment of women, among others.

CEDAW was adopted by the UN General Assembly in 1979. It defines what constitutes discrimination against women and sets up an agenda for national action to end such discrimination. By accepting the Convention, states commit themselves to undertake a series of measures to eliminate discrimination against women. CEDAW also commits states to incorporate the principle of equality of men and women in their legal systems, abolish all discriminatory laws and adopt those that prohibit discrimination against women. The convention specifically mentions actions to be undertaken so that women enjoy equal rights. It clearly stipulates that all the appropriate measures, including legislation, should be taken to ensure the full participation of women in the political, social, economic and cultural spheres.

Similarly, the Beijing Platform of Action (POA) states that despite women’s important role in the development of sustainable and ecologically sound consumption and production, they remain mostly absent at all levels of policy formulation and decision-making in natural resource and environmental management, conservation, protection and rehabilitation. They are also rarely trained as professional natural resource managers with policy-making capacities, such as land-use planners. It is further highlighted that their participation and leadership are essential to every aspect of sound environmental management. The POA indicates that government and all relevant actors need to promote policies to mainstream a gender perspective at all levels: policies, structures, programs as well as at grassroots level (UN, 1996). However, how
much of these provisions have been known and implemented was a question that ENDA Ethiopia was interested in.

This interest led ENDA-Ethiopia to accept the request of the Network of Ethiopian Women’s Association (NEWA) to review and appraise the progress made in the implementation of the Beijing POA in relation to the critical area of Women and the Environment. A brief assessment undertaken in July 2004 revealed that:

- Majority of organizations (8 out of 10) covered in the assessment did not know about Beijing POA;
- The number of professional women working in environment related areas was very few;
- Women’s involvement in relation to environmental issues was largely in manual and labor intensive activities, not in decision making;
- There was some degree of policy commitment on the part of the Ethiopian government; and
- There was a lack of strategies for policies, lack of systematic approach, weak commitment, poor awareness of gender issues in general, and their linkage to environmental issues in particular.

In order to confirm these findings as well as to further investigate the awareness relevant organizations have about gender and environmental issues, and various international provisions on gender and environment, ENDA Ethiopia undertook another study in 2007. The study covered the Ministry of Agriculture and Rural Development (MoARD), Ministry of Water Resources, Ministry of Mines and Energy, Ministry of Trade and Industry, Ministry of Works and Urban Development, and Environmental Protection Agency and corresponding bureaus in SNNPR, and similar findings were noted:

- The awareness of the relation between gender and environment is apparent in all the ministries covered in the assessment;
- There was almost no awareness about the various national and international commitments Ethiopia has entered in relation to gender and environment;
- There was a lack of capacity in terms of translating commitments into workable plans for implementation, and monitoring and evaluation;
The lack of capacity is highly noted at Woreda level, which made implementation of programs and monitoring and evaluation difficult on the part of the Ministry, regional bureaus and Women’s Affairs Departments (WADs), mainly due to lack of implementation and gender disaggregated data; and

Some activities were undertaken by WADs and even other departments to address environment and gender issues, but the activities were not coordinated and not framed using the various commitments that Ethiopia has made to enable continuous monitoring and evaluation. This problem is further compounded by the lack of awareness and capacity at all levels.

It was the noted lack of capacity at Woreda level and weak linkage and coordination that Woredas have with the next higher body as the main impediment in gender mainstreaming efforts in the relevant sector ministries and bureaus that led ENDA to undertake the current study, “Assessment of Woreda Capacity and Woreda-Zone-Region Relationship in SNNPR”.

1.2.2 Objectives of the Assessment

The general objective of the exercise was assessing the capacity of relevant offices and personnel in relation to addressing gender issues in their activities.

The specific objectives include:

- Assessing the gender knowledge of relevant staff in zonal offices working in the area of gender and environment;
- Assessing whether relevant staff working in zonal offices are gender sensitive and possess the necessary skills to address gender issues in their respective sectors;
- Assessing the gender knowledge of relevant staff in Woreda offices working in the area of gender and environment;
- Assessing whether relevant staff working in Woreda offices are gender sensitive and possess the necessary skills to address gender issues in their respective sectors;
- Assessing the existence and strength of the link or working relationships, Woreda offices have with zonal offices, and zonal offices with regional bureaus;
1.2.3 Methodology

Data Sources

Both primary and secondary sources were used in this assessment. Since the analysis from secondary sources form the basis for developing an assessment instrument, the first step was gathering and compiling secondary data. Under secondary data sources, relevant provisions, studies undertaken on Woreda assessment, statistical documents, and studies and reports on institutional mechanisms that address gender were looked at.

A questionnaire and interview guide constituted sources of primary data. The questionnaire covered issues such as demographic characteristics of respondents, their educational background, their exposure to and knowledge about gender issues, the formal and informal training they have had on gender, their experiences in the area of gender, and other relevant issues. In-depth interviews looked at major responsibilities of interviewees, how they address gender issues in their day-to-day activities, their working relation with Regional Bureau, Zonal or Woreda Offices, as appropriate, planning and reporting processes, and other issues that they found to be relevant to the issue at hand.

Sampling of Woredas, Respondents and Key Informants

Five Woredas were selected based on geographical distribution, Konso Special Woreda – South; Demba Goffa from Gamo Gofa - Central; Chena from Kaffa - West, Gumer from Guraghe – North; and Aleta Wondo from Sidama zone – East of Awassa. These four Woredas and their respective zones and one special Woreda were included in this study.

Respondents were selected using purposive sampling, the criteria being working in relevant zonal and woreda offices and working in sectors/offices that have been covered in the preliminary assessment carried out by ENDA. These included Agriculture, Water, Health, and Women’s Affairs. For the questionnaire, from each sector, as many individuals who work in environment related areas as possible
were asked to fill out the questionnaire both at Woreda and Zonal levels, which made the total number of respondents seventy five (75) - 38 from zones and 37 from Woredas. Purposive sampling was used to select interviewees, the targets being office heads, and individuals who work in close relation to the issues of gender and environment. Sixty four individuals, 45 men and 19 women were interviewed.

**Procedure of Data Collection**

The questionnaires were filled out by the selected respondents in their offices. Key informants were identified from the selected offices the criteria being having information on the situation of the links and working relationships between Woreda, Zones and Regional Bureaus, and the issues surrounding addressing gender in environment and environment related areas.

**Data Analyses**

Responses from the questionnaire were analyzed using SPSS and descriptive statistics such as calculating percentages. Data from interviews were transcribed and were analyzed using themes. The reporting is based on the identified themes and major issues discerned from the assessment.

**1.2.4 Conceptual Framework – Decentralization**

Ethiopia has been implementing a decentralization policy since 1991. The decentralization process has gone through two phases, 1991-2001, which focused on creating and empowering regional governments, and from 2001 onwards which focused on enabling lower level government offices such as zones and woredas through what is known as District Level Decentralization Program (DLDP). Any development and sectoral activity including those aiming to address gender are carried out within the decentralized structure. Therefore, this report utilizes the decentralized structure as its analytical framework. Accordingly, the next section discusses the concept of decentralization as well as the processes and challenges of decentralization as found from the literature.

**Region – Zone – Woreda Structure**

As per the stipulation in the Constitution of the Federal Democratic Republic of Ethiopia, the country is comprised of a Federal Government and State or regional governments. In Article 50(4) of
the Constitution, it is indicated that regions shall establish structures at regional and other administrative levels that they find necessary. It is also pointed out that adequate power would be granted to the lowest units of government to enable the people to participate directly in their affairs. Accordingly, Ethiopia now has nine regions and 2 administrative cities. In each of the regions, Zonal, Woreda and Kebele structures have been laid down. The whole purpose of this decentralization is to empower communities and devolve the decision-making activities.

Zonal administrations are put in place by regional governments and their major role is working as links between regional and local governments, usually Woredas. They are also expected to provide technical and administrative support to Woredas; they are bestowed with the responsibilities of coordinating the activities of Woredas, ensuring preservation and protection of cultural heritages, maintaining law and order in their areas, and monitoring the implementation of policies and laws passed by the regional governments. The exception is in SNNPR, where zonal officers come to office through elections of zonal councils and cabinets. As a result they are accountable both to the regional state and the electorate in the Woredas (Tegegn & Kassahun, 2007).

In the process of decentralization, the Woreda is considered as the key level of local government for planning and decision making, since it is at Woreda or grassroots level that implementation of programs takes place. Woredas are expected to be active in the provision of basic infrastructures such as setting up and administering schools, health facilities, roads, water supply and provisions for agricultural development and other services. In general, they are bestowed with the responsibility of implementing policies, laws, plans, directive and guidelines of regional governments and coordinating activities of Woreda executive organs/sector offices. They are also responsible for overseeing socio-economic and developmental activities in Kebeles under them (Tegegn & Kassahun, 2007). Woredas prepare reports, which are submitted to zonal offices and regional bureaus. These reports could include weekly, monthly, quarterly and annual progress report, as well as work plans and in some cases annual budget plans (Assefa, 2003).

The decentralization process in Ethiopia has gone through changes over the years. Though there was a clear direction as to the responsibilities of Regions and their respective Zones and Woredas, it
was later discovered that power and decision making was still concentrated at regions and zone levels leaving Woredas with little space to independent function. This led to the next phenomenon, DLDP. “The overall objective of DLDP is to enhance the institutions, working systems and human capital in an integrated and coordinated manner at Woreda and Kebele levels to ensure democratization, empowerment and good governance” (Yigremew, Nega & Haregewoin, 2005, p. 9).

According to Tegegn and Kassahun (2007), in decentralization, the provision of public service operates at two levels: in Woreda capital towns where administrative bodies and sector offices are found and at Kebele level and beyond where communities are found. Among the services delivered education, health, water supply, agricultural extension, and rural roads are considered to be determinant to the efforts made in poverty reduction. It needs to be noted that the measures taken to ensure that women benefit equally from these services as men enhances the progress made towards eradication of poverty.

The envisioned decentralization and the consequent effectiveness in service delivery and the improved democratization and good governance, require human, material, financial, infrastructural resources and committed leadership. Investigating the effectiveness of decentralization in Ethiopia, (Tegegn & Kassahun, 2007) explained that efficient and quality service delivery of public services is constrained by the lack of these resources. Similarly, Aliyu (2002) explained that decentralization in Ethiopia has been challenged by problems of skilled human, financial and other resource constraints as well as lack of leadership and planning institutions at local levels.

In relation to the problems faced, a frequently cited problem is the excessive concentration of governmental power and authority at regional government levels, which has rendered many Woredas dependent on regions for matters that largely fall under local authority. An additional challenge to bring about effective devolution of responsibilities has been the limited administrative and resource capacity of Woreda governments. Many Woreda administrations are poorly staffed, lack analytical skills and proper horizontal and vertical communication, and are under-financed to carry out the functions and responsibilities bestowed upon them, including managing the administration of their areas, providing public services, conducting democratic governance, administrating law and order,
running the school and education system and undertaking local economic and infrastructure development. In relation to the provision of services, one of the problems observed was that a high proportion of the local budget goes to cover salaries and administrative expenditures leaving little for expanding public services (Assefa, 2003; Mihret 2007).

Similarly, Zenebework (2001) explains even when the decentralization process takes the form of devolution, which facilitates bottom-up planning, local-level resources mobilization and effectiveness of government institutions in alleviating poverty and assisting vulnerable groups, the outcome is not as expected due to severe shortage of technical personnel and lack of plans from grassroots that are properly well thought out and appropriate.

**Gender and Decentralization**

Zenebework (2001) explains that decentralization provides an enhanced opportunity for gender transformative development, provided that there is a commitment to the constitutionally mandated gender equality and affirmative action, strategic focus and allocation of public expenditure to translate these commitments into reality. In the same vein, Yigremew, Nega & Haregewoin (2005) explain that the decentralization process is expected to address women’s needs since it enables women to access public goods and services more easily by taking these down to the grassroots. It is also supposed to increase the participation of women since it is aims for increased level of community participation.

Commitment to gender transformative development presupposes that structures are gender mainstreamed enough to allow women to occupy key and decision making positions; policies are responsive to the needs of both men and women, and also address special needs of women; plans, programs, and budgets take into consideration the prevalent gender relations and aim to close the gender gap. In addition, monitoring and evaluation schemes need to ensure that women are equally benefitting from the services rendered and a system is in place for compilation of sex disaggregated data. However, the picture on the ground shows that many of these preconditions have not yet been met. Therefore, as reiterated by Yigremew, Nega, and Haregewoin (2005) the other components that enhance gender mainstreaming need to be given attention along with the decentralization.
Not much has been done to assess the benefit women derived as a result of the decentralization process. The scanty information found reveals that opportunities embedded in the decentralization have not been well utilized to further gender equality. For example, a study carried out in four regions - Amahra, Oromia, SNNPR and Tigray by Yigremew, Nega & Haregowoin (2005) showed that women and girls were worse off than men in every aspect of development, including education and training, empowerment in terms of holding leadership and decision making positions, and share of resources. The study elaborates that very few women own economic resources such as land and have access to employment opportunities. Their access to education and health services is limited and they are not sufficiently represented in leadership positions. The institutions and machineries that are supposed to ensure gender mainstreaming are weak due to lack of qualified and experienced human resources and budget. The study concluded that even with proper implementation of decentralization, women will not benefit equally to men unless the decentralization process is gender mainstreamed.

Gender and Environment

The relation of communities to the environment can fully be understood only when gender is considered as a framework of investigation. The gender division of labor that prevails in society makes women an important partner in the preservation and protection of the environment as well as one of the main beneficiary groups from the environmental resources.

In Sub-Saharan Africa, environmental issues include deforestation, decreasing availability of water resources and desertification. Deforestation leads to soil erosion and flooding, reduces agricultural productivity, contributes to decreased water availability and contributes to the increased work load of women (Lwanga, 2001). The fact that women are traditionally entrusted with activities that link them with environment such as the use of water and forest resources for reproductive and productive activities makes them key players in the conservation and protection of the environment, as well as victims to the consequences of environmental degradation. The victimization of poor and rural women is even more serious since they are directly dependent on natural resources for their livelihood.

Though women hold a unique and important position in relation to the environment, they have been marginalized both in terms of the
benefits they derive and also in the role they play in the protection its (UN, 1996). The poorer people are the more they become dependent on the environment, leading to overuse of environmental resources and eventually to degradation, which negatively impacts the achievement of sustainable development. Therefore, all the efforts that are made to protect and preserve the environment should be made in the framework of gender relations in order to ensure sustainable development. In view of the relation between gender and environment, the focus of the current assessment is the capacity of Woredas to address gender and their working relationship to Zones and Regional Bureaus within the framework of decentralization in the sectors that are closely related to environment.

1.2.5 Findings and Discussion
This section of the report presents the findings from both the survey and interviews. It also discusses these findings in the light of previous studies done in the area.

Background Information on Respondents

As explained in the methodology section, a total of 75 individuals, 38 from Zones and 37 from Woredas filled out the questionnaire. Among the 38, who were from zones 34 were male while only 4 (10.5%) were female. A similar pattern is seen in Woredas; among the 37 respondents only 8 (21.6%) were female. These figures show that at both Zonal and Woreda levels there are not many female employees in the structure, especially holding positions of an expert and above levels. This finding concurs with the argument made by Yigremew, Nega & Haregwoin (2005) that women are not benefiting from the decentralization process in terms of securing leadership positions. The lack of women in the structures has serious implications on the extent to which gender is addressed in zonal programs and activities, since their perspectives would be lost in planning and implementing programs.

Among the zonal respondents, 81.6% are married, and most (26.3%) are within the age range of 36 and 40, followed by those (21.1%) who are between 41 and 45, and 18.4% between 46 and 50. Therefore, we could say that most of the staff at zonal level are mature adults with several years of experience. A different situation is observed when we come to Woredas. Among Woreda participants, more than half (56.8%) are single, and similarly the majority (40.5%) are within the age range of 21 – 25, followed by those (21.6%) who are between 26
and 30, implying that most of the staff at Woreda level are what we call ‘youth’.

All the respondents from Zonal offices are graduates of higher educational institutions with different degree of qualifications; more than half have BA/BSc degrees. Table 1 below presents the respondents educational attainment.

Table 1: Level of Education of Zone Respondents

<table>
<thead>
<tr>
<th>Level of Education</th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Diploma</td>
<td>7</td>
<td>18.4</td>
</tr>
<tr>
<td>BA</td>
<td>21</td>
<td>55.3</td>
</tr>
<tr>
<td>MA</td>
<td>10</td>
<td>26.3</td>
</tr>
<tr>
<td>Total</td>
<td>38</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Looking at the educational level of Woreda, participants, the data revealed that compared to zonal officers, Woreda officers have lower educational attainments. For example, while there are 10 MA holders at zone level, there is none at Woreda level. See Table 2 below.

Table 2: Level of Education of Woreda Respondents

<table>
<thead>
<tr>
<th>Level of Education</th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Certificate</td>
<td>1</td>
<td>2.7</td>
</tr>
<tr>
<td>Diploma</td>
<td>23</td>
<td>62.2</td>
</tr>
<tr>
<td>BA</td>
<td>13</td>
<td>35.1</td>
</tr>
<tr>
<td>Total</td>
<td>37</td>
<td>100.0</td>
</tr>
</tbody>
</table>

More than half (55.3%) of the Zone respondents were experts, followed by team leaders (18.4%), desk heads (15.8%), office heads (7.9%), and one administrator. A similar pattern is shown among Woreda respondents; 56.8% were experts, 16.2% office heads, another 16.2% desk heads, 8.1% team leaders, and there was one respondent who did not indicate a position.

Patterns of Relationship among Regions, Zones and Woredas

Attempt has been made to inquire about the patterns of relationships between Region and Zones, between Zones and Woredas and between Region and Woredas.
According to 65.7% of the respondents from Zones, the working relationship with regions was mainly for the purposes of planning, reporting, monitoring and evaluation and training of zonal staff by the region and other meetings. Another 65.8% of zonal respondents indicated that there is quarterly communication in the form of information exchange and other matters with regional bureaus, and meetings that take place bi-annually or when needed. The purpose of meetings with regional bureaus is mostly for planning, reporting, evaluation and discussions on the coming year plan and budget (65.8%). More than half (60.5%) of the zonal respondents describe their working relationship with the regions as average. Furthermore, there is the sentiment that despite the principles of decentralization and devolution, resources are still concentrated at regional offices, and that sufficient support is not rendered to zonal offices in terms of human resources and finance. These findings concur with the contention of Mihret (2007) that high proportion of power and resources are still kept at the region level.

Regarding their relationship to Woreda offices, majority (44.8%) of the zonal respondents indicated that their relation revolves around planning, reporting, monitoring and evaluation, and provision of technical support to Woredas. There are some (23.7) who simply stated that they have a good working relation with Woredas. This coincides with the role description of Woredas given by (Tegegn & Kassahun, 2007).

Regarding the responses of Woreda respondents to the question of working relationship, emphasis was placed on their relationship to zonal offices; as they report to zones, it is expected that their working relationship would be mostly to zonal offices. On their relation to zonal offices, 53.0% of the respondents pointed out that their relationship focuses on planning, reporting, and information exchange, and many stated that on the average they communicate, monthly, quarterly or as needed. Though more than half (53.0%) indicated their relationship for planning, reporting and monitoring and evaluation, many have indicated that there are a lot of instances when planned supervision, monitoring and evaluation fail and review meetings are skipped.

In response to the degree of relationship that Woredas have to Zones, majority (32.4%) described the extent of their relationship as average, while 21.6 said either weak or very weak. See the Table 3 below.
Table 3: Degree of Relation to Zonal Offices

<table>
<thead>
<tr>
<th>Woreda-Zone Relations</th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very strong</td>
<td>2</td>
<td>5.4</td>
</tr>
<tr>
<td>Strong</td>
<td>9</td>
<td>24.3</td>
</tr>
<tr>
<td>Average</td>
<td>12</td>
<td>32.4</td>
</tr>
<tr>
<td>Weak</td>
<td>6</td>
<td>16.2</td>
</tr>
<tr>
<td>Very Weak</td>
<td>2</td>
<td>5.4</td>
</tr>
<tr>
<td>Not Stated</td>
<td>1</td>
<td>2.7</td>
</tr>
<tr>
<td>Not Applicable</td>
<td>5</td>
<td>13.5</td>
</tr>
<tr>
<td>Total</td>
<td>37</td>
<td>100.0</td>
</tr>
</tbody>
</table>

The qualitative data from the interviews revealed that the Woreda and Zone working relationship is, indeed, loose. One of the Office heads in a Woreda explained, “There is no training given by Zone to Woreda staff, neither are reports critically evaluated in a way that will help identify problems that constrain Woredas from accomplishing their tasks. Nobody from Zonal Offices gives attention to the gap between plans and implementation, and Zones make no effort to help Woredas close this gap”.

The major reasons behind this loose relationship is indicated to be lack of budget, accompanied by lack of human resources, transport and infrastructure. Table 4 below presents more detailed information.
Table 4: Communication Constraints

<table>
<thead>
<tr>
<th>Communication Constraints</th>
<th>Responses from Woreda</th>
<th>Responses from Zone</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Freq.</td>
<td>%</td>
</tr>
<tr>
<td>No constraint</td>
<td>1</td>
<td>2.6</td>
</tr>
<tr>
<td>Lack of capacity-human resources</td>
<td>3</td>
<td>7.9</td>
</tr>
<tr>
<td>Lack of budget</td>
<td>7</td>
<td>19.0</td>
</tr>
<tr>
<td>Lack of transport</td>
<td>1</td>
<td>2.7</td>
</tr>
<tr>
<td>Lack of other infrastructure</td>
<td>2</td>
<td>5.4</td>
</tr>
<tr>
<td>Lack of capacity-human resources and lack of budget</td>
<td>2</td>
<td>5.4</td>
</tr>
<tr>
<td>Lack of human resources, budget and transport</td>
<td>6</td>
<td>16.2</td>
</tr>
<tr>
<td>Lack of budget and transport</td>
<td>7</td>
<td>18.9</td>
</tr>
<tr>
<td>Lack of attention from region</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Decentralization and lack of system</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Lack of human resources, budget, transport and infrastructure</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Not stated</td>
<td>2</td>
<td>5.4</td>
</tr>
<tr>
<td>Not applicable</td>
<td>6</td>
<td>16.2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>37</td>
<td>100.0</td>
</tr>
</tbody>
</table>

The lack of human resources, budget and infrastructure as hindrances to communication has also been highlighted in the interviews. A Training, Extension, and Communication Coordinator explained, "Exchange of information is impaired because of shortage of experts." A Coordinator of Agricultural Technology Provision and Extension Services also indicated, "It is difficult to maintain a close working relationship with Woredas under our Zone due to lack of transport and infrastructure". Similarly a health expert from one of the Zones elaborated, "We try to communicate with Woreda offices through telephone and radio, However there are a Woredas that do not have these facilities. Several Woredas are found far from the Zone office hence there is delay in information exchange though these problems vary from Woreda to Woreda"
Challenges of Decentralization

One of the challenges Zonal and Woreda offices face in undertaking their tasks is lack of capacity and resources. Zonal officers explained that they were not able to provide the necessary technical support to Woreda offices as they do not have sufficient budget and transport. "There is no problem in planning but implementation is challenging since the support that Zones used to provide to Woredas such as finance, expertise, and others is discontinued because of the decentralization". Woreda office's on the other hand argue that Zones discontinued their support due to the decentralization/devolution that placed most responsibilities to Woredas. The data reveal that there is a lack of clear understanding of the decentralization process as well as the roles and responsibilities of the different bodies such as Regional Bureaus and Zonal and Woreda offices.

A lack of capacity at Woreda level, which hinders coordinated planning and timely exchange of information has been noted. One of the interviewees stated, "There is a lack of experts in Woreda offices due to the lack of qualified and experienced personnel, and high staff turnover, especially in Woredas located in remote areas". Supporting this contention, one of the Office heads explained that among the 20 positions that their Woreda had only 10 were filled. He further highlighted that it was difficult to operate in such a situation, especially because Zones are unable to provide support due to the lack of capacity.

There is also a feeling that there is no appropriate distribution of resources. An interviewee from Woreda explained, "Resources are accumulated at region level. It is important that they are brought down to zones and beyond....Region did not build the capacity of Zone and Woredas under it". A similar sentiment prevails in relation to activities related to gender. "Experts at region level work a lot in cooperation with the Bureau of Women’s affairs in the area of, for example, formulation of policy, training and others. But it was not possible to get that kind of support and cooperation at Woreda level". An office head from one of the Zones also explained that most of the resources stay at Region level and as a result what is done at Zone and Woreda level are minimal. This argument concurs with argument of Assefa (2003) and Mihret (2007) that too much authority and resources are concentrated at regional offices.
The lack of coordinated planning and action among Regional Offices, Zones and Woredas is the other challenge.

There is a gap between the plans Zones give out to Woredas and those planned by Woredas. Zones distribute plans that are designed to achieve national goals which are set based on the potential of regions. These plans may not be in correspondence to the implementation capacity of Woredas and the Kebeles under them (Head of Office of Health from one of the Woredas).

In contrary to the above statement another interviewee explained that Zones give out plans that come from the Region to each Woreda taking into consideration their capacity and other relevant factors.

In addition to signaling a lack of coordination, these ideas question the bottom-up planning approach that is supposed to prevail under decentralization.

It seems that there is no uniform strategy that Woredas use to involve community in prioritizing needs and planning. Table 5 below presents the strategies that Woredas use to ensure community participation.

**Table 5: Mechanisms Used by Woredas to Ensure Community Participation**

<table>
<thead>
<tr>
<th>Mechanisms</th>
<th>Freq.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>There is No Mechanism</td>
<td>3</td>
<td>8.1</td>
</tr>
<tr>
<td>Needs Assessment</td>
<td>1</td>
<td>2.7</td>
</tr>
<tr>
<td>Involving Communities in Discussions</td>
<td>6</td>
<td>16.2</td>
</tr>
<tr>
<td>Requests Coming from Development Agents (DAs)</td>
<td>1</td>
<td>2.7</td>
</tr>
<tr>
<td>Needs Assessment, Regional Plans and Request from Das</td>
<td>1</td>
<td>2.7</td>
</tr>
<tr>
<td>Requests Coming from Communities</td>
<td>2</td>
<td>5.4</td>
</tr>
<tr>
<td>Through Kebeles and Community Elders</td>
<td>5</td>
<td>13.5</td>
</tr>
<tr>
<td>Involving Community in Development Activities</td>
<td>5</td>
<td>13.5</td>
</tr>
<tr>
<td>From Kebeles through Das</td>
<td>3</td>
<td>8.1</td>
</tr>
<tr>
<td>Involving in Planning</td>
<td>1</td>
<td>2.7</td>
</tr>
<tr>
<td>Involving in Planning and Implementing</td>
<td>3</td>
<td>8.1</td>
</tr>
<tr>
<td>No Answer</td>
<td>6</td>
<td>16.2</td>
</tr>
<tr>
<td>Total</td>
<td>37</td>
<td>100.0</td>
</tr>
</tbody>
</table>
The data in the above table reveal that there are different approaches and different points of entry used by Woredas to involve community members. Though diversity of approaches, which is based on concrete socio-economic realities, is appreciated, the lack of similar pattern questions the level of understanding and implementation process of decentralization.

Many of the interviewees have explained that there is a structure used by extension services. According to them, the Kebeles are divided into three development divisions, and each division contains households ranging from 25 to 30. A DA is responsible for one development division. The DA meets certain number of farmers a day and using this structure DAs work closely with communities and provide information that would be considered in the preparation of work plans. Despite the existence of this structure that covers all households in Kebeles, only 10.8% of the respondents indicated having used this structure.

Lack of clarity of the roles of the different bodies is also noticed. As one desk head in a Zone explained, there is a gap of communication and understanding between regional offices and zonal offices. “There are no clearly delineated roles for the different offices at regional and zonal level. There are times when Regional Bureaus work in Woredas without the knowledge of the respective zones”. Another interviewee indicated, “All, Regional, Zonal and Woreda offices work with communities. There is no clear division of responsibilities. It is better to build the capacity of Woredas instead and leave Woredas to carry out their activities”.

All these challenges are detrimental to the performance of Woredas. As explained by one of the experts from one of the Woredas, among the planned activities many of them remain unimplemented because of lack of budget, experts, transport and other problems. These negative impacts are multiplied when it comes to addressing gender since activities related to gender are usually marginalized for different reasons.

Challenges of Addressing Gender in Environment Related Sectors under the Decentralized Framework

In concurrence with the previous assessment ENDA-Ethiopia undertook (Emebet & Mesay, 2007), the understanding that gender and environment are closely linked is to some extent observed. Many
of the interviewees expressed that unavailability of water and fuel wood in surrounding areas affects women highly. An interviewee from the Office of Water Resources in Sidama zone explained that since women are the major stakeholder in the provision of water, it is recommended that among the 5 water management committee members, 2 be women. But, as we will see later in the section, the thinking that gender issues need to be mainstreamed in sectors related to the environment in order to address the problems women encounter due to environmental degradation and to enable them to get the maximum benefit from environmental resources is not reflected. In relation to this, one of the interviewees expressed the need for training in the area of gender and environment.

The process of gender mainstreaming to which Ethiopia committed herself to by adopting the Beijing POA presupposes that all concerned have sensitization and some basic knowledge of gender issues in order to be able to mainstream gender in their respective areas of work. As gender and environment is one of the 11 POAs in the same document, having the capacity to mainstream gender in environmental issues would be essential. However, the finding in this assessment reveals that quite a majority of the respondents working in agriculture, water, health, mines and energy and urban development sectors did not have the opportunity for training nor experience in gender.

As per one of the objectives of the study, attempt was made to find out whether respondents have had formal training and any type of on-job training on gender. The data revealed that among Zone respondents only 7.9% had formal training. Among Woreda participants only 1 person had a formal training. These were individuals who had graduated from Departments of Home Science. Graduates of Home Science usually work in Rural Women’s Extension Team focusing on activities that are traditionally assigned to women such as provision of fuel saving stoves, poultry, home gardening and other similar activities.

In relation to on-job training, 57.9% of the Zone respondents did not have any kind of training on gender; 13.2% had training on gender budgeting, and 10.5% on gender sensitization and gender mainstreaming. Similarly, among Woreda respondents, 75.7% did not have any type of on-job gender training. Table 5 below presents more detailed information.
Table 5: Gender Training of Zone and Woreda Respondents

<table>
<thead>
<tr>
<th>Training on Gender</th>
<th>Zone</th>
<th>Woreda</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Freq.</td>
<td>%</td>
</tr>
<tr>
<td>No on job training</td>
<td>22</td>
<td>57.9</td>
</tr>
<tr>
<td>Gender sensitization</td>
<td>2</td>
<td>5.3</td>
</tr>
<tr>
<td>Gender mainstreaming</td>
<td>3</td>
<td>7.9</td>
</tr>
<tr>
<td>Gender budgeting</td>
<td>5</td>
<td>13.2</td>
</tr>
<tr>
<td>Gender Auditing</td>
<td>1</td>
<td>2.6</td>
</tr>
<tr>
<td>Gender sensitization and mainstreaming</td>
<td>4</td>
<td>10.5</td>
</tr>
<tr>
<td>All in one training</td>
<td>1</td>
<td>2.6</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>38</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

Inquiry was also made about the experience of respondents in the area of gender. It was revealed that among zone respondents 33 (86.8%) of them did not have any experience on gender issues, while two had 1-2 years of experience, and one had taken a course on gender at school. Even more number of respondents did not have experience on gender among Woreda respondents (91.9%). As one Woreda officer indicated, “Experts in Woredas are recent graduates who do not have any experience on gender.”

It may be unrealistic to expect that a high number of the personnel in Zone and Woreda offices would have formal training or experience on gender. In such cases it would be important to have an expert who would help the rest of the staff in addressing and mainstreaming gender, and coordinating the mainstreaming process. However, according to the findings this is not the case in the Zones and Woredas covered in this study; majority does not have a gender focal persons. One of the Office Heads indicated, “The unavailability of expert makes addressing gender a challenging task. If we had an expert the gender issues could have been given attention”. Table 6 below presents detail information.

Table 6: Availability of Gender Focal Persons

<table>
<thead>
<tr>
<th>Gender Focal Person</th>
<th>Woreda</th>
<th>Zone</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Freq.</td>
<td>%</td>
</tr>
<tr>
<td>Yes</td>
<td>14</td>
<td>37.8</td>
</tr>
<tr>
<td>No</td>
<td>23</td>
<td>62.8</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>37</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>
The availability of a focal person does not ensure that gender is mainstreamed or addressed in the different activities, since gender focal persons undertake this responsibility in addition to their major duties. Usually, benefits such as promotions are tied to their major responsibilities, which lead to the neglect of gender issues. Commenting on this issue, a head of the Office of Agriculture and Rural Development from one of the Woredas said that instead of assigning a focal person who takes the responsibility on top of other duties, it is better to include a position of an expert in the structure.

There is the assumption that personnel working in the Rural Women's Extension Team are responsible for working on gender issues. An interviewee from Woreda explained, "There is lack of awareness and attention to gender issues. There is a tendency to push all women/gender related work to the Rural Women's Extension Team... Those who work in Rural Women's Team come from Home Science and it does not necessarily mean they have the capacity to work on gender issues." Supporting this contention, one of the experts from Rural Women's Extension Team indicated that they undertake activities to address gender without any formal training. "We work with the help of some understanding that we have acquired from workshops and experience". In addition to the lack of training and experience on gender, some of the interviewees have indicated that DAs do not consider addressing gender issues as part of their work and as a result there is a lack of responsibility and accountability in the work that address women's needs.

Explaining about the activities of Rural Women's Team, one of the desk heads from Woreda said, "What the Team focus on is preparation of balanced nutrition, home management, and may be HIV/AIDS and reproductive health." Therefore, even the existence of Rural Women's Extension Team does not ensure that gender issues are taken care of. Furthermore, the Rural Women’s Teams encounter severe shortage of staff. Explaining about the problems of staff shortage, one of the interviewees explained, "... it is difficult to cover 27 Kebeles with two only staff."

Whatever little is done by Rural Women’s Extension Team gets marginalized when it goes down to Kebele level. "When the activities of the Rural Women’s Extension Team go down to Kebele, the sense of ownership is lost. Those DAs working at Kebele level are from crop production, animal husbandry, and natural resources. When a discussion is held with them about undertaking the activities that
address women’s needs, their response is that it is not their responsibility.” This unavailability of a responsible person to work on gender will lead to lack of accountability, thereby marginalizing the gender issue. Lack of capacity also hinders the Rural Women’s Extension Team from coordinating their work with other teams in order to mainstream gender. One of the Desk heads reported, “During planning the Rural Women’s Team submits the plan to concerned desks, but there is no coordination as there is lack of human resources and transport”.

In addition to all the problems surrounding the Rural Women’s Extension team, it was noted in the interviews that Rural Women’s Extension Team is being removed from the structure of the Office of Agriculture and Rural Development since, in Business Process Re-engineering, it was believed that the activities undertaken by the Team’s experts should be carried out by other experts working in the different teams or DAs. Though some argue that this creates an opportunity to mainstream gender, others have expressed their reservations.

In relation to the challenges of addressing gender, the data from the survey show that lack of awareness, knowledge, commitment, budget and expert to be the main problems in addressing gender. Table 7 below presents the data.

<table>
<thead>
<tr>
<th>Challenges in Addressing Gender</th>
<th>Zone</th>
<th></th>
<th>Woreda</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Freq.</td>
<td>%</td>
<td>Freq.</td>
<td>%</td>
</tr>
<tr>
<td>Lack of awareness</td>
<td>8</td>
<td>21.1</td>
<td>10</td>
<td>27.0</td>
</tr>
<tr>
<td>Lack of knowledge</td>
<td>1</td>
<td>2.7</td>
<td>1</td>
<td>2.7</td>
</tr>
<tr>
<td>Lack of commitment</td>
<td>1</td>
<td>2.6</td>
<td>1</td>
<td>2.7</td>
</tr>
<tr>
<td>Lack of gender expert</td>
<td>5</td>
<td>13.2</td>
<td>7</td>
<td>18.9</td>
</tr>
<tr>
<td>Lack of budget</td>
<td>4</td>
<td>10.5</td>
<td>1</td>
<td>2.7</td>
</tr>
<tr>
<td>Lack of awareness, commitment &amp; expert</td>
<td>9</td>
<td>23.7</td>
<td>6</td>
<td>16.2</td>
</tr>
<tr>
<td>Lack of awareness, knowledge commitment &amp; budget</td>
<td>7</td>
<td>18.4</td>
<td>3</td>
<td>8.1</td>
</tr>
<tr>
<td>Lack of awareness, knowledge &amp; budget</td>
<td>3</td>
<td>7.8</td>
<td>8</td>
<td>21.6</td>
</tr>
<tr>
<td>Total</td>
<td>38</td>
<td>100.0</td>
<td>37</td>
<td>100.0</td>
</tr>
</tbody>
</table>
As can be seen from the table, a combination of the different factors works together to sideline the gender issues, and the problem most frequently mentioned is lack of awareness. In relation to this an interviewee explained, "... even among the educated individuals there is the attitude that women are not capable. As a result we were not able to achieve what we set out to do. When we request that gender or women’s issues be included in their plans they resist stating that gender issues need to be addressed in our own plans". Many more challenges were mentioned. One of the office heads explained that lack of commitment; budget, transport, women’s economic dependence on men, and their lack of self-confidence were challenges that are observed in their zone. The lack of affirmative action during recruitment and the unavailability of sufficient number of women to participate in meetings were also raised as issues.

Even when there is a structure or directive that clearly shows what needs to be done to address gender issues, implementation has been a challenge. A head of Women’s Affairs Office from one of the Zones explained, "There is Development and Change Package of Ethiopian Women, which outlines a number of activities that need to be done in each sector in order to mainstream gender. A copy of this document is available in each sector office, and each sector is expected to submit the plan to our office. They are also expected to report on their plan. However, this is not done since there is still lack of awareness". Reiterating this, an expert working in Women’s Affairs Office in one of the Woredas explained that among the 17 offices requested to implement the Package only 4 offices had responded.

In addition to what is seen on the table, the findings from the qualitative data indicated that the problem of budget to address gender at Woreda level is especially serious. One of the interviewees pointed out, "The lack of budget is especially serious at Woreda level. There is no budget to hire experts". Another interviewee also reiterated, "There is no budget allocated for addressing gender/women’s issues specifically. It is assumed that women benefit from the services planned for the entire community. If they do not happen to have money for advance payment or registration, they lose opportunities". The lack of experts aggravates the problem of funding as the ability to secure funding from government depends on the capacity of heads or employees working in Women’s Affairs Offices. A head of Women’s Affairs Office in one of the Zones explained, "Since head of Women’s Affairs are members of the
Woreda Cabinet they need to present a realistic and practical plan to convince the cabinet to allocate sufficient budgets for their activities.” However, according to an FGD held with female experts in one Woreda, this seems to be a challenging endeavor, because of the capacity of heads of Women’s Affairs Offices, the underrepresentation of women in the cabinet and lack of awareness and commitment of other cabinet members.

The other challenge relates to the availability of necessary data; availability of sex disaggregated data is a pre-condition to address, and in general to mainstream gender. Sex disaggregated data help to identify gaps that need to be addressed and that require special attention. It is also an important input in monitoring and following as well as measuring progress. According to the data, one of the problems observed is the lack of disaggregated data. One of the interviewee said, “... our report format does not show specifically the number of men and women who participated in the different activities”. Similarly, the coordinator of the Agricultural Technology Provision and Extension Services from one of the Zones explained, “All those activities carried out under different packages are reported simply as done for farmers in general; no report is submitted that indicates how many male and female farmers benefited from our services. This is because we do not have a team working on women”.

An inquiry was also made about the availability of a strategy to address gender issues. The findings are summarized in Table 8 below.
Table 8: Strategies to Address Gender at Zone Level

<table>
<thead>
<tr>
<th>Strategies</th>
<th>Zone</th>
<th></th>
<th>%</th>
<th>Woreda</th>
<th></th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>No Strategy</td>
<td>6</td>
<td>15.8</td>
<td></td>
<td>7</td>
<td>18.9</td>
<td></td>
</tr>
<tr>
<td>Looking at Plans</td>
<td>2</td>
<td>5.3</td>
<td></td>
<td>1</td>
<td>2.7</td>
<td></td>
</tr>
<tr>
<td>Looking at Plans and Reports</td>
<td>3</td>
<td>7.9</td>
<td></td>
<td>3</td>
<td>8.1</td>
<td></td>
</tr>
<tr>
<td>Through extension health workers</td>
<td>3</td>
<td>7.9</td>
<td></td>
<td>2</td>
<td>5.4</td>
<td></td>
</tr>
<tr>
<td>Encouraging women to participate</td>
<td>9</td>
<td>23.7</td>
<td></td>
<td>5</td>
<td>13.5</td>
<td></td>
</tr>
<tr>
<td>Training</td>
<td>5</td>
<td>13.2</td>
<td></td>
<td>5</td>
<td>13.5</td>
<td></td>
</tr>
<tr>
<td>Through Women's Association</td>
<td>2</td>
<td>5.4</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Observation &amp; discussion</td>
<td>1</td>
<td>2.6</td>
<td></td>
<td>3</td>
<td>8.1</td>
<td></td>
</tr>
<tr>
<td>Considering gender in the distribution of</td>
<td>1</td>
<td>2.6</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>resources and services</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Through the gender expert</td>
<td>2</td>
<td>5.3</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Depends on the context</td>
<td>1</td>
<td>2.6</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Needs Assessment</td>
<td>-</td>
<td>-</td>
<td></td>
<td>2</td>
<td>5.4</td>
<td></td>
</tr>
<tr>
<td>Through Women's Affairs Office</td>
<td>-</td>
<td>-</td>
<td></td>
<td>1</td>
<td>2.7</td>
<td></td>
</tr>
<tr>
<td>Talking to Communities</td>
<td>-</td>
<td>-</td>
<td></td>
<td>2</td>
<td>5.4</td>
<td></td>
</tr>
<tr>
<td>Not stated</td>
<td>5</td>
<td>13.2</td>
<td></td>
<td>4</td>
<td>10.8</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>38</td>
<td>100.0</td>
<td></td>
<td>37</td>
<td>100.0</td>
<td></td>
</tr>
</tbody>
</table>

The table shows that offices do not have a standard or agreed upon strategy to address gender issues, and some of the strategies mentioned have not been effective. For example, though many of the survey respondents said that encouraging women to participate is a major strategy, it was reiterated in the interviews that women's participation is insignificant. One of the experts from Woreda said, "We try to address women's concerns through female committee members, however, the participation of female committee members is negligible."

In relation to Women’s Affairs Offices, in principle they play a role of guiding, coordinating and monitoring the mainstreaming of gender in the different sectors. However, the findings show that these Offices at Woreda level are very weak and lack capacity. A head of Office of Agriculture and Rural Development explained that it should have been the Women’s Affairs Office that would equip other sectors with knowledge and skills to mainstream gender, but there is a
serious lack of capacity. Supporting this contention, an employee of one of Women’s Affairs Office in Woreda indicated, “The Woreda Women’s Affairs does not have an office of its own. Both the office head and the vice head sit at one table, furthermore it does not have the required number of staff.”

In addition, it appears that there is no clear line of responsibilities among the different bodies working on women/gender. Both the survey and the interviews show that Women’s Affairs Offices are engaged in implementing activities in social, economic and political spheres, such as education, health, microfinance and environment. In some cases, this has created misunderstandings and conflicts. One of the interviewees from a sector office explained, “Since experts in Women’s Affairs Office are not professionals in the sectors, disagreements have arisen when they go down and try to implement development activities. When we say something, they respond in another way. Since conflicts are created, we came back without carrying out our plans.”

There are also structural issues that constrain the processes of addressing gender issues. One is that in SNNPR HIV/AIDS and Gender are the responsibilities of one team or desk. In such circumstances gender issues do not receive the attention they deserve. One of the Office heads explained that one focal person is assigned to both gender and HIV/AIDS, and work is mostly done in relation to HIV/AIDS issues. The other structural concern that was raised by some of the participants is that during the implementation of BPR the activities of rural women’s team would be redistributed to be undertaken by all teams working in the office, since gender activities are not considered as core activities.

In relation to the strategy used to ensure women’s benefit, many mentioned affirmative action. The table below summaries the responses from the survey.
Table: Strategies Used to Ensure Women’s Benefits

<table>
<thead>
<tr>
<th>Strategies to Benefit Women</th>
<th>Zone</th>
<th>Freq.</th>
<th>%</th>
<th>Woreda</th>
<th>Freq.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>No strategy</td>
<td></td>
<td>2</td>
<td>5.3</td>
<td></td>
<td>6</td>
<td>16.2</td>
</tr>
<tr>
<td>Principle of equal participation</td>
<td>10</td>
<td>26.3</td>
<td></td>
<td>7</td>
<td>18.9</td>
<td></td>
</tr>
<tr>
<td>Affirmative action</td>
<td></td>
<td>17</td>
<td>44.7</td>
<td></td>
<td>11</td>
<td>29.7</td>
</tr>
<tr>
<td>Merit based</td>
<td></td>
<td>2</td>
<td>5.3</td>
<td></td>
<td>2</td>
<td>5.4</td>
</tr>
<tr>
<td>Equal participation &amp; affirmative action</td>
<td>2</td>
<td>5.3</td>
<td></td>
<td>8</td>
<td>21.6</td>
<td></td>
</tr>
<tr>
<td>Equality, affirmative &amp; merit based</td>
<td>2</td>
<td>5.3</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Not stated</td>
<td></td>
<td>3</td>
<td>7.9</td>
<td></td>
<td>3</td>
<td>8.1</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>38</td>
<td>100.0</td>
<td></td>
<td>37</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Even with the claim that offices use principles of equal participation and affirmative action, it is difficult to engage women and make them beneficiaries. An interviewee from one of the zones said, “When we choose model farmers it is difficult to include women in the training because of the workload and because culturally the men are the heads of households”. One of the Woreda officers also indicated that the employment process takes into consideration only the qualification of applicants indicating that the implementation of affirmative action is not in place in all Woredas.

1.2.6 Conclusion and Recommendations

Conclusion
Ethiopia has made commitments that are expressed through various international instruments and national policies to promote gender equality. One area that has grabbed the attention of development experts is gender and environment. Environmental issues and gender is one of the 12 critical areas in the Beijing POA. ENDA Ethiopia, as an NGO working on environment has taken gender and environmental issues as one of its areas of focus. Accordingly, a number of activities have been undertaken, two of which are assessment of the status of gender and environmental issues in relevant sectors. As a continuation of these activities the current assessment has been undertaken to find out the capacity of Woredas in addressing gender issues in sectors related to environment.
Regarding the working relation of Region, Zones and Woredas, the findings show that the link among Region-Zone-Woreda focus on planning, monitoring and reporting, and the provision of technical support by Region to Zones, and by Zones to Woredas under them. However, there is a lack of common understanding of roles of each party. For example, despite the devolution of power to Woredas, Woredas expect a lot more support from Zones as well as the region, and Zones, on the other hand, claim that they do not have much to offer since Woredas are given autonomy, and their formal ties are loose.

Communication between Woredas and Zones, in many cases, suffers because of lack of budget, human resources, infrastructure and facilities. There is also the feeling that resources are still highly concentrated at Region level, and needs to be brought down for implementation of development activities.

In relation to capacity, it is revealed that human resources at Woreda level is less, in number and qualification, than the desired due to lack of experience of staff, high turnover, as well as unfilled positions. The findings clearly show that the personnel at Woreda level are mostly young and inexperienced.

Despite the awareness of the need to involve communities, there is no common strategy that woreda offices use to involve communities. A variety of means are mentioned including information from DA’s, community elders, and Kebeles. There were also a few respondents who mentioned that there isn’t a strategy.

The constraints are even severe, when looking at the extensive work required addressing gender issues. There is a serious lack of trained and experienced personnel. The level of knowledge and skills required to address gender issues is has not been met, especially at Woreda level as employees are mostly young recent graduates.

There is a lack of awareness of gender issues and readiness to address gender issues by desks or teams in the different sector offices. For example, in the Office of Agriculture and Rural Development all tasks related to gender are pushed to the Rural Women’s Extension Team, and experts in other offices or desks as well as DAs. DAs are not committed, and do not have sufficient capacity to address gender issues in their activities. In addition to the lack of capacity in terms of human resources as well as knowledge and skills about gender issues,
there is a lack of coordination of activities with Rural Women's Extension team, which negatively impacts whatever little is planned.

Efforts to mainstream gender are met with resistance as manifested by many offices who failed to submit their work plans to the Office of Women's Affairs to ensure the implementation of the Development and Change Package of Ethiopian Women.

There is a lack of understanding of the roles of Women's Affairs Offices and others working in the different sectors in terms of gender mainstreaming. Sometimes conflicts arise when Women's Affairs Offices actually involve themselves in implementation instead of guiding, facilitating and coordinating the gender mainstreaming process.

Most of the offices at Zone level have neither a gender expert nor a gender focal person. They also suffer from lack of budget to address gender issues. Therefore, in all sectors related to environment, the process of addressing gender is very negligible.

There is a lack of strategy in involving women in development activities, which is one aspect of gender mainstreaming, and a lack of strategy to ensure women's benefit. Under this situation, it can be concluded that gender mainstreaming in general, and relating gender and environmental issues to integrate them in their respective sectors in particular, is not faring well in the Zones and Woredas covered in the assessment.

**Recommendations**

Based on the data the following recommendations are forwarded in order to address some of the issues that came out:

- Ensure clear understanding by Regional Bureaus, and Zonal and Woreda Offices about the structures of decentralization and the roles and responsibilities of each in implementing development activities through various means including discussion of the issue in the quarterly or annual meetings.

- Build the capacity of Women’s Affairs Offices in all Woredas to enable them to initiate, guide and coordinate the gender mainstreaming process in sector offices.

- Awareness raising efforts should be made to ensure that all staff members understand the importance of addressing gender in their respective sectors, highlighting the link between gender and environmental issues.
• Gender mainstreaming training should be provided to all employees of relevant sectors at Region, Zone, Woreda and Kebele levels since mainstreaming requires efforts from all involved and both men and women need to work together to solve problems related to gender.

• The activities of Rural Women’s Extension Team should be mainstreaming in order to carry out the activities that address women’s issues since the Team lack capacity to get involved in all areas.

• Clarify the duties and responsibilities of Regional Bureaus, Zone and Woreda Offices and Women’s Affairs Bureaus to smoothen the working relationship, to minimize conflict and avoid duplication of activities.

• Create the understanding that addressing gender issues is a serious task that requires attention and commitment right from Bureaus to Farmer Training Centers (FTCs). Furthermore, just like other activities it needs support and supervision at every level. It is not something that is done by only one desk or expert.
References


Part - II

ENDA – Ethiopia’s Interventions Based on Assessment Results

Capacity Building Workshops and Workshop Materials

Based on the outcome of the assessments, ENDA-Ethiopia organized two training workshops for relevant employees of sectors covered in the assessment and other additional stakeholders. The first workshop focused on the discussion of environmental issues, the relation of gender and environment, and national and international instruments that Ethiopia is committed to in relation to gender and environment. The second workshop was on gender mainstreaming in environment related areas and systems of monitoring and evaluation.

The materials used and/or distributed during the workshops including a training module for gender mainstreaming in environmental activities, a note on gender and environment, and a paper on Environment and Sustainable Development in Ethiopia are presented in this section.
2.1.  A Module on Gender/Gender Mainstreaming in Environmental Issues

2.1.1 Introduction
This part has three units that deliberate on: Gender Analysis; Gender Mainstreaming and Monitoring and Evaluation. In all the sections, attempts are made to link the issues of gender and environment, and to use related illustrations.

The Gender Analysis section explains what gender analysis means and looks at two of the gender analysis frameworks.

The Gender Mainstreaming section deals with the implication of gender mainstreaming on policies and structures. It further explains gender issues that need to be considered at various cycles of a project.

The Monitoring and Evaluation section touches upon the concepts of monitoring and evaluations and the various procedures that can be followed in undertaking M & E.

The module covers various concepts and approaches since it is thought that it could be used as a resource for possible trainings that participants might conduct in the future.
2.1.2 Gender Analysis

Objectives:

At the end of this session, participants will be able to:

- Define the concept of Gender Analysis;
- Discuss the various gender analysis frameworks;
- Use the Harvard Analytical Framework in their respective sectors; and
- Read more to be able to learn about and use other frameworks.

Gender equality is a prerequisite for national development, that is, for development to occur both men and women must have equal access to resources and the benefits of development. Gender analysis tries to discover how being a man or a woman affects the very foundations of social organization. It shows how gender issues are related to the development process.

Gender analysis is an integral part of a project; it should be integrated in the planning, implementing and monitoring of a project. The aim of gender analysis is that both men and women participate equally according to their needs and potentials.

Some of the questions raised during gender analysis include:

- Who plays which role in the family, society and in a specific group?
- Who does what?
- Who has what?
- What factors influence gender arrangement in the society?
- Who gets what in development projects?

There are a number of tools that are used to answer the above and other related questions and one of them is Harvard Analytical Framework. The Harvard Analytical Framework is often referred to as the Gender Roles Framework or Gender Analysis Framework. It is one among many designed for gender analysis.

Gender Analysis Frameworks are designed with the aim of helping planners design projects with efficient and equitable resource allocations. The Harvard Analytical Framework has four components: the Activity Profile, the Access and Control Profile, Analysis of Factors Influencing Activities, Access, and Control, and Project Cycle Analysis.
Activity Profile

Under Activity Profile all the activities of men and women will be listed down. How detailed and specific the listing should be depends on the relevance of those activities to the planned project. All categories of women's activities, i.e. productive, reproductive, and if relevant community activities need to be included in the listing (Please see Appendix II for samples of tables one could use for Activity Profile and Access and Control Profile).

Who undertakes the activities need to be further classified by age; whether the activities are taken by the female child or male child, female adult or male adult, or female elderly or male elderly need to be specified. Whenever necessary time allocation could give important information for project planners and how and with whom the activities are carried out could give relevant information. Activity locus specifies where the activity is carried out: at home, in the field, or outside the community, tells how mobile women are and how the project could be delivered.

Access and Control Profile

It should be noted that there is a difference between access and control. Access to resources such as land, water, forest, and others acquired from the environment does not necessarily imply the power to control resources. Control means having a determining power. There is also a difference “between access to and control over the use of resources, on the one hand, and access to and control over the benefits derived from the mobilization of resources” (Overholt, Anderson, Cloud, and Austin, 1985, p. 7). There are examples where women have full access to work on the family plot without having a say on how to use their products. Control on the other hand implies that one determines how to use and distribute the resources. Analysis of access and control shows an assessment of the relative power of members of the society that would feed into project planning to benefit women and other target groups more.

Analysis of Factors Influencing Activities, Access, and Control

Some of the factors that influence activities, access, and control include:

- Economic condition such as poverty;
- Demographic factors like migration and mortality;
- National policies such as land proclamation, environmental policies, and other legal instruments;
- Socio-cultural factors including early marriage and abduction;
- Community norms like religious beliefs;
- Training and education; and
- Political situation like war.

Specifying these factors would help in identifying which factors will facilitate or constrain the project and it would also assist in minimizing the constraints and maximizing the facilitating factors.

**Project Cycle Analysis**

The main activity in Project Cycle Analysis is to ask which activities will be affected by the project and how the issues of access and control relate to the project. In project identification stage, attempts should be made to analyze the benefits women can get, the constraints for women’s involvement in the project and possible negative outcomes of the project for women. In the design stage, questions related to the impact of the project on women’s activities and their access to and control over resources need to be raised. At the project implementation stage questions concerning the relationship of women to the project area, personnel, structures and other relevant questions will be raised.

As indicated earlier, Harvard Analytical Framework is one among many. Another example could be a Gender Analytical Framework developed for beneficiary groups. This framework is designed by combining several commonly used gender planning frameworks and sustainable livelihood analysis. The framework is shown below.

**Gender Analytical Framework**

<table>
<thead>
<tr>
<th>Category of Inquiry</th>
<th>Issues to be Considered</th>
</tr>
</thead>
<tbody>
<tr>
<td>Roles and responsibilities</td>
<td>• Productive roles (paid work, self-employment, and subsistence production</td>
</tr>
<tr>
<td></td>
<td>• Reproductive roles (domestic work, childcare and care of the sick and elderly)</td>
</tr>
<tr>
<td></td>
<td>• Community participation/self-help (voluntary work for the benefit of the community as a whole)</td>
</tr>
<tr>
<td></td>
<td>• Community politics (representation/decision making on</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Assets</td>
<td>behalf of the community as a whole</td>
</tr>
<tr>
<td>--------</td>
<td>----------------------------------</td>
</tr>
<tr>
<td>• What livelihood assets/opportunities do men and women have access to?</td>
<td>• Human assets (e.g. health services, education, knowledge and skills)</td>
</tr>
<tr>
<td>• What constraints do they face?</td>
<td>• Natural assets (e.g. land, water, forest resources)</td>
</tr>
</tbody>
</table>

Power and decision-making
- What decision-making do men and/or women participate in?
- What decision-making do men/women usually control (able to make decisions)?
- What constraints do they face?

<table>
<thead>
<tr>
<th>Power and decision-making</th>
<th>Needs, priorities and perspectives</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Household level (e.g. decisions over household expenditure)</td>
<td>• “practical” gender needs (needs arising in the context of the existing gender role/assets)</td>
</tr>
<tr>
<td>• Community level (e.g. decision on the management of resources and services)</td>
<td>• “strategic” gender needs (i.e. requiring changes to existing gender roles/assets to create greater equality of influence, opportunity and benefit; e.g. increasing women’s access to decision making)</td>
</tr>
<tr>
<td>• Local government level</td>
<td>• Perspectives on improved services and delivery systems such as prioritized services; choice of technology; location, type and cost of services; systems of operation, management and maintenance etc.</td>
</tr>
<tr>
<td>• National government level</td>
<td></td>
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</tbody>
</table>

Needs, priorities and perspectives
- What are women’s and men’s needs and priorities?
- What perspectives do they have on appropriate and sustainable ways of addressing their needs?

<table>
<thead>
<tr>
<th>Needs, priorities and perspectives</th>
<th>End of Session Exercise</th>
</tr>
</thead>
<tbody>
<tr>
<td>• “practical” gender needs (needs arising in the context of the existing gender role/assets)</td>
<td>Participants will be required to break into five or six groups depending on the size of the entire group. They will be asked to come up with an actual project related to environment on which they are working on, or a hypothetical project which they will be likely to work on in the future and undertake gender analysis using the Harvard Analytical Framework. The outcome of the exercise will be shared with the rest of the group at a plenary.</td>
</tr>
<tr>
<td>• “strategic” gender needs (i.e. requiring changes to existing gender roles/assets to create greater equality of influence, opportunity and benefit; e.g. increasing women’s access to decision making)</td>
<td></td>
</tr>
<tr>
<td>• Perspectives on improved services and delivery systems such as prioritized services; choice of technology; location, type and cost of services; systems of operation, management and maintenance etc.</td>
<td></td>
</tr>
</tbody>
</table>

2.1.3 Gender Mainstreaming

Objectives:

At the end of this session, participants will be able to:

- Understand the concept of gender mainstreaming;
- Discuss the difference in analysis of women’s problems in the earlier approach and the current thinking;
- Define the concept of mainstream, its two components, and how these determine resource distributions;
- Explain the concept of gender mainstreaming; and
- Mainstream gender in a project using the major steps highlighted in the discussion.

The main strategy utilized to facilitate gender equality is “gender mainstreaming”. The term “gender mainstreaming” came into widespread use with the adoption of the Beijing Platform for Action in 1995. Gender mainstreaming serves to highlight an important lesson acquired from slow progress in achieving real change in the situation of women despite efforts over two decades, that is, the fact that significant change cannot be achieved by adding marginal programs for women.

<table>
<thead>
<tr>
<th>SHIFT IN THE UNDERSTANDING OF THE PROBLEM</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>EARLY APPROACHES (WID)</strong></td>
</tr>
<tr>
<td><strong>Analysis:</strong></td>
</tr>
<tr>
<td>women left out</td>
</tr>
<tr>
<td>women lack:</td>
</tr>
<tr>
<td>► education</td>
</tr>
<tr>
<td>► training</td>
</tr>
<tr>
<td>► credit</td>
</tr>
<tr>
<td>► self-esteem</td>
</tr>
<tr>
<td><strong>Problem:</strong> women</td>
</tr>
<tr>
<td><strong>Approach:</strong></td>
</tr>
<tr>
<td>women must change their attributes to be integrated into development</td>
</tr>
</tbody>
</table>

summarized above, early approaches to address the disadvantaged position of women focused on what women lacked – the implicit
assumption here is that the problem is with women, and thus women need to change women’s situation to enable them to benefit from development. Also associated with this approach was the idea that women were left out of development and needed to be integrated into it. Equality activists and researchers, on the other hand, argued and demonstrated that women were not left out of development – they were fully integrated into society and development, and indeed their work (in both the market place and the household) were critical to sustaining the economy. The problem was not lack of integration into development, but inequality between women and men in the reward, incentives and terms of integration – and the social process and institutions that recreated that inequality (Boserup, 1970). Rather than considering women in isolation, we must take account of the broader context of their lives in the family, economy and society and the way in which society and institutions through their values and practices reinforce and recreate inequality between women and men.

A mainstreaming strategy therefore emphasizes systematic attention to gender equality issues in organization policies, practices and programs with the aim of attaining gender equality.

In mainstreaming development is facilitated through:

- Emphasis on reshaping the mainstream rather than adding activities for women at the margin. In the context of environment this could include changing policies dealing with land, forest and other environmental resources to ensure that women are made equal beneficiaries of these resources; to allocate budgets that will help conduct activities that would bring about gender equality such as gender mainstreaming.
- Focus on gender equality as an objective, rather than women as a target group.
- Ensure that initiatives not only respond to gender differences but seek to reduce gender inequality.
- More attention to men and their role in creating a more equal society.

What is the mainstream?

- Interrelated set of ideas and development directions, and the decisions or actions taken in accordance with those.

The mainstream has two aspects:
• Ideas (theories and assumptions): For example the traditional view that a man is the bread winner and women are dependent on men could be a predominant assumption in certain groups of the society.

• Practices (decisions and actions): This assumption may lead to the practice of depriving women of land and other resources acquired from the environment.

Mainstream ideas and practices determine who gets what and provides a rationale for allocation of resources. The mainstream idea that women's prior responsibility is the family, and the profession they take up should be related to their care taking roles discourages them from taking scientific and technical education (by parents and teachers), because these are believed to be fields more suited to boys and men.

Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated [The United Nations Economic and Social Council (ECOSOC), 1977]. The ultimate goal is to achieve gender equality. It takes into account gender equality concerns (men's and women's), concerns in all policy, programs, projects and organizational procedures thereby contributing to gender balances/equality.

Mainstreaming implies re-evaluation of current policy. Inquiries have to be made as to what types of projects will benefit women as well as men. The policy has to be scrutinized: what kind of development is promoted; and does it respond to the wishes, needs and interests of women? It should not be taken for granted that women and men have common interests. In fact, a man and a woman living under one roof can have different and at times conflicting interests. Mainstreaming presupposes that any program or any project is initiated with the awareness that we live in a gendered world, and that the concept of gender is relational, pointing at male-female relations in production and reproduction. This implies that changes for women will consequently require changes for men. The environmental resources held by men should be somehow redistributed to include women.
A checklist would be useful for mainstreaming gender in programs, and there are varied types of checklists developed by different organizations including the ILO. The following could be some of the issues that need to be included in the checklist:

1. Have gender issues relevant to each project/program, including gender impact and anticipated outcomes, been systematically identified, and updated as appropriate?

2. How far has staff members informed themselves substantively of the gender dimensions of the development problem(s) to be solved?

3. How far have individuals with knowledge and experience of gender mainstreaming participated in project identification, formulation and appraisal?

4. Do the terms of reference of project/program formulation reflect a requirement of relevant gender knowledge and experience?

5. Have women been consulted equally with men during the formulation process, especially female beneficiaries?

6. Have gender-related linkages with other projects and programs been identified and incorporated in documentation?

7. Has all background information been disaggregated by age, sex, and ethnic origin? In the context of environment, issues of ownership of land, beneficiaries of water resources including irrigations and dams, forests, benefits from extension services, membership in committees, decision making roles, and participation in cooperatives organized around environmental resources are some of the issues that need attention.

8. Have relevant gender issues been raised at project appraisal meetings, ensuring discussion of the impact of the project on gender equality in the program?

9. Have all possible steps been taken to ensure gender balance in project staff?

10. Has gender balance in project training been ensured?

11. How far has gender balance among participants in all project meetings been attained?

12. Do final project reports systematically identify gender gaps and gender-related project successes?
13. Do program staffs monitor project disbursements to ensure that inputs are used in such a way as to ensure equality of outcome for both women and men project/program beneficiaries?

14. Do program staffs review the draft evaluation report to ensure that gender-related successes and challenges in the project/program are reflected?

15. Does program staff understand and apply indicators of success?

Mainstreaming in a Project

(a) Problem Identification or Coming Up with Project Ideas

In relation to identifying and planning projects, all community members need to be involved; they need to appreciate the importance of the project and develop a sense of ownership. Developing a sense of ownership is one of the important factors that will help the sustainability of development projects.

Implementers need to make sure that all women in the community are participating actively and their opinions heard and represented in decision-making. One group of women is female heads of households. We need to ensure that women are invited to meetings and discuss project ideas and are actively involved in the planning process.

Opinions and ideas of women living in male-headed households are often overlooked. There is a faulty assumption that the household contains individuals who have similar interests. However, a lot of times observations have shown that men and women living as a couple can have different and sometimes conflicting interests. Therefore, in order to ensure gender equality in decision making on issues affecting the lives of men and women, steps should be taken to make sure that consultations are made with both women and men about upcoming projects. One measure could be discussing the issue with men and women separately.

(b) Program Formulation

Program formulation takes into account several considerations. One of these is formulation of program objective. Similar to identifying problems and discussing project ideas, one has to make sure that women participate equally, their concerns raised, and their voice represented. At this stage, a few things should be clear right from the outset:
- How is the program benefiting men and women?
- What is the involvement of women in decision-making? It was found out in several evaluative studies that even when women participate in meetings, men usually make the decision. It was also observed that women are not involved in committees that have decision-making powers.

The other consideration in program formulation is the labor input of men and women, and how their contribution affects their benefits and their day-to-day lives. Some of the questions to be asked include:
- What is the labor contribution of men and women?
- Does the labor input arrangement overburden women?

We have to take into consideration the reproductive, productive and community activities of women. In cases where the program overburdens women program, planners must come up with a way of redistributing roles.

Other concerns that need to be raised include timing and place where the activities are undertaken.
- Does the activity take place far away from the village?
- How does that affect women and men?
- When is the activity performed?
- Is the time suitable for both women and men?
All these need to be considered in the identification and outlining of project activities.

(c) Program Implementation

One of the important inputs in program implementation is personnel. In relation to this, we have to ask:
- Whether personnel and supporting staff are familiar with gender issues. If not, we have to make sure that a gender expert is involved in both the planning and implementation of programs.
- Whether staff is sensitive and open enough to seek women’s input.
- Whether female staff is available for technical and administrative positions. Having female staff in technical and administrative positions will help to look at problems from both men’s and women’s perspective.
• Whether or not programs satisfy the needs of men and women. Here the issues of PGNs and SGNs need to be clearly analyzed and determined at the outset.

The other issue to be considered under program implementation is the availability of an information system that will allow assessing the effects of the project on women. The information gathered for the evaluation will be looked at against the data collected during gender analysis prior to the start of the project to see the changes in the improvement of the lives of both men and women. In order to evaluate the project in terms of changes brought about in the lives of both sexes, collection of sex-disaggregated data is essential.

(d) Program Monitoring and Evaluation

In program evaluation, the activities undertaken during the implementation period will be looked at critically against the program objectives. Program objectives can be concretized using simple indicators that are prepared at the start of the project. The preparation of indicators after listing out clear objectives will make the evaluation process clear and practical.

An important aspect of monitoring and evaluation is collection of data. Data should be collected frequently enough to enable necessary adjustment of plans and activities, whenever adjustment is needed. Program adjustment presupposes timely feedback of information to program personnel and beneficiaries. The perception and evaluation of women as well as men is important in the evaluation process. Therefore, we have to ensure that women are involved in the collection and interpretation of data. One of the purposes of evaluation is to use the output in the preparation of a guideline in the design of future projects. Therefore, data need to be properly processed and analyzed.

As indicated earlier, an important factor that will help in measuring gender equality is collection of sex-disaggregated data. Acquiring sex-disaggregated data helps to show the number of employees in the project; how many men and how many women; and at what level they are working and how many beneficiaries and how many of them are women.
End of Session Exercise

Participants will be required to go back to their previous groups to mainstream gender on the projects that they have picked up for the gender analysis exercise. They are required to follow the various steps of gender mainstreaming discussed in this session. The outcome of the exercise will be shared with the rest of the group at a plenary.

2.1.4 Monitoring and Evaluation

Objectives:

At the end of this session, participants will be able to:

- Understand the concept of monitoring and evaluation;
- Know the purposes of monitoring and evaluation;
- Discuss the difference between monitoring and evaluation;
- Elaborate the different issues or steps that need to be considered in monitoring and evaluation; and
- Develop a monitoring and evaluation scheme and apply in a project they are engaged in.

Monitoring and Evaluation have both commonalities and differences. Monitoring is regular and periodic, while evaluation is episodic. Monitoring focuses on the programs itself, while evaluation is undertaken to assess the program in relation to the development problems to be solved. Monitoring is undertaken by program officers, community workers or donors, while evaluation can be undertaken by program officers, community workers or donors as well as external evaluators.

Monitoring and evaluation involves a regular, systematic collection and analysis of information to track the progress of a project. Monitoring and evaluation helps to follow up whether the project is moving on the right track; ensure effective and efficient use of resources; and assess the extent to which the project has had the desired impact. Monitoring and evaluation is done at all levels, and uses both formal reporting and informal communication.
Monitoring and evaluation can have two perspectives: input and activities assessing or impact assessing. Impact focuses on the end results or the outcomes of the work. It looks at the use of project inputs by the target groups, the resulting direct benefit accruing to the target group and any unintended positive and negative impact of the project.

Important components in monitoring and evaluation are gender specific goals, activities and indicators. Gender specific indicators help us to answer the following questions:

- What impacts had the project on women and men, respectively?
- Which impacts touch upon practical and strategic gender needs and interests?
- To what extent are project inputs geared to men and women, and how are they used by the two groups?

For example, in relation to a project that is formulated to enable communities to use forest resources efficiently and in a sustainable manner, some of the issues we need to consider are:

- Access to and control of forest resources men and women have (information from gender analysis), which informs the project objectives and helps in the setting of indicators;
- The objectives of the project in increasing access and control to both women and men, and how they both benefit equally and equitably;
- Practical gender needs such as the provision of fuel wood in sustainable manner, the use of forest honey and wild coffee; strategic gender needs like skills training leading to income generation, which economically empowers women, and getting organized for unity of action, which adds to social and political empowerment;
- The contribution of women and men to the project;
- The activities each perform in the project; and
- Sex disaggregated indicators that are derived from the project objectives.

In the attempt to investigate the above issues both primary and secondary sources of information could be consulted. Primary sources could be questionnaires, structured interviews, Focus Group Discussions (FGDs). The use of other methods such as Participatory Rapid Appraisal (PRA) is highly favored because of their capacity to empower different groups.
including women to share their opinions. Secondary sources could be project documents, reports, and other relevant documents.

Monitoring and evaluation requires a system that is integrated in the project right from the very beginning. There are a number of issues that should be given attention:

- Stakeholders need to agree upon performance outcome. Performance outcome is the likely or achieved short-term and medium-term effects of an intervention output. Outcome performance clearly portrays what an achievement of project objectives would look like. For example, enabling a certain number of women and men to get engaged in income generating activities using the skills they have acquired in making bamboo furniture. Setting and agreeing on outcome indicators requires stakeholders to understand where they are going; why they are going there; and how they know that they are there (Warinda, 2005).

- Outcomes need to be disaggregated by sex in order to capture improvements in different areas;

- Key performance indicators need to be selected. Indicators are qualitative and quantitative variables that provide a simple and reliable means to measure achievement, to show the changes related to an intervention, or to help assess the performance of a project against its objectives. In relation to the example given in bullet number one, percentage of women and men who take the skills training and percentage of women and men who initiated income generating activities could be two of the indicators. These indicators should be based on the outcome of gender analysis, which serves as a baseline, and the impact should be assessed in relation to the changes made due to the project.

- There needs to be an information system which helps in the gathering of data to be used for monitoring and evaluation purposes. The system should take into consideration the different sources of information on the project at all levels, as well as use various ways to gather the data. It should be ensured that information is gathered from both women and men stakeholders, including beneficiaries.

- The monitoring and evaluation report should contain both qualitative and quantitative information well analyzed and described, with clear identification of successes and challenges to be fed into the next project cycle.
End of Session Exercise

Participants will be required to prepare their organization's 3 month action plan. They will be required to develop a monitoring and evaluation scheme that could be used to monitor and evaluate their respective plan. The outcome of the exercise will be shared with the rest of the group at a plenary. (See guiding points below)

Issues to be Considered in Action Plan Development

- How do we mainstream gender in policies, plan, programs, budgeting etc? Our action plan should contribute towards these.
- Gender means both men and women; therefore focusing only on women will not bring a change since the work needs to be done in collaboration with men.
- Indicators are specific accomplishments that help in measuring the success of activities. Therefore, it should be specific. For example, if 1780 individual are trained. How many are women and how many are men?
- List of activities need to be clear and specific. The what, how and with whom should be very clear.
- The monitoring and evaluation schemes must be clear and in place.
References


2.1.5 Appendices

Appendix I – WARM UP EXERCISE

Instruction

Roles that are taken by men or women are listed in the example below. Please read each one of them and put a percentage under ‘men’, and ‘women’ indicating the extent of the roles undertaken by each.

<table>
<thead>
<tr>
<th>Activities</th>
<th>Who Perform</th>
<th>Degree/Weight (work load)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
</tr>
<tr>
<td>identification of mining area</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Digging</td>
<td></td>
<td></td>
</tr>
<tr>
<td>transportation of Soil</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Washing / purifying</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Marketing</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• identification of potential</td>
<td></td>
<td></td>
</tr>
<tr>
<td>buyers</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• price negotiation</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• income utilization</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
**Instruction**

Activities that are taken by men or women are listed in the table below. Please read each one of them and put a check mark under ‘men’, if you think that the activity is undertaken by men and place the check mark under ‘women’ if you believe that the activity is undertaken by women.

**Activities**
The activity focused in relation to natural *forest resource*

<table>
<thead>
<tr>
<th>No.</th>
<th>Activities</th>
<th>Responsible</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Female</td>
<td>Male</td>
</tr>
<tr>
<td>1</td>
<td>Collecting fuel wood</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Forest</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>Preparing forest woods for different work</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Charcoal preparation</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Forest coffee</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>Forest coffee harvesting</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>7</td>
<td>Forest coffee preparation</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Drying</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Pulping</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Separating</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>8</td>
<td>Forest honey harvesting</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>9</td>
<td>Have beehive in the forest</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>10</td>
<td>Collecting traditional medicine</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>11</td>
<td>Harvesting forest/natural spices</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>12</td>
<td>Conserving forest biodiversity</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>13</td>
<td>Hunting</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>14</td>
<td>Marketing forest products</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Charcoal</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td></td>
<td>Fuel wood</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td></td>
<td>Coffee</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td></td>
<td>Honey</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td></td>
<td>spice</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Traditional medicine</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Hunting products</td>
<td>X</td>
<td></td>
</tr>
</tbody>
</table>
**Instruction**
Read the statements presented below, and put a check mark under 'Biological' and if you think that the statement has a biological nature and place the check mark under 'Social' if you believe that what is stated is social.

<table>
<thead>
<tr>
<th>No</th>
<th>Statement</th>
<th>Biological</th>
<th>Social</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Women give birth, men don’t.</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Little girls are gentle while boys are tough.</td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>3</td>
<td>In one case when a child brought up as a girl learned that he was actually a boy, his school grade improved dramatically.</td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>4</td>
<td>In Ethiopia women’s contribution in agricultural labor force is not considered as important as men’s because men plough and women do not.</td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>5</td>
<td>Women can breast feed babies.</td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>6</td>
<td>All building site workers in Ethiopia are men.</td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>7</td>
<td>In ancient Egypt men stayed at home and did weaving. Women handled family business and women inherited property and men did not.</td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>8</td>
<td>Men’s voice breaks at puberty, women’s does not.</td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>9</td>
<td>In one study of 224 cultures there were 5 in which men did all the cooking and 36 in which women did the entire house building.</td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>10</td>
<td>According to UN statistics women do 67 percent of the world’s work yet their earnings amount to only 10 percent of the world’s income.</td>
<td></td>
<td>X</td>
</tr>
</tbody>
</table>
## Appendix II - TABLES FOR HARVARD ANALYTICAL FRAMEWORK

### 2.1 Activity Profile

**Example:**

<table>
<thead>
<tr>
<th>Activity</th>
<th>FA</th>
<th>MA</th>
<th>FC</th>
<th>MC</th>
<th>FE</th>
<th>ME</th>
<th>Time/hrs</th>
<th>Locus/km</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Productive activity</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Agriculture</td>
<td>90</td>
<td>!!</td>
<td>10</td>
<td></td>
<td></td>
<td></td>
<td>8</td>
<td>5</td>
</tr>
<tr>
<td>Land Clearing</td>
<td>40</td>
<td>60</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>8</td>
<td>5</td>
</tr>
<tr>
<td>Sawing</td>
<td>30</td>
<td>70</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2</td>
<td>5</td>
</tr>
<tr>
<td>Weeding</td>
<td>50</td>
<td>20</td>
<td>15</td>
<td>15</td>
<td></td>
<td></td>
<td>10</td>
<td>5</td>
</tr>
<tr>
<td>Harvesting</td>
<td>40</td>
<td>30</td>
<td>15</td>
<td>15</td>
<td></td>
<td></td>
<td>10</td>
<td>5</td>
</tr>
<tr>
<td>Marketing</td>
<td>30</td>
<td>70</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>190</td>
<td>340</td>
<td>30</td>
<td>40</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Reproductive activity</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Food preparation</td>
<td>70</td>
<td>30</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>Water collecting</td>
<td>60</td>
<td>30</td>
<td>10</td>
<td></td>
<td></td>
<td></td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>Fuel wood collecting</td>
<td>50</td>
<td>25</td>
<td>25</td>
<td></td>
<td></td>
<td></td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>Family nurturing</td>
<td>70</td>
<td>30</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>House cleaning</td>
<td>70</td>
<td>30</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Milk and milk product</td>
<td>70</td>
<td>30</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>390</td>
<td>175</td>
<td>35</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Community activity</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ekub</td>
<td>10</td>
<td>90</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Edir</td>
<td>50</td>
<td>50</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>weed</td>
<td>50</td>
<td>50</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Debo</td>
<td>50</td>
<td>50</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>10</td>
<td></td>
</tr>
<tr>
<td>Community participation</td>
<td>50</td>
<td>30</td>
<td></td>
<td>10</td>
<td>10</td>
<td>2</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>210</td>
<td>270</td>
<td>10</td>
<td>10</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

FA = Female Adult  FC = Female Child  FE = Female Elderly  MA = Male Adult  MC = Male Child  ME = Male Elderly

### 2.2 Access and Control Profile

**Example:**
<table>
<thead>
<tr>
<th>Resource</th>
<th>Access (%)</th>
<th></th>
<th>Control (%)</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>M</td>
<td>F</td>
<td>M</td>
</tr>
<tr>
<td>Land</td>
<td>50</td>
<td>50</td>
<td>90</td>
<td>10</td>
</tr>
<tr>
<td>House hold properties</td>
<td>50</td>
<td>50</td>
<td>70</td>
<td>30</td>
</tr>
<tr>
<td>Domestic animals /cattle’s</td>
<td>50</td>
<td>50</td>
<td>70</td>
<td>30</td>
</tr>
<tr>
<td>Forest and forest products</td>
<td>80</td>
<td>20</td>
<td>90</td>
<td>10</td>
</tr>
</tbody>
</table>

Factors affecting access and control
- Religion
- Tradition
- Literacy
2.2 Notes on Gender and Environment

2.2.1 Introduction

Gender is fundamental in understanding human interactions with the environment. Three strongly interrelated factors namely sexual division of labor, the feminization of poverty and women's subordinate position, explain why gender, environment and development are so closely related. Existing gender division of labor makes poor rural women vital contributors to agriculture and solely responsible for the collection of firewood and water. This implies that women and men have different knowledge on the use and management of natural resources and different interests in these matters. Women’s knowledge about the environment is often more comprehensive. It is because of this that the Beijing Platform for Action (POA) reiterates that women have an essential role to play in the development of sustainable and ecologically sound consumption and production patterns and approaches to natural resource management.

Poor and rural women are the first to suffer from environmental problems, because they are directly dependent on natural resources, for their livelihoods. The POA has clearly explained the negative impacts of environmental degradation on women.

The deterioration of natural resources displaces communities, especially women, from income generating activities while greatly adding to unremunerated work. In both urban and rural areas, environmental degradation results in negative effects on the health, well-being and quality of life of the population at large, especially girls and women of all ages (p. 138).

Feminization of poverty implies that the worldwide crisis of environment and development policies, and cooperation have caused a relatively worse impoverishment among women. The subordinate position of women implies that women have less access and control over resources than men. This inequality limits the capacity of poor women to sustain livelihood, and at the same time hampers their contribution to sustainable environmental management. Women’s lack of decision-making power over the use of resources and the direction of development in general, stops them from protesting against developments causing environmental degradation. The lack of women in decision making on environmental resources has also been highlighted by the POA:

Women remain largely absent at all levels of policy formulation and decision-making in natural resource, environmental
management, conservation, protection and rehabilitation. Their experience and skills in advocacy for and monitoring of proper natural resource management too often remain marginalized in policy making and decision making bodies, as well as in educational institutions and environment-related agencies at the managerial level. Women are rarely trained as professional natural resource managers with policy-making capacities, such as land-use planners (p. 139).

Ethiopia suffers from Environmental destabilization manifested in land degradation, decreased forest cover, desertification, wildlife extinction, urban pollution, poor waste management, and biodiversity disruption. Because of a decline in land fertility and small land holdings, there is food shortage in many parts of the country. This is compounded by the rapid increase in population, which contribute to resource depletion.

**Women and Agricultural Land**

Despite the significant attention given to the agricultural sector and the immense contribution of women to agriculture, their access to resources including land, and extension services is limited. In addition, the traditional division of labor and attitudes negatively affect women in rural areas.

Studies show that women, many times, have limited access to important resources such as land, credit, and extension services. On the average, they have smaller landholdings, smaller households, scarcer labor, less access to education and agricultural extension services, fewer oxen and other livestock assets, less access to farm implements and other services (Yigremew, 2001).

Women in Amhara region have smaller farmland holdings compared to men (Etenesh, 1999; Yared, 1995, Ali, 2000, in Yigremew, 2001). Some of the causes identified include the gender division of labor, the prevailing patriarchal system, limited membership in peasant associations, smaller family size of female-headed households, gender biases of local officials, and lack of critical resources. Although the land redistribution that took place in 1996 favored women in the size of allocation, after years women still remain having a smaller plot because of their inability to increase their holdings, through purchase of additional land, gifts from the family, and sharecropping that were easily accessible to men farmers (Yigremew, 2001).
A similar situation is observed in Tirgray; women landholders, most of the time, have to share their crop land because of lack of oxen to farm. Under this circumstance, it is women’s land that is ploughed last and also misused and abused by the men who farm their lands. Even with a pair of oxen, women have to depend on the men to get their land ploughed because of culture and tradition (Dejene, 1994, Yared, 1995, Ali, 2000, in Yigremew, 2001).

Women in Oromia also encounter problems in relation to access to land. There has never been land redistribution in Oromia as it was done in Amhara and Tigray regions. Instead a certificate of ownership of the land was given to both the man/husband and the woman/wife in the household. Though this has to some extent empowered women, this empowerment does not go far since women can easily be persuaded by the man.

Similar to Oromia, there has never been land redistribution in SNNPR and as a result significant majority of the women do not have land ownership. The practice of giving certificate in the couple’s name is in operation. In addition to lack of ownership of land, women in the South are negatively affected by various harmful traditional practices such as wife inheritance and polygamy.

In relation to agricultural services, women are in worse situation. Literature shows that women are marginalized in accessing extension packages. Studies mention various reasons that cause women to hold disadvantageous position including inability to afford new technologies such as fertilizer, the perception that women farmers are weak, lack of resources such as oxen that enable to access extension services and unavailability of women extension workers. A similar situation is observed regarding access to rural credit services. The agricultural credit services are linked to agricultural inputs, such as fertilizer, improved seeds, and pesticides, thus leaving the majority of women heading their households out (Yigremew, 2001).

In addition to the lower access women have, there is also a limitation to the extension services they get. There is a tendency of preparing extension packages following the traditional division of labor. For example, extension packages provided by Bureaus of Agriculture (BOA) for women focus on provision of services such as improved stoves, grinding mills, and chicken houses, while men are targeted for services related to improved seeds, fertilizers, etc. This practice excludes women
from benefiting from their land which is more valued, and brings more money. It also excludes them from decision-making opportunities.

**Gender and Water**

Water is one of the natural resources and a livelihood issue for about 20% of the population and about 12% of pastoral communities, who live in environments with less than 600 mm of annual rainfall. Water is a health issue for approximately 69% of the population, who do not have access to clean potable water. Water supply coverage in rural areas is only 24%, with almost 40% of existing rural water supply schemes known to be non-functioning, at any one time. Lack of water and/or inadequate water management causes inefficient use of land for agricultural purposes, contributing to soil erosion, low productivity and food insecurity. Lack of closely available water sources are known to have negatively impacted women’s lives including the school attendance of children, especially girls.

Women have multiple relations to water resources since they use water for both productive and reproductive activities. In taking care of their family members women use water to cook, clean, water their garden, and do other chores. As producers, women especially females heading their households, use water to farm, to cook for sale, to make home brewed drinks, to make their clay pots, and other products. But in many cases, especially when it comes to water harvesting schemes such as construction of dams, lakes, and ponds their role in decision-making role is very minimal (Emebet & Haregwoin, 2004).

The government approved the Ethiopian Water Resource Management Policy (EWRMP) in 1999. The main goal of the policy is to enhance and promote all national efforts towards the efficient, equitable and optimum utilization of the available water resources of the country for socio-economic development on sustainable basis.

The principles of the policy stipulate that water is a natural resource that belongs to all Ethiopians, and therefore, as much as possible, all people shall have access to water to fulfill their basic needs. It also highlights that all stakeholders, communities and especially women would participate in the management of water. The development of water resources is to follow a decentralized system that utilizes strategies that would enhance the participation of communities. The benefits women get from water resources and their participation in the development of water resources and their management has been
mentioned in a number of areas. It is clearly stated that communities, especially women shall participate in operating and maintaining organizations working on water resources. Conditions are to be created in which women become full participants in management of water, planning and implementation of projects, decision making, vocational training, and shall be encouraged to be proactive in playing leading roles in the various activities. It is also stated that an appropriate legal framework would be created to ensure all stakeholders, relevant bodies, beneficiaries, communities, and especially women participate in the management of water. In relation to irrigation, it is indicated that a system that is decentralized and that considered women’s special situation and needs would be promoted.

There are also provisions that reiterate the importance of environmental issues. These include ensuring that the management of water considers environmental protection issues. Making environmental impact assessment is one of the criteria in all relevant projects; to avoid negative environmental impacts that may be brought about by irrigation activities. It is also stipulated that all relevant international conventions shall be considered in the management of water resources.

**Women and Forest Resources**
The benefits of women from forest resources take a crude and environmentally damaging form, which is mostly collection of fuel wood. Women are not participants in activities that generate significant amount of money such as honey and coffee harvesting. Benefits from timber resources are also predominantly occupied by men.

Though the Rural Land Administration and Land Use Proclamation (No. 456/2005) does not specifically mention the role and benefit of women from forest resources the Community Based Participatory Watershed Development (CBPWD) Guideline developed by the forestry team in MoARD highlights the role of women as shareholders in forest and agro-forest development.

**Women and Marine Resources**
In Ethiopia women are entirely deprived of resources such as fish that come from lakes and rivers. It seems that fishery and other related activities are reserved for men. Reasons for this include some taboos and superstitions that inhibit women from activities such as fishing. Boys have the freedom to go out and learn swimming thereby creating their
chances to explore and use opportunities, while girls are tied at home undertaking household chores (Aguilar, 2004).

In general, it is clear that environment deals with everything around us including air, land, water, forest resources, waste disposal, etc. In all these, women hold a central place both in the benefits they need to derive and their role in protecting and preserving the environment. Despite this fact, studies and observations show that women are marginalized in all spheres. In order to rectify this problem various international instruments have been adopted and others have been designed by the governments. A brief summary of these is presented below.

### 2.2.2 National and International Instruments on Women and Environment

The provisions in major international and national commitments focus on four major issues. These are:

**Women in Decision Making**

The Beijing Platform for Action underlines the need to create strategies to increase the proportion of women at all levels involved as decision makers, planners, managers, scientists and technical advisers and as beneficiaries in the design, development and implementation of policies and programs for natural resource management and environmental protection and conservation. It also highlights the importance of integrating indigenous women and their knowledge in decision-making regarding sustainable resource management and the development of policies and programs for sustainable development. A similar provision is stipulated in chapter 24 of Agenda 21. The provision underlines the need to increase the proportion of women decision makers, planners, technical advisers, managers and extension workers in environment and development fields and special emphasis is placed on giving women access to resources. Enhancing the role of women in environmental management and protection and promoting their participation and empowerment at all levels are also issues included in the NAP Ethiopia.

**Women and their Benefits from Environmental Resources**

The other issue underlined in the national and international provisions is ensuring that women benefit equally with men in using environmental resources. Along this line, Chapter 24 of Agenda 21 emphasized the importance of ensuring that clean water is available and accessible to all by the year 2000. Based on Beijing POA, the NAP Ethiopia puts ensuring
adequate housing conditions; access to potable water, improved sanitation and fuel as one of its strategic objectives in bringing about gender equality.

**Women, Environment and Technology**
On environment and technology, the Beijing POA stipulates the identification and promotion of environmentally sound technologies that are designed, developed and improved in consultation with women and that are appropriate to both women and men. In the same vein, the NAP Ethiopia stipulates increasing of women’s access to information, improved technology, and alternative livelihoods in order to increase women’s benefit and enable them to use environmental resources in sustainable manner. A similar provision is found in the Beijing POA. It is stated that clean water would be available and accessible to all by the year 2000 and that environmental protection and conservation plans would be designed and implemented to restore polluted water systems and rebuild damaged watersheds.

**Women and Environmental Research**
One of the issues the Beijing POA promotes is conducting research on environment and gender. It emphasizes the importance of adequate research to assess how and to what extent women are particularly susceptible or exposed to environmental degradation and hazards, including, research and data collection on specific groups of women, particularly women with low income, indigenous women and women belonging to minorities.

Evaluating the impact of environmental policies and programs is one of the areas given attention in both Beijing POA and Agenda 21. Agenda 21 specifically mentions the need to establish mechanisms at the national, regional, and international levels to assess the implementation and impact of development and environment policies and programs on women and to ensure their contributions and benefits.

Investigating the role of women, particularly rural and indigenous women, in food gathering and production, soil conservation, irrigation, watershed management, sanitation, integrated pest management, land-use planning, forest conservation and community forestry, fisheries, natural disaster prevention, and new and renewable sources of energy has been further highlighted in Beijing POA. Alongside the research, the importance of creating gender sensitive databases, information and monitoring systems and participatory action oriented research,
methodologies, and policy analyses in collaboration with academic institutions is stressed.

As shown above, Ethiopia has more or less sufficient provisions to address the issue of gender and environment, the challenge lies in translating these commitments to concrete objectives, designing our plans, allocating resources, implementing our plans, and undertaking appropriate monitoring and evaluation to ensure that our objectives are met.
References


2.3.1 Introduction

Environment means all external factors affecting an organism. These factors may be other living organisms (biotic factors) or nonliving variables (abiotic factors), such as temperature, rainfall, day length, wind, and ocean currents. For development studies, environment could also be classified into socio-economic, ecological and socio-cultural dimensions. The interactions of organisms with biotic and abiotic factors form an ecosystem. Even minute changes in any one factor in an ecosystem can influence whether or not a particular plant or animal species will be successful in its environment.

The Earth Summit of Rio de Janeiro placed sustainable development and environmental conservation as primary objectives in its plan of action "Agenda 21". A new approach in addressing the global problems related to improving the well-being of the world's population was needed. Among the most important of these challenges are eliminating hunger and poverty and protecting the planet's natural resources.

Sustainable development is achieving a quality of life or standard of living that can be maintained for many generations because it is socially desirable, fulfilling people's cultural, material and spiritual needs in equitable ways; economically viable paying for itself, with costs not exceeding income; and ecologically sustainable, maintaining the long term viability life support systems. Sustainable development, through integrated, participatory and information based approaches to socio-economic development and environmental management is a necessary requirement for ensuring food and environmental security for future generations, particularly in countries like Ethiopia.

Ethiopia's natural resources base, its land, water, forests and biodiversity are the foundation of any economic development, food security and other basic necessities of its people. Smallholder agriculture is the dominant sector that provides over 85 percent of the total employment and foreign exchange earnings and approximately 55 percent of the Gross Domestic Product (GDP). The country's population is estimated at around 80 million and well over 85 percent live in rural areas. The average population growth rate

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peaked to slightly over 3 percent in the 1990s and is expected to reach 83 million by 2110 (Alemneh Dejene, 2003). The rate of population growth is expected to decline close to 2 percent by 2030 when the country’s population is estimated to reach anywhere between 120 million to 130 million depending on the rate of urbanization. This has implication on the sustainability of the natural resources base and the efforts to attain MDG and PASDEP goals. The population pressure, which is beyond the carrying capacity of the ecosystem, has clearly changed the environment on a grander scale. The major environmental problems threatening the country’s sustainable environmental management and economic development are: climate change and desertification, deforestation, overgrazing, and poor land management, land degradation, loss of biodiversity, pollution, population growth, and wide spread poverty.

2.3.2 Understanding the Environment of Ethiopia
Ethiopia has diverse agro-climatic zones. It has 18 major agro-ecological zones (AEZs) and 49 sub-agro-ecological zones have been identified and grouped under six major categories (Figure 1, MoA, 2000). These agro-ecological classifications have important implications for strategies in development of appropriate technologies for agricultural and rural development and natural resources management (NRM).
Figure 1. Major Agro-ecological Zones of Ethiopia

Approximately 66 percent of the total land area of 1.12 million km² is potentially suitable for agriculture. Only 14 percent is currently under cultivation and the largest use of the land (over 50 percent) is for livestock grazing. Securing food and a livelihood is inextricably linked to the exploitation of land and natural resources in rural Ethiopia and soil degradation is a widespread problem. Soil erosion is the most visible form of land degradation affecting nearly half of the agricultural land and resulting in soil loss of 1.5 to 2 billion tons annually, equivalent to 35 tons per hectare and monetary value of US $1 to 2 billion per year (Ethiopian Soil Science Society, 1998; Hurni, 1992; NFIA, 1998). Many studies attribute water erosion, particularly on cropland, as a major cause for such a high level of soil erosion in Ethiopia (Hurni, 1988; Sonneveld, 2003) while others have pointed out that the significant role of livestock (overgrazing) in fueling the soil degradation process is a cause, since it is integrated into a smallholder farming system (Alemneh Dejene, 2003).

Ethiopia’s remaining forest reserves are estimated at less than 3 percent (National Conservation Strategy, 1990; Environmental Protection Authority, 1997). Woodlands estimated at 5 million ha and bush lands totaling 20 million ha are found in the moist western part of Ethiopia and in the pastoral and the agro-pastoral zones of the lowlands. Large parts of these woodlands are increasingly threatened by shifting cultivation, growth of livestock, expansion of agriculture, and an increasing demand for fuel wood and construction by the urban sector (Ethiopian Forestry Action Plan, 1994). If these trends continue by 2010 there will be little natural forest left except for minor stands in the remote parts of the country (Ethiopian Forestry Action Plan, 1994).

Ethiopia has a vast water resource potential and the Ethiopian highlands are the source of many of the international rivers (such as the Blue Nile and Wabe Shebele) draining into the neighboring countries. Yet only 1 percent of the estimated annual surface water of 110 billion cubic meters is used for irrigation and hydropower. It also has groundwater resources estimated at 2.6 billion cubic meters and many springs and small streams that can be used for water harvesting during the rainy seasons. The country’s irrigation potential is estimated at 3-4 million hectares (excluding water harvesting and underground water) but only 160 000 hectares are currently under irrigation (EPA, 1997).
2.3.3 Environment-Poverty nexus in achieving MDGs and PRSPs

Ethiopia has laid down development strategies in line with the principles of the Millennium Development Goals (MDG). The goals and targets of the MDG have been reflected in its Poverty Reduction Strategy Program documents (PRSP), in its Sustainable Development and Poverty Reduction Program (SDPRP) and Plan for Accelerated and Sustained Development to End Poverty (PASDEP). According to a survey conducted by Ministry of Finance and Economic Development (MoFED), the poor and vulnerable in Ethiopia encompass 55 percent of the total population. Under this situation, the country is required to register economic growth rate of about 6.5 percent per annum over the next few years. Level of poverty has to be reduced also by a factor of 4.5 percent per annum in order to meet the MDG goals and targets (PASDEP). Given these scenarios and considering the country’s economic base where 85 percent of the population’s livelihood earnings are based on environmental and natural resources, sustainable management of Natural resources are a core component of livelihood in achieving MDGs and PRSPs.

Natural resources (land, water, forest, and biodiversity) are key asset for rural economic growth and generating a livelihood for millions of communities living in the rural and resource for those living in peri-urban. As an important asset, it constitutes a main vehicle for investment, wealth accumulation and transfer between generations. In many areas of the world, appreciation of land with increased population density is also a source of corruption, land conflicts, and lack of transparency. For these reasons, the distribution of land and other productive assets will affect not only productive outcomes in rural areas but also the ability of the farming communities to make investments, and accumulate assets by improving productivity.

The way in which landownership is assigned and secured can determine (a) a household’s ability to produce its subsistence and generate market surplus; (b) its social economic status; (c) its incentive to exert non observable efforts, make investments, use resources sustainably; and (d) its ability to self-insure and /or access financial markets.

For Ethiopia, a critical starting point in understanding the environmental and natural resources as key assets for rural economic growth and livelihood improvement is a sound understanding of the poverty-environment linkage and the threats arising from the national environmental degradation. Tackling environmental degradation should go synergistically with improving economic and social welfare. Improving food security and the livelihoods of
the rural population requires combating desertification, conserving biodiversity and reducing vulnerability to climate change. Safeguarding the livelihoods of poor and landless peasants, pastoralists or forest dwellers requires protecting the ecosystems on which they rely for food and shelter. Improving access to efficient alternative supply sources of domestic energy improves the health and safety of women and children, reduces the burden of fuel wood collection, and also helps reduce the pressure on forests and nutrient cycle in soils that is breached by dung burning for domestic energy.

The links between poverty and the environment are quite apparent in Ethiopia. The country's natural resources base, its land, water, forests and trees are the foundation of its economic development, food security and other basic necessities of its people. Smallholder agriculture is the dominant sector that provides over 85 percent of the total employment and foreign exchange earnings and approximately 55 percent of the GDP. This has implication on the sustainability of the natural resources base and the efforts to attain national food security given that nearly half of the current population is classified as undernourished with a daily consumption per head of 1,765 kcal, well below the required energy supply level of 2,600 per day (FAO, 2001).

The Ethiopian Government's agenda is to implement its poverty reduction strategy through the Plan for Accelerated and Sustained Development to End Poverty (PASDEP), which is based on the Ethiopia's Agricultural Development-Led Industrialization Strategy (PASDEP, 2005). PASDEP is Ethiopia's guiding strategic framework for the five-year period 2005-2010. The PASDEP represents the second phase of the PRSP process that begun under the Sustainable Development and Poverty Reduction Program (SDPRP), which covered the period between, 2000/01-2003/04. The PASDEP carries forward important strategic directions pursued under the SDPRP — related to human development, rural development, food security, and capacity-building — but also embodies some bold new directions. Foremost among them is a major focus on growth in the five-year period — with a particular emphasis on greater commercialization of agriculture and the private sector — and a scaling-up of efforts to achieve the Millennium Development Goals.

The national economic policy at the macro-level is known as the Agricultural Development-led Industrialization (ADLI). Central to this policy is improving the productivity of peasant agriculture. In the implementation of ADLI and the National Conservation Strategy (NCS), the government will give priority to (a) rectifying policy failures, which have caused or exacerbated market failures resulting in unsustainable management of natural
resources as well as environmental damage; and (b) allowing local communities to participate in decision making on natural resources management/utilization (Shibru Tedla and Kifle Lemma, 1999).

The agricultural strategy will revolve around a major effort to support the intensification of marketable farm products - both for domestic and export markets, and by both small and large farmers. Elements of the strategy include the shift to higher-valued crops; promoting niche for high-value export crops, a focus on selected high-potential areas, facilitating the commercialization of agriculture, supporting the development of large-scale commercial agriculture where it is feasible; and better integrating farmers with markets – both locally and globally. The decisive resources in this context are the labor and land of the farmers (ESRDF, 2003). This will entail that Environmental and Natural Resource as key assets for rural economic growth and livelihood improvement in Ethiopia.

2.3.4 Local Agenda 21 and Elements of a Sustainable Community

Local Agenda 21 is a local-government-led, community-wide, and participatory effort to establish a comprehensive action strategy for environmental protection, economic prosperity and community well-being in the local jurisdiction or area. This requires the integration of planning and action across economic, social and environmental spheres. Key elements are full community participation, assessment of current conditions, target setting for achieving specific goals, monitoring and reporting.

The responsibility of implementing the key objective of Agenda 21, which is sustainable development, has been placed clearly on local governments and its constituent communities. The real roots of Agenda 21's success therefore lie at the micro, local level. Agenda 21 recognizes this by pointing out in Chapter 28 on a Local Agenda 21 (LA21). Local authorities construct, operate and maintain economic, social and environmental infrastructure, oversee planning processes, establish local environmental policies and regulations, and assist in implementing national and sub-national environmental policies. As the level of governance closest to the people, they play a vital role in educating, mobilizing and responding to the public to promote sustainable development.

The Institute for Sustainable Communities has identified the following components of a sustainable community:
Ecological integrity:

- Satisfaction of basic human needs for clean air and water and nutritious, uncontaminated food;
- Protection and enhancement of local and regional ecosystems and Biological diversity;
- Conservation of water, land, energy, and nonrenewable resources, including maximum feasible reduction, recovery, and reuse and recycling of waste;
- Utilization of prevention strategies and appropriate technology to minimize pollution emissions; and
- Use of renewable resources no faster than their rate of renewal.

Economic security:

- A diverse and financially viable economic base;
- Reinvestment of resources in local economy;
- Maximization of local ownership of businesses;
- Meaningful employment opportunities for all citizens; and
- Provision of job training and education to help the workforce adjust to future needs.

Empowerment and Responsibility:

- Equal opportunity for all individuals to participate in and influence decisions that affect each of their lives;
- Adequate access to public information;
- A viable, NGO sector;
- An atmosphere of respect and tolerance for diverse viewpoints, beliefs, and values;
- Encourages individuals of all ages, gender, ethnicity, religions, and physical ability to take responsibility based upon a shared vision;
- Political stability; and
- Does not compromise the sustainability of other communities.

Social well-being:

- A reliable food supply that optimizes local production;
- Adequate health services, safe and healthy housing, and high quality education for all members of the community;
- Maintains a place that is safe from crime and aggression;
- Fosters a community spirit that creates a sense of belonging, a sense of place, and a sense of self-worth;
- Stimulation of creative expression through the arts;
- Protection and enhancement of public spaces and historic resources;
• Provision for a healthy work environment; and
• Adaptability to changing circumstances and conditions.

*Source: Institute for Sustainable Communities, 1995, Montpelier, Vermont, USA.*

### 2.3.5 Policy and Legal Incentives in Place

Rebuilding Ethiopia’s natural assets is a pre-requisite for sustainable social and economic development, as when well managed, the country’s land resources provide a range of basic ecosystem functions and services considered essential for sustaining the social and economic wellbeing of the country’s inhabitants. Past and present non-sustainable use practices have contributed to the degradation of the country’s natural resource assets, putting such ecosystem functions and services at risk. Poverty, food insecurity, ill health, malnutrition, land conflicts over scarce land, water and fuel resources, as well as increased vulnerability to natural disasters, are the direct results of inappropriate development policies and programs that have undervalued, and failed to adequately invest, in sustainable management of the country’s ecosystem resources.

Natural resource management legislation suffered in the past and continues to suffer at present from a number of serious shortcomings, because (i) they were/are often of purely sectoral nature; (ii) they lack a broad framework that is inclusive of cross-sectoral impact of activities; and (iii) there are no means of ensuring a harmonized approach to the drafting and implementation of laws. These in turn lead to jurisdictional conflicts between institutions or the task being neglected because none of the institutions felt responsible (Shibru Tedla and Kifle Lemma, 1999). However, an attempt to bring about such integration and coordination appear to have been made (Proc. 262/1984) through a law which established the Organization of the National Committee for Central Planning (ONCCP) of the now defunct socialist government. The proclamation charged the ONCCP with the responsibility of policy formulation and issuance of activities regarding environmental management (Shibru Tedla and Kifle Lemma, 1999).

Over the last five decades, Ethiopia has enacted a range of laws aimed at protecting the environment. However, these laws had insignificant contribution in preventing and avoiding environmental problems. The inadequacy or ineffectiveness of all these laws in relation to environmental management and protection can be attributed to several factors. Many of the laws do not have regulations and procedures to implement them on the ground (Figure 2). For instance, the laws impose a general duty of care to prevent harm on human beings and certain components of the environment.
The advantage of such laws is that it provides basic standards against which conduct can be measured. Although, such obligations are useful as a broad statement of policy and in some cases intended to cover those responsibilities not specifically regulated, they are not, however, readily suitable for enforcement.

Since 1943, the general trend and subsequent approaches towards the development of environmental laws in Ethiopia exhibited a rule oriented approach. For instance, the 1948 Penal Code of Ethiopia prohibits activities that will have adverse impact upon certain components of the environment and public health. On the other hand, relevant conditions that would help the persons and enterprises to comply with their respective obligations have not been regulated and that from the practical point of view, the said measure did not help halt or even slow down the problem.

The other feature of the laws is that they are primarily concerned to regulate the allocation and exploitation of resources for either production or consumption. They did not emphasis on sound management and rational uses. Furthermore, the criminal and administrative fines have not been revised and no longer have a deterrent effect. Generally, criminal sanctions and administrative fines may not be effective where the magnitude of penalty is modest compared to the gains that accrue from non-compliance. Obviously, people may not change their behavior unless they do not see a benefit associated with obeying the law or a cost associated with disobeying it.
The Constitution, as the supreme law of the country, in its article 52, sub article 2 (d) sets that the right to ownership of land is exclusively vested in the state and in the people. The move towards decentralized, participatory, local management of natural resources in the past two decades has highlighted the important role of the local community as a unit for natural resource management. In many countries, the failures of centralized control of natural resources and forfeiture of communities' critical assets to their livelihoods have resulted in marginalization and impoverishment of local communities (www.livelihoods.org).

The Government of Ethiopia has established the Environmental Protection Authority to coordinate all activities related to environment and environmental problems. The major policy measures that have been taken to address the aforementioned environmental problems include:

- Environmental Policy of Ethiopia (issued in April, 1997);
- Federal and Regional conservation strategies (issued in 1997);
- National action plan to combat desertification and mitigate the effects of drought (issued in 1997);
- Environmental Organes Establishment Proclamation (Proc. No.295/2002);
- Environnamental Impact Assessment Proclamation (Proc. No. 299/2002);
- Environnental Pollution Control Proclamation (Proc. No. 300/2002);
- Various environmental impact assessment, pollution control, and environmental quality manuals; and
- Plan for Accelerated and Sustainable Development to End Poverty (PASDEP, 2005).

Under these laws and proclamations, local governments and communities have been given broad and new responsibilities to address environmental problems. Of all government measures taken, the shift to decentralization is an important aspect of the transition to democracy. The new emphasis on local control of environmental problems recognizes that local governments and their communities have the best understanding of local problems, issues, and needs. By decentralizing decision-making authority, environmental actions can be tailored to meet the specific needs of a community or region.

Local level communities should start a new way of thinking and acting about their future, in pursuing a new approach to community development that simultaneously seeks to protect the environment, alleviate poverty and disease, improve the quality of life, and secure a strong and vibrant local economy. The concept of sustainable development that emerged as a multifaceted development approach strives to strengthen local economies, while respecting the limits of the natural environment to function and sustain human activities over time.

2.3.6 Environmental Management Tools

Environmental sustainability is central to sustainable economic growth and to efforts to reduce poverty and social inequality. The country relies heavily on the services provided by its forests, biodiversity, agricultural soils, and water resources. However, these services are also fragile and in an apparent state of deterioration, thus requiring the country’s full attention to achieve long-term development goals. The country recognizes the importance of the environment and natural resources to social and economic well-being and has signed on to several environmental declarations beginning with the 1992 Rio Summit and extending to the Johannesburg Summit in 2002. It has also designed and enacted its own environmental and natural resources policies and legislations and established appropriate institutions to implement these policies.
Employing technology that is environmentally sound and socially acceptable can go a long way towards minimizing the environmental damage caused by development projects. Over the last ten years, considerable research and experimentation has been done in agro-forestry, renewable energy, appropriate technology and soil conservation techniques. These technologies and techniques are often more efficient and less harmful to the environment.

Project planners should be aware of the full range of technical and material options available in order to make the most environmentally sound choice for a project. A variety of procedures, methodologies, and instruments, are available to assist individuals and organizations to undertake various environmental management tools.

_a. Environmental Impact Assessment (EIA)_

Environmental Impact Assessment (EIA) is used to identify the environmental and social impacts of a project prior to decision-making. It aims to predict environmental impacts at an early stage in project planning and design, find ways and means to reduce adverse impacts, shape projects to suit the local environment and present the predictions and options to decision-makers.

By using EIA both environmental and economic benefits can be achieved, such as reduced cost and time of project implementation and design, avoided treatment/clean-up costs and impacts of laws and regulations.

**Key Elements of EIA**

- Scoping: identify key issues and concerns of interested parties;
- Screening: decide whether an EIA is required based on information collected;
- Identifying and evaluating project alternatives: list alternative sites and techniques and the impacts of each;
- Mitigating measures dealing with uncertainty: review the proposed actions to prevent or minimize the potential adverse effects of the project; and
- Issuing environmental statements: report the findings of the EIA.

_b. Life Cycle Assessment_

A product’s life cycle starts when raw materials are extracted from the earth, followed by manufacturing, transport and use, and ends with waste management including recycling and final disposal. At every stage of the life
cycle there are emissions and consumption of resources. The environmental impacts from the entire life cycle of products and services need to be addressed. To do this, life cycle thinking is required.

Figure 3. Life Cycle Assessment

Life Cycle Assessment (LCA) is a tool for the systematic evaluation of the environmental aspects of a product or service system through all stages of its life cycle. LCA provides an adequate instrument for environmental decision support. Life cycle assessment has proven to be a valuable tool to document the environmental considerations that need to be part of decision-making towards sustainability. A reliable LCA performance is crucial to achieve a life-cycle economy. The International Organization for Standardization (ISO), a world-wide federation of national standards bodies, has standardized this framework within the ISO 14040 series on LCA.

Key elements of LCA:

- Identifies and quantifies the environmental loads involved; e.g. the energy and raw materials consumed, the emissions and wastes generated;
- Evaluates the potential environmental impacts of these loads; and
- Assesses the options available for reducing these environmental impacts.
c. Environmental Technology Assessment (EnTA)

Environmental Technology Assessment (EnTA) is a tool to help decision-makers understand the likely impact of the use of a new or existing technology. The assessment process looks at the costs of the technology, the monetary benefits, and its environmental, social and political impacts.

Environmental technology assessments specifically analyze a technology's implications for human health, natural resources and ecosystems. The goal of EnTA is to assist in making informed choices on technologies that are compatible with sound environmental performance. Through the use of EnTA more information is gained about technologies, and potential environmental problems and costs can be identified and avoided from the outset.

Key elements of EnTA

- Description of the technology – the goal it intends to satisfy, the stakeholders, the characteristics of the technology, etc.;
- Assessment of the environmental pressure and impacts of using the technology – resource, labor, infrastructure and supporting technologies required;
- Evaluation of environmental risks and significance of the impacts;
- Comparative assessment of alternative technologies; and
- Recommendations on technology choices.
d. Environmental Management System (EMS)

An Environmental Management System (EMS) is a method of incorporating environmental care throughout the corporate structure. EMS includes strategic planning activities, the organizational structure and implementation of the environmental policy as an integral part of the manufacturing process. It is a useful tool to improve compliance with legislation, address stakeholder pressure and improve corporate image and raise awareness within the organization of environmental issues.

EMS is a problem-identification and problem-solving tool, based on the concept of continual improvement that can be implemented in an organization in many different ways, depending on the sector of activity and the needs perceived by management. In particular, standards for EMS have been developed by the International Organization for Standardization (ISO) and by the European Commission – Eco-Management and Audit Scheme (EMAS).
Key Elements of EMS

- Undertake an initial environmental review;
- Define an environmental policy;
- Develop an environmental action plan and define environmental responsibilities;
- Develop internal information and training courses; and
- Audit the environmental management system and conduct an environmental management review.

**Figure 5. Environmental Management System**

**f. Environmental Audit (EA)**

Environmental auditing is a systematic, documented, periodic and objective process in assessing an organization's activities and services in relation to:

- Assessing compliance with relevant statutory and internal requirements;
- Facilitating management control of environmental practices;
• Promoting good environmental management;
• Maintaining credibility with the public;
• Raising staff awareness and enforcing commitment to departmental environmental policy;
• Exploring improvement opportunities; and
• Establishing the performance baseline for developing an Environmental Management System (EMS).

Conducting an environmental audit is no longer an option but a sound precaution and a proactive measure in today's heavily regulated environment. Indeed, evidence suggests that EA has a valuable role to play, encouraging systematic incorporation of environmental perspectives into many aspects of an organization’s overall operation, helping to trigger new awareness and new priorities in policies and practices.

2.3.7 Emerging issues with respect to the environment and natural resources

There are several emerging issues that are taking center stage in the development scene, of which the most important are the following.

• **Population pressure**: Rapid population growth remains a major barrier to poverty reduction, and squarely addressing the population challenge is one of the seven central pillars of the PASDEP. At the moment growth of about 2 million persons per year puts tremendous strains on Ethiopia's resource base, the economy, and the ability to deliver services. It is much more difficult to make progress in reducing poverty, creating sufficient employment, or in raising agricultural productivity enough to keep up with food needs, with this continuing massive addition of people each year. Furthermore, reducing the number of pregnancies has a tremendous impact on women and children’s health, and is one of the most cost-effective health interventions open to government.

• **Gender and environment**: Women play significant role in environmental protection and management but their contribution to the conservation of the environment is not visible. They also lack decision-making power. Lack of decision-making power and their invisibility have excluded them from social, economic and political processes that affect their lives. Regarding pollution, the majority of rural women in Ethiopia are exposed to indoor pollution. Because of forest depletion, particularly rural women, suffer from absence of forest nearby, which obliges them to travel long distance to fetch firewood. The unavailability of water
sources within the proximity will also compound the burden on women and girls.

This situation increases burden on rural women and reduce their contribution to the development. On the other hand a significant number of women depend directly on natural resource for their livelihood. Therefore, the gender analysis is of particular interest to the realization of environmental policy objectives in Ethiopia.

- **Invasive:** Invasive alien plant species such as *Parthenium hysterophorus* (Parthenium weed), *Lantana camara*, *Prosopis juliflora*, *Eichhornia crassipes* (water hyacinth) are altering the ecological relationships among native species and are affecting the ecosystem function, economic value of ecosystems, and human health in Ethiopia. Water hyacinth replaces existing aquatic plant, and develops floating mats of interlocked water hyacinth plants, which are colonized by semi-aquatic species. As succession continues floating mats dominated by large grasses either drift away or become grounded. This process can lead to rapid profound changes in wetland ecology, e.g. shallow areas of water often being converted to swamps (Wittenberg and Cock, 2001). *Parthenium* weed in Ethiopia originally appeared in the major food-aid distribution centers, and there is a strong implication that it was imported from sub-tropical North America as a contaminant of grain food aid during the 1980s. The weed is expected to continue expanding its range, causing great loses in agricultural production. *Prosopis juliflora* has become a major threat to irrigated agriculture in the Awash Valley; it was apparently introduced as a biological measure of soil and water conservation. *Lantana camara*, a South American plant, is one of the most invasive and widespread tropical weeds in the Old World that spread throughout the tropics in a variety of hybrid forms. It has threaded grazing hills especially in the Borkena River catchments.

- **Climate change and adaptation:** The early impacts of climate change have already appeared, negatively affecting agricultural production, biodiversity, natural resources integrity and the health of the people as a result of expansion of malaria zone. It is also believed that further impacts are inevitable, no matter what happens to future global greenhouse gas emissions. For countries like Ethiopia with poor economy and infrastructure, the burden will be too heavy to bear. In addition, the decisions that are being made today vis-a-vis infrastructure development, health, water management, agriculture, and biodiversity will have lasting consequences. It is therefore mandatory to begin planning now for the impacts of climate change in the future.
• **Carbon trading:** Carbon trading becomes an active commercial transaction for Ethiopia, like other east African countries. This opportunity may induce political will to maintain the forests for carbon sequestration as well as establishment of new plantations in the context of CDM in the implementation of Kyoto Protocol. Carbon trading projects are expected to be implemented as of next year, in 2008.

• **HIV/AIDS:** One of the major emerging issues in the country that affect the livelihoods of the society is vulnerability to HIV/AIDS. This issue particularly has high impact on women and they are the most affected category of the society. Young women are vulnerable to HIV infection for both biological and social factors. Physiological differences make transmission of the virus through sexual contact more efficient from men to women than vice versa. Over 80 percent of the cases of HIV/AIDS in Ethiopia are between the ages of 20 and 49, the most economically productive age groups of the population. The highest prevalence for HIV/AIDS occurs between 20-29 for females and 20-39 for males.

The main driving forces for the prevalence of HIV/AIDS in Ethiopia include economic and socio-cultural factors. Some of the major underlying factors that fuel the spread of the disease include poverty, low level of literacy, stigma and discrimination, gender disparities and the existence of commercial sex, population movement including rural/urban migration, and harmful traditional practices. Women are more vulnerable than men. There are many cultural factors that accelerate the spread of the disease. Known risk factors include the presence of sexually transmitted infections (STIs), multiple sexual partners, and harmful traditional practices such as female genital mutilation, vasectomy, bloodletting, skin cutting, and piercing practices. Therefore, it is necessary that these harmful traditional practices be addressed in the context of the HIV/AIDS. The suggestions are therefore:

- Mainstream HIV/AIDS in environmental and relevant sector policies, strategies and programs; and
- Conversely, HIV/AIDS strategies and initiatives should take into account environmental factors.

• **Malaria:** Even though there is an encouraging and integrated effort to control malaria by the Government and NGOs, people living in the malaria areas were suffering from the disease and the situation has brought about an economic burden as a sequel of decreased participation of the population in production. The recent expansion of the malaria infection area is attributed to climatic change as its expansion is expected to increase as global warming progresses.
In addition, the situation has put additional burden to the already constrained health services. The outpatient visits, hospital admissions and death rates are increasing from time to time. Hence, malaria is putting high burden on socio-economic situation of the community and on the health services. On the other hand, malaria is the prime mover of the use of DDT in Ethiopia. DDT is known to be a persistent organic pollutant with a serious public health and ecological consequence. Environmental management is also an important component of integrated malarial control strategy.

Conflict and insecurity: In conflict-stricken areas, famine vulnerability is often amplified and resiliency weakened. Violent conflict often results in the destruction of public goods, such as public forests, markets, schools, health clinics, and government buildings that contribute to economic and social resiliency. Insecurity means that people will avoid farming in certain areas, even if lands are fertile, because they fear attack. Scarcity of resources that are vital to livelihoods, such as grazing land and water, can result in violent conflict as communities fight to ensure their survival.
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Consultative Workshops and the Way Forward

This part of the document contains presentations made at consultative workshop prepared for higher officials at federal sector ministries and at Southern Nation Nationalities People Region (SNNPR) on the issue of gender and environment, and the way forward for ENDA’s 2009 program based on an experience sharing workshop outcome.

The sectors addressed at the consultative workshop were:

- Gender and work and urban development (SNNPR);
- Gender and Environmental Protection Authority (Federal);
- Gender and Agriculture & Agriculture research (SNNPR);
- Gender and Mine and energy (Federal and SNNPR);
- Gender and Health (SNNPR);
- Gender and water (SNNPR); and
- Gender and Institute of Biodiversity Conservation (Federal).
3.1 presentations at consultative workshop
3.1.1 Gender & Environment
Nigatu Regassa (Ph.D) & Assefach Hailu (Asst. Prof.)

3.1.1.1 Introduction

In Sub-Saharan Africa including Ethiopia, sustainable development is unlikely without the empowerment of women and the attainment of gender equality. The active participation of women and the integration of gender issues in environmental planning and actions are very critical. They are determinants for the implementation of the commitments of the Beijing Platform for Action (1995), the World Summit on Sustainable Development (2002), and the Millennium Development Goals. Although the crucial roles of women in environment and sustainable development have been recognized widely, discriminatory structures and attitudes still result in deeply entrenched patterns of gender inequality in areas mentioned above.

The Beijing Declaration and Platform for Action identified three strategic objectives in the critical area of women and the environment:

- Involve women actively in environmental decision-making at all levels;
- Integrate gender concerns and perspectives in planning and programs for sustainable development; and
- Strengthen or establish mechanisms at the national, regional and international levels to assess the impact of development and environmental planning on women.

Following the 5-year review of the Beijing Platform for Action, major achievements in the field of women and the environment are:

- A positive, albeit tentative, trend towards greater participation and involvement of women in environmental decision-making positions;
- Steps to incorporate a gender perspective in national and international environmental activities, policies, plans and legislation, as well as in institutional arrangements;
- Increase in women's capabilities in the environmental field, including their knowledge, skills, and organization;
- A growing quantity and quality of gender-sensitive environmental research and data; and
A more holistic approach that incorporates poverty eradication and women's economic empowerment in environmental conservation and management.

During the Beijing Summit, a number of obstacles on the progress of women and the environment were identified. The obstacles identified in the summit clearly reflect the gender situations in our country, Ethiopia. These obstacles include:

- Low participation of women in environmental protection and management, and in the formulation, planning and execution of environmental policies;
- Insufficient numbers and inadequate influence of women in responsible positions and a male monopoly in the management of environmental resources;
- Under-representation of women in research and teaching areas in the natural sciences;
- Lack of gender-sensitive environmental policies, programs and research;
- Absence of deliberate strategies to ensure women's participation in decision-making, including lack of funding and monitoring;
- Low level of management and technical skills among women; and
- Women's limited access to resources, information, education and training.

Apart from global and local sector gender issues such as water and sanitation, biodiversity, human settlements, new issues and trends are emerging. Such new issues include gender aspects of environmental change (including climate change), environmental health, conflict and environment, and urbanization. New institutional challenges such as ensuring women's land/water rights, intellectual property rights and a precise human rights approach to gender aspects of environment are becoming more visible. Global trends such as globalization, privatization and increasing environmental degradation, natural disasters and climate change also need due consideration. Furthermore, factors such as violence against women, violation of women's human rights, the HIV/AIDS pandemic, the increasing number of conflicts and war, as well as the lack of research, information, and data calls for specific attention from a gender-environment perspective.

The Social Summit (Copenhagen, March 1995) produced a Declaration and Program of Action for Social Development, which stresses the need for full
participation of all people in decision-making in the future, and this contains a series of 10 commitments agreed by governments, these are:

- Conducive environment for social development;
- Goal of eradicating poverty;
- Goal of full employment;
- Promotion of social integration and development;
- Equality of men and women;
- Opportunity for gender equality in education;
- Speeding up the development of the least developed nations;
- Ensuring that structural adjustment programs include social goals; and
- Effective framework formation for international co-operation.

As a result of this series of summits and conferences, something very important has happened. People are realizing that for sustainable development in the community they have to look at what has happened in the past to the environment and pay more attention to today’s and future developments including social and cultural issues. It also indicated that the need to allow women to play as peace makers in the environment is very crucial.

Points for Discussion:

- What are the emerging issues in the field of women and the environment?
- What institutional challenges does gender inequality bring? What are the priority planning and actions?
- How are global developments and local circumstances linked?
- How do women’s knowledge, skills and experiences be included in the bureaus?

Women and the Environment through History

What is Gender and what is Environment?

A more appropriate definition would be that gender is an attribute of opportunities related to being men and women, and it refers to the socio-cultural relationships between the two. These attributes and relationships are socially constructed, and are learned through socialization processes. They are specific to context and dynamic in nature. Within our society, there are differences and inequalities between men and women in terms of activities.
carried out, access and control over resources and decision-making opportunities.

Environment is a surrounding element which encompasses human as well as material resources influencing the development process of people's livelihood. Environmental history books have mostly focused on men's roles, and generally women's involvement with nature has been ignored. Even historical texts have been deficient in writing about women's participation in environmental related issues. As a result, women's role in environmental struggles and debates about nature has been hidden from history. However, in reviewing recent references about environmental crises, one can see women of every social class, nation, or color had raised their concerns about the environment more noticeably and openly. According to Bella Abzug, one of the founders and regional co-chairs of U.S. based Women's Environment and Development Organization (WEDO), women by their increasingly nature-focused activities want to prove to the world that they can make a difference, and be a powerful force for positive changes in the environment and the world around them.

Gender and Perception of the Environment

The deep connection between women and nature comes from the daily interaction between them. However, in recent decades, environmental movements have been increasing women's rights. Today's concern of nature preservation, the voice of women's rights and liberation has stemmed from invasion of their rights in the past.

In developing areas of the world, women are considered the primary users of natural resources (Land, forest, water), because they are the ones who are responsible for gathering food, fuel, and fodder. This brings rural women to a close relationship with land and other natural resources thereby promoting a new culture of respectful use and preservation of environment. To meet the needs of the next generation, women need to know how to achieve appropriate agricultural production as well as human nutrition. They want to have access and security to own land. Their perspectives and values for the environment are somewhat different than men's. They give greater priority to protect and improve the capacity of nature and they have a stake in maintaining the ecosystem.

Today, women struggle against alarming global trends, but they are working together to effect change. By establishing domestic and international non-governmental organizations, many women have recognized themselves and
acknowledge to the world that they not only have the right to participate in environmental dilemmas but they have also different relationship with environment including needs, responsibilities, and knowledge about natural resources. This is why women are affected differently than men through the accelerated deforestation, pollution and overpopulation. They are directly affected by environmental issues, so they become more concerned about the problems.

Given the environmental degradation that exists and men’s dominance over women, some scholars have theorized that women would protect the Earth better than men if in power. Although there is no evidence for this hypothesis, recent movements have shown that women are more sensitive to the earth and its problems. They have created a special value system about environmental related issues which may depend on their relationship with nature. Both women and nature have been considered as subordinates entities by men throughout history, which conveys a close affiliation between them.

It is believed that men have looked at natural resources as commercial entities or income generating tools, while women have tended to see the environment as a resource supporting their basic needs. In rural India for instance, women collect the dead branches which are cut by storm to use them for fuel wood rather than cutting the live trees. African, Asian, and Latin American women use the land to produce food for their family. They have acquired the knowledge of the land/soil conditions, water, and other environmental features. Any changes in the environment on these areas, like deforestation, have an effect on women in those areas.

While cutting a forest for the income generation is something men would do, women are more likely to keep and protect the forest. In India in 1906 for example, there was a forest related conflict between men and women in the hilly region called Chipko. As forest clearing was expanding, the women protested by physically hugging themselves to the trees to prevent their being cut down. They caused a rise to what is now called the “Chipko Movement”, an environmentalist movement initiated by these Indian women (which also is where the term tree-huggers originated). This conflict started because men wanted to cut the trees to use them for industrial purposes while women wanted to keep them since it was their food resource.
Women Environmentalists

Rachel Carson (1907-1964)
One of the outstanding women environmentalists is called Rachel Carson. Rachel Carson was a scientist, writer, and ecologist. Rachel Carson went to the Pennsylvania College for Women, majoring in English, but she was inspired by her biology teacher so she switched her major to biology. She became more interested and focused on the sea while she was working at the Marine Biological Laboratories in Massachusetts. Her eloquent prose let to the publication of her first book, Under the Sea-Wind: a Naturalists' Picture of Ocean Life, in 1941. In 1949 she became chief editor of the Fish and Wildlife Service (FWS). Her second book, The Sea around Us, won the National Book Award and sold more than 200,000 copies. After that she retired from FWS and became a full time writer. After her third and final book about the sea, The Edge of the Sea, Carson focused on effects of chemicals and pesticides on the environment. That is when she wrote her book about environment, Silent Spring. The book was about what man has done to nature and eventually to him, and started a modern environmental movement. Carson believed that human and nature are mutually dependent on each other. She argued that industrial activities such as pesticides use can damages the earth ecosystem and will have far-reaching ecological consequences such as future human health problems. Today, scientific studies have demonstrated these consequences.

Maria Cherkasova (1938 -)
Maria Cherkasova is a journalist, ecologist, and director of Centre for Independent Ecological Programmers (CIEP). She is famous because of coordinating a 4-year campaign to stop construction of hydro-electric dam on the Katun River. After her involvement in the student movement on environmental protection in 1960's, she began to work for the Red Data Book for the Department of Environmental Protection Institute. She researched and preserved rare species until she became the editor of USSR Red Data Book. She co-founded the Socio-Ecological Union, which has become the largest ecological NGO in the former Soviet Union. In 1990, she became director of CIEP, which arrange and drives activities in an extensive range of ecologically related areas on both domestic and international fronts. Cherkasova recently has shifted her focus on children rights protection to live in a healthy environment and speaks for both inside and outside Russia.
Ecological Movements Initiated by Women

Chipko Movement (Women tree-huggers in India)

One of the first environmentalist movements which was inspired by women was the Chipko movement. It began when Maharajah of Jodhpur wanted to build a new palace in Rajasthan which is India’s Himalayan foot hills. While the axe men were cutting the trees, martyr Amrita Devi hugged one of the trees. This is because in Jodhpur each child had a tree that could talk to it. The axe men ignored Devi and after taking her off the tree, cut it down. Her daughters who followed her and the mother were all killed. People from forty-nine villages around Jodhpur responded to this act and hugged the trees the axe men were trying to cut. This act by Himalayan village women was a nonviolent resistance movement to save the forest. Chipko movement doesn’t have any formal structure, board of director or any specific leaders. Women who participated in this movement were largely rural women, who are connected to each other horizontally rather than vertically via a hierarchy. Chipko activists haven’t focused on one area and they shifted their hub into any region which faces the risk of deforestation. Chipko’s idea and philosophy spread through word of mouth mostly by women who talked about them on village paths or markets. It was started by a woman called Gaura Devi. She was supported by environmentalists like Chandi Prasad Bhatt and Sunderlal Bahuguna.

Green Belt Movement

Another movement, which is one of biggest in women and environmental history, is the Green Belt movement. Nobel Prize winner Wangari Maathai founded this movement on the World Environment Day in June 1977. The starting ceremony was very simple, with a few women participating, who planted seven trees in Maathai’s backyard. By 2005, 30 million trees had been planted by participants in the Green Belt movement on public and private lands. The Green Belt movement aims to bring environmental restoration along with society’s economic growth. This movement led by Maathai focused on restoration of Kenya’s rapidly diminishing forests as well as empowering the rural women through environmental preservation, with a special emphasis on planting indigenous trees.

Limitations in Integrating Gender and Environment

The experience of many countries including Ethiopia and the analysis made prior to the formulation of the policy declarations and action plans identified difficulties with respect to the incorporation of gender equity in environmental activities. Some of these include:
• Lack of training at all institutional levels - Many of the institutions' departments lack adequate guidance for applying gender equity in environmental activities;
• Inadequacy of methodology for applying gender equity perspective;
• Lack of suitable environmental indicators that reflect impact on the transformation of inequalities;
• Inadequate gender equity perspective application and erroneous views as a passing fad, a means to obtain resources or employment for women;
• Lack of human, financial and material resources to implement gender equity. When analyzing the difficulties encountered in incorporating the gender equity approach, all countries mentioned this limitation as one of the most important;
• Insufficient resources to carry out action plans to implement the gender equity policy, which definitely impairs the potential impact of the policy;
• Unwillingness on the part of officials and technicians to adopt the gender equity focus. Changes always generate insecurity and opposition particularly when the topics seem very complex;
• Lack of disseminating the gender equity policy through the formulation of a series of proposals and procedures; and
• Gender is viewed as a component with no connection to other areas, not as an issue that must be mainstreamed. There is a general belief that gender issues are the responsibility of one particular "specialist," and that it is unnecessary for everyone to receive training on this subject. Although it is not expected that everyone will become an expert on gender equity, the entire staff needs to have a basic understanding of the theoretical, methodological, and philosophical foundations of gender equity as a fundamental requisite for development.

In gender and communication skills:

- Are you aware of the kind of language you should use in addressing gender?
- Do you maintain a professional attitude by not allowing your own perceptions to get in the way of duties and responsibilities?
3.1.1.2 Integrating Gender Issues into Environment in Different Sectors in SNNPRS

Introduction
At governmental level and also at local level, regionally and internationally efforts have been made to integrate gender in environmental planning, and programs. However, experience in these areas is limited, not well documented and only partly successful. A common concern is that the intention of integrating gender in environmental planning of institutions - if not well managed - results in gender-invisibility and ad hoc actions. Long-term institutional commitment at highest level seems to be a prerequisite as well as availability of indicators and data.

- Is gender integration in environment desirable? Why?
- What strategies are followed to integrate gender in environment?
  - With what effectiveness?
  - What factors contribute to success and which factors cause failure?
- Which institutional arrangements are needed?

In most regions in Ethiopia, women's participation and empowerment in environment is still limited to institutional level. Although the number of professional women in environment has risen, this is mainly at lower and medium-management level. And although women's participation in environmental decision-making has increased, their influence is still limited and efforts in this area often have an ad hoc character. During the past decade very limited number of women has been organized for environmental conservation and management.

Planning must be designed to remedy gender biases in social, economic and technological conditions in agricultural and rural development. This calls for replacing single-sector approaches with cross-sector ones that link environment, women and population in all development programs. Devising a plan of action does not necessarily mean preparing a detailed list of everything, rather it highlights the dates on which key events are planned to occur. The activities which contribute to those events must be completed. These will enable different sectors to be responsible for aspects of events as for instance, women's training, promotion and other related issues. The plan can present whether the intended activities are fulfilled and if any problems in meeting those needs have occurred.
The following questions need to be addressed when trying to integrate the issue of environment and women in all government sectors:

- What experiences exist in the participation of women in organizations, in environmental decision-making and management?

- Does empowerment and participation in environment also result in gender equality?

- What role do governmental organizations play in integrating gender concerns in their planning?

In planning and gender integration women work performance scheme can be viewed as:

- Motivation - To reach work standards and objectives, avoid destructive comments and encourage women for their utmost contributions;
- Auditing - Develop the work potential of women in their job assignments and break work into achievable components;
- Career development - Discover training needs by identifying gaps and inadequacies of women which could get remedy through the provision of training;
- Guidance/counseling service - Develop women through advice, information and exploration of changing behavior and practices. Avoid unnecessary complications;
- Recognition - Encourage women for their suggestions for improving productivity and maintenance of the environment. Give recognition for their effective performance; and
- Evaluating - Checking women’s performance and assess if they share the responsibility of their own learning and development.

The integration of gender issues especially women’s concerns in planning needs to be balanced through forums of awareness creation and be focused around communications and working relationships. Women’s development needs may all seem to go a long way towards satisfying a requirement of today’s’ livelihood and development.
How do you rate your organization's performance appraisal towards women? Spend a few minutes to fill the table below, showing the emphasis on "What your section or department is doing".

<table>
<thead>
<tr>
<th>Purpose</th>
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**Integrating Gender and Environment in planning: Bureau of Urban Development and Work**

**Gender and Transport**

Environment and sustainability issues as well as gender perspectives need to be fully integrated into all transport-related policy-making in all departments at all levels on a regular and pro-active basis which means:

- The definition and understanding of mobility need to be revised aiming to reflect women's lives and responsibilities – i.e. diverse patterns of a multitude of tasks and related trips such as transporting loads for sale; accompanying children and elderly, etc. – and enable authorities to design appropriate transport systems;
- Measures are necessary which reduce transport burdens and transport expenditures of women and men while creating equitable access and ensuring women's increased opportunities and participation;
- All transport system development must be informed by the experience of women and governments should integrate experts on gender-sensitive transport system planning and decision-making in their planning structures;
- Gender budget analyses are important tools of engendering macro-economic analysis; they should be conducted to provide information about how much women- & men-power, institutional and financial resources, and research findings go into furthering women's vs. men's interests regarding transport;
• Investigate changes in transport infrastructure for all countries with a gender perspective;
• Governments should introduce participatory, inclusive transport planning methodologies in order to be able to incorporate the social / gender divide of transport and travel needs;
• Governments should commit to guarantee sustainable, gender-sensitive transport systems. If privatization is an option, governments have to define appropriate conditions;
• Governments, donor agencies and International Financial Institutions (GEF, World Bank, UNDP) should support:
  o research on women’s strategies to cope with transport needs, incl. e-commerce/ virtual shopping; community taxis etc.;
  o infrastructure for non-motorized transport and pedestrians;
  o initiatives providing more bicycles for women, especially in developing countries; and
  o Sustainable, local, small-scale transport development.
• Governments and relevant agencies should conduct improved transport surveys, including gender relevant research and gender sensitive methodologies, such as gender sensitive interviewing; analyzing daily realities of female transport users, women’s latent demands and their willingness to pay for better transport; documenting transport sharing models at local levels; and gender sensitive stakeholder consultation;
• Relevant agencies, research institutions and government should provide statistics on gender differentiated mobility, including data differentiated by length of trip rather than number of trips; by reasons to travel (men have more choice than women); car drivers vs. passengers; accounting for journeys on foot which are women’s; accounting for typical times of travel (rush hours, i.e. men’s travel, vs. non-rush hours, i.e. school run); providing figures on health issues, e.g. transport poverty (being marooned in rural areas links with increased use of anti-depressants);
• Governments and donor agencies should support networks addressing gender and sustainability, i.e., develop concrete strategies towards integrating sustainable, gender-equitable development into transport systems development;
• NGOs and women’s organizations should create a formalized dialogue amongst gender & environment researchers, women’s organizations and transport related NGOs.
• Create a West/East European network on gender & transport issues, (e.g. as a component of the global NGO transport network of the CSD NGO Transport Caucus.)

Gender, Tourism and Urban Environment

Worldwide, tourism is a particularly important sector for women, who make up to 46% of the tourism labor force. This percentage is higher than in the workforce in general, where 34 - 40% are women. The number of women working in tourism varies greatly amongst countries - from 2% up to over 80%. In countries in which tourism is a more mature industry, women’s participation is around 50%.

There is a significant horizontal and vertical gender segregation of the labor market in tourism. Horizontally, women and men are placed in different occupations – women are being employed as waitresses, chambermaids, cleaners, travel agency sales persons, flight attendants, (90% of the people in these occupations are women), whereas men are being employed as barmen, gardeners, construction workers, drivers, pilots, etc. Vertically, the typical “gender pyramid” is prevalent - lower levels and occupations with few career development opportunities being dominated by women and key managerial positions being dominated by men.

An extensive domestic tourism sector in the hands of women is developing in China, Taiwan and Korea. However, their economic and social inputs are invisible and unaccounted in the Gross Domestic Product (GDP) of these countries. Ecotourism has become an environmentally-friendly economic alternative in countries with high biodiversity.

The issue of tourism development and gender equality is multi-dimensional. It ranges from the low-profile and persistent issue of disproportionate responsibility for reproduction and community resource management between men and women; the differential and gender-based nature and consequences of access to social and economic resources; the pervasive reliance on (and at the same time the invisibility of) women’s labor in the hospitality sector; and the high profile issues of sex tourism and HIV/AIDS. Undeniably, there are significant gender biases and inequalities in terms of access to employment and physical and social resources that may predispose women to have greater vulnerabilities and constraints in enjoying the presumed benefits of tourism and ecotourism development.

Interest in sustainable tourism and ecotourism has increased as a result of the criticisms of mass tourism’s destruction of the environment. This greening of tourism has increased its significance in economically-marginalized rural
areas. The economy of such areas is characterized by small scale, flexible enterprises that are based on family labor. Women often have an important role in family labor enterprises and, therefore, sustainable tourism increases opportunities for women’s economic autonomy. Why gender makes the difference in tourism and ecotourism?

- It helps the tourism industry to recognize itself as a particularly good vehicle for engaging in efforts towards the advancement of women. Due to its size, its rapid growth and its extremely diverse and dynamic nature, the tourism industry has enormous flexibility. This can enable the tourism business to develop key initiatives for the advancement of women, serving as a model for other developing industries. It creates awareness in a wide variety of stakeholders (i.e., suppliers, consumers) of the realities of gender segregation in the job market;
- Women have been encouraged to get involved in independent community-based tourism initiatives, through the promotion of opportunities, professional advice, contacts and networks, training and education, and ready access to credit information. Training and education programs have typically motivated women to move into non-traditional occupations, providing them with new skills and encouraging women to apply for key managerial positions;
- It allows women’s free expression and new independence, through their involvement in tourism activities and decision-making processes. In Africa, participation in tourism enterprises not only contributes to decreasing individual and household poverty, but it also modifies the gendered structure of work and the decision-making process within the community. Thus, women who previously felt themselves to be devoid of status and power, gain increased standing and esteem within their society. It challenges traditional roles and stereotypes in the workforce and facilitates women’s empowerment;
- It promotes the adoption of gender criteria in certification standards for the tourism industry (e.g., identical compensation for identical work, fair opportunities for entrepreneurial women, development of productive women’s entities associated with tourism). It gives information regarding the involvement of both women and men in the formal versus the informal sector;
- Trade unions and community groups have created community-based institutions whose services help women and men to cope with the double burden of family; and
- Household work such as childcare facilities can create new jobs.
Gender and Urban Housing Development

Like the rural areas, gender issues in the urban settings are also affected in the degree of access to and control of resources. It is believed that there is a strong correlation between the decision-making powers and land holding rights of a person. Land is used as collateral to secure credits. It gives a better opportunity for a person to participate in municipal planning and in community decision-making as it often requires the status of “home ownership” or resident. As a matter of fact, control to land and housing ownership is an important factor in dealing with gender equality and decision-making powers.

In less developed countries like Ethiopia, urban housing is a challenge for the disadvantaged groups of a society, especially for the female headed households. Urbanization is one of the key factors in societal changes because individuals migrate to cities seeking employment or sometimes being attracted to modern lifestyle. Frequently, gender concerns are left out in the urban housing development planning, despite the accelerated migration from rural to urban areas.

Women with little or no income or those who move to cities with their small children are lacking shelter and are also endangered by automobile traffic and the crowd. Most migratory women are illiterate and engage in informal sectors, selling food and other items in areas of poor sanitary conditions. This calls for appropriate planning in terms of giving priority to women to work in small shops, land distribution and investments.

How do you create women and child-friendly city in the urban communities of the SNNPRS?
Integrating Gender & Environment in Planning: Bureau of Health

Gender, Health and the Environment
In the SNNPRS, the issue of population is principal, especially when compared to other regions of the country its impact on health and environment is quite visible. Changes in environmental conditions can affect human health and wellbeing. But the consequences of environmental change and degradation do not always affect women and men to the same extent. In this region, clean drinking water is becoming scarce in some areas because of expanding population numbers. The environment is being affected by the number of people residing in an area, as well as where they live and how they live. People alter the environment through their use of natural resources and the production of wastes.

Women and men often engage in different types of work inside and outside the home, and have different levels of access to and control over resources. They have different opportunities to participate in decisions regarding natural resource use. In this context, environmental degradation often affects the health of women and men differently. Deforestation, scarce or contaminated water, air pollution, and disease often have greater impact on women than men. This is especially true by increasing the demands on women’s labor and time because women have primary responsibility for the collection of fuelwood and water even in conditions where such resources are extremely scarce.

Women and children spend more time inside the house and as a result, they are more likely to suffer adverse health effects from indoor air pollutants like soot, which is released into the air when biomass fuels (e.g., wood, charcoal, dung, crop residue, etc.) are burned for cooking and heating. Moreover, those who live in densely populated areas are also subject to different levels of air pollution.

According to the studies of the World Health Organization, people who live in densely populated areas are subject to levels of air pollution, exposure to respiratory infections and diseases, such as asthma and lung cancer. Ailments like these often have significant impacts on households, where the gender division of labor is still pronounced. Some of the diseases for example, asthma can make it impossible for individuals to earn an income through physical labor, or perform household chores.
Water pollution, especially in urban settings can be extreme, while sanitation and waste treatment are poor or non-existent. Contamination increases the time women must spend seeking safe, clean water, and increases women's risk of waterborne disease. Inadequate access to water affect women's crop and livestock production, and increase the amount of labor women must expend to collect, store, and distribute water. All types of waterborne diseases, especially water and vector-borne diseases, affect women and families each year. Individuals who are ill from malaria, diarrhea, and other diseases need care which is as an additional labor to the women.

Shortages of fuel wood can force households to skip meals, or shift to less nutritious or partially cooked foods. Soil erosion and water shortages reduce harvest yields and the productivity of household gardens. As a result, the amount of food available to the household decreases. Women and children suffer most when custom requires that they eat last and least. Prevalence of certain types of disease may differ between men and women depending on cultural roles or social customs. Women and children sleep on the ground where there is a much greater risk of coming into contact with rodents infested with plague bearing fleas.

Why Gender Makes a Difference in Environmental and Health Initiatives?

Use of less-polluting fuels such as natural gas, or adoption of fuel-efficient stoves, can reduce a woman's exposure to indoor air pollution. Improved sanitation and personal hygiene are two of the most effective ways to lower the prevalence of diarrheal diseases, especially in children. Behavioral changes in hygiene can be promoted in communities particularly if women are actively involved.

Where women have secure land tenure and access to technical and financial resources, agricultural production increases, and nutritional status improves and natural resources would be sustainably managed. When gender differences are taken into account, underlying causes of ill health can be addressed more appropriately and equitably. The wellbeing of women, men, and children and the natural environment are closely connected. Ensuring that wellbeing means meeting human needs without destroying the resources and natural services that sustain life on Earth.
Women, Reproductive Health and the Environment

In less developed societies like ours, one-third of births are ill-timed or unwanted; yet the number of women worldwide who say they want no more children outpaces the family planning services available to them. One reason for this is because men often control decision-making about family size and/or sexual relations. Small-scale agricultural producers often desire large families as a ready source for household labor. The number of children needed to work on the land rises when the soil loses essential nutrients through excessive use. However, studies have shown that women who give birth to more than four children have a much higher risk of suffering illness or death during or after pregnancy.

Not only in this region but also in other parts of the world women who carry water from streams, rivers, and wells to the family home use on average one-third of their total energy to do so. As environmental degradation increases clean water sources can only be found at greater distances. This means women must use greater levels of energy while caloric intake often remains constant or decreases. Anemia, caused by a lack of iron in a person’s diet, is common among ill-nourished girls and women. It alters the normal age at which they should experience their first menstrual period. Frequent childbearing intensifies the incidence and severity of anemia. Women weakened by hard labor, inadequate nutrition and infectious and respiratory diseases are much more vulnerable in pregnancy and childbirth. This is especially true if they are very young, near the end of their reproductive years, or have had many children.

Forestlands that are converted into livestock grazing areas often provide new breeding areas for mosquitoes. In malaria-infested areas, pregnant women who fall prey to this disease are at great risk of anemia or other health complications that can be life-threatening. Women often find it difficult to participate in conservation and natural resource management activities and training, because of their childbearing and childcare duties. Exposure to certain agricultural and industrial chemicals increases women’s vulnerability to illness during pregnancy and birth, and it increases risks of infant mortality and childhood developmental disabilities and illness.

Men also suffer from reproductive health problems, such as testicular cancer and lower sperm counts, as a result of exposure to pesticides and industrial wastes. The unplanned urban development of lands surrounding cities and the movement of people into marginal rural lands increases the number of people in areas without health delivery infrastructures. The reduced availability of reproductive health services in these areas increases the risks of maternal mortality and unwanted pregnancy.
In poor countries like Ethiopia, small budgets for health infrastructure and inadequate clean water supplies at health facilities pose a serious problem for public health. Quality health, including reproductive health care, is impossible without adequate supplies of clean water. Cases of many kinds of disease increase when seasonal conditions favor their spread, such as insect-borne diseases during and after the rainy season. Pregnancies may follow a similar pattern, related to breaks in the agricultural work schedule or certain holiday periods, for example. These patterns affect the flow of visitors to clinics and hospitals. Improved flow management and training for medical personnel are required to maintain appropriate quality of these services, including counseling and follow-up throughout the year.

Environmental factors have a direct effect on the response of individuals and communities to reproductive health conditions. Environmental factors also affect health service access and quality. They have their most serious impacts among the poor, who are more likely to live far from health service centers.

The relationship between the environment and human reproductive health is complex. Poor reproductive health, infant mortality, and high fertility rates are both causes and consequences of environmental degradation. Biological differences between men and women, their life roles and decision-making power, help to shape the relationship between reproductive health and the environment.

**Why Gender Makes a Difference for Reproductive Health and the Environment?**

When women feel free to express their desires, their wish for safe space or limited pregnancies often emerges as a high priority. Helping women and men meet their fertility goals also enables them to better manage and conserve the natural resources their families depend upon. Studies show that women, compared to men, devote more of their personal earnings toward the wellbeing of their community and their children. This is another reason to empower women economically.

Improving education for women has proved to be one of the most certain ways to reduce a country’s fertility rate, as well as reduce households’ direct reliance on forest or coastal resources. Fertility rates can also be lowered with improved health services in developing countries, especially in remote rural areas. Men who have participated in workshops on masculinity and reproductive health experience less domestic violence and have fewer children. The AVSC International examines the impact of gender and sexuality as well as health and relationships of both men and women. It shows that the “Men as Partners” (MAP) initiative for instance, uses varied
educational interventions to increase men’s participation with women in making sound reproductive health decisions and reducing male violence towards women. In men’s reproductive health roles, women and traditional birth attendants may have special knowledge of endemic medicinal plants. Paying attention to their expertise may increase our understanding of ecosystems.

Men in the developing world spend about one-tenth of the time that women devote to the daily burden. Efforts to increase women’s empowerment seek to balance the gender equation by giving women access to information, skills, services, and technology, by encouraging their participation in decision-making; and creating a group identity. These approaches recognize the targeted interventions are still needed in many settings to free women from a long tradition of restrictive social norms. Through some reproductive health programs female outreach workers have enhanced their status and prestige in their families and communities. They gained opportunities for employment or access to micro-finance programs related to the use of natural resources.

**Integrating Gender & Environment in Planning: Bureau of Water Resource and Development**

**Gender, Water and the Environment**

Water is a finite and valuable resource; its use should be guided by economic efficiency, equity, and access for all. In addition to supporting human life, water preserves the sustainability and vitality of diverse ecosystems around the world. Only 3% of the planet’s water is freshwater and available for human use. People use clean water to supply their homes, produce food, and carry out industrial activities. The impact of these uses on water quantity and quality has affected both natural systems and human health.

In many parts of SNNPRS women and children walk longer distances to secure clean water when water sources are contaminated or reduced by humans, animals, or natural hazards such as drought. This is a global experience. In some parts of Africa for instance, women and children spend eight hours a day collecting water. Inadequate water access and poor water quality affect women’s crop and livestock production, increase their work to collect, store, protect, and distribute water. It has a negative impact on women’s health and that of their families. Millions of poor people are affected every year by all types of water-related diseases, especially water- and vector-borne diseases.
As the traditional water bearers and custodians of family health, women shoulder a huge burden in coping with the lack of basic sanitation services. The lack of sanitation facilities has different impacts on women than men. For example, sometimes cash subsidies for latrines given to men are used for other purposes, since latrines are a bigger priority for women than they are for men. Water projects often favor men’s uses of irrigated water. Frequently, planners document water only for domestic water needs (washing, food preparation, cleaning, etc.), but they overlooked how women use water in farming, raising animals, and producing market goods.

Women’s entitlement to water in developing countries is often precarious. Many rural women depend on small-scale or hand irrigation, so they can face extreme difficulties coping with drought. Other times, the technologies available to women are unsuitable, such as pumps that have handles they cannot reach or manipulate, or that the women have not been trained to repair.

Legal constraints can affect women’s rights to control water resources. In Kenya, the “Mwea Irrigation Scheme” appropriated all available land, investing control in the hands of male managers. Women lost rights to land they had traditionally used to grow subsistence food crops. Consequently, they became more dependent on men and were forced to turn to their husbands to buy food. On the other hand, unanticipated effects of environmental initiatives can sometimes benefit women. In a community in India, irrigation contributed to the growth of weeds. This was beneficial for women of landholding families, as the increased fodder enabled them to increase milk and ghee production.

The privatization of water services in many cities and regions in the world has been tied to loan conditions, structural adjustment programs, poverty reduction strategies and international development assistance. In many instances, privatization has led to large hikes in water bills, cessation of water supplies, additional health problems, greater corruption, and further hardship for poor women and their families.

Women in developing countries are most often the collectors, users, and managers of water in the household and on the farm. Domestic water is used for processing and preparing food; for drinking, bathing, and washing; for irrigating home gardens and watering livestock. Women recycle water, often reusing water for washing and irrigation.

Women have considerable knowledge about water resources, including water quality and reliability, and are key to the success of water resources
development and protection. Yet women’s knowledge and role in water resource management is still largely unrecognized, and social and economic norms often reinforce unequal participation and decision-making in community organizations such as water users’ associations.

**Why Gender Makes a Difference in Water Management?**

When women’s and men’s roles are considered in the use, supply, administration, and conservation of water resources, the links between people and the natural resources they depend upon become clearer. Women are active players and leaders in the struggle for safe, affordable and accessible drinking water. Women can, and do, make a difference in watershed and irrigation management, in water sanitation, and in safeguarding water resources. Projects and programs that neglect indigenous management and treat women as beneficiaries and users, rather than water managers and decision-makers, hamper project outcomes and diminish women’s position. Taking gender issues into consideration allows a better understanding of the entire hydrological cycle and the interaction of water with other natural and socioeconomic systems. Increased gender awareness in water resource management can foster greater participation, collaboration, and consensus.

A thorough, gender-based integration of local situations helps to create more effective, equitable, and sustainable water programs. Greater gender awareness contributes to a more balanced representation of women and men in decision-making, and ensures that women’s perspectives are voiced. In the Dominican Republic, for example, a National Water Authority regulation requires that at least 40% of the water committee members be women. Collecting sex-disaggregated data and analysis of information is a first step towards developing gender responsive programs.

What are the impacts of water management on women’s health? The positive and negative effect of water towards women’s health in particular and family’s wellbeing in general shows that:

<table>
<thead>
<tr>
<th>Positive effects</th>
<th>Improved socio-economic status, more productive availability of adequate water supply, hygiene, and labor improved food security.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Negative effects</td>
<td>Reduced labor productivity, shorter life span, contamination of water supplies by toxic materials and increase water-borne diseases.</td>
</tr>
</tbody>
</table>
Positive effects have also indirect contributions in terms of empowering women and enhancing better lives. On the contrary, negative effects aggravate infectious and other disease ailments.

How do you integrate gender issues in your plan of activities?

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**Gender and Watershed Management**

Among the many environmental services that ecosystems provide, one of the most critical to humans is the supply of clean water. Today, more than 1.7 billion people live in 40 countries with critically low levels of forest cover, and nearly 250 million people in 20 countries experience both forest and freshwater scarcities. Because women are more reliant upon common property forest resources for survival and income, and women and their daughters are more often responsible for fuel wood and water collection, degradation of watersheds negatively affects the health, income, and work burden of women and girls. Watershed management initiatives that exclude women as stakeholders ignore half the population, decreasing the efficiency and effectiveness of the actions promoted.

In watersheds, socio-economic and biophysical systems interact in a complex and dynamic manner. Their behavior is a reflection of how water, soil, flora and fauna resources are managed and of the human productive activities, policies, infrastructure and other elements existing in the upper, middle and lower areas of a watershed.

The use of a gender approach in dealing with the socio-environmental dynamics of watersheds is helpful because:

- It opens avenues and opportunities for achieving equity between women and men by considering their unique interests, demands and expectations;
- A gender-sensitive approach to watershed management also considers the ethnic-cultural characteristics of the population and emphasizes affirmative action to address women's disadvantaged position and condition in many societies;
- Women have considerable knowledge about water resources, including water quality and reliability which are key aspects to the success of water resources development and protection; and
- Women's knowledge and roles in watershed management is still largely unrecognized, thus the social and economic norms must reinforce equal participation and decision-making in community organizations such as water users' associations.
Why Gender Equity Makes a Difference in Watershed Management?

The use of a gender-sensitive integrated approach to watershed management ensures that both women’s and men’s unique needs, priorities, and knowledge are incorporated into management plans and policies. Specifically, a gender equity approach can:

- Increase men’s and women’s participation in decision-making processes related to watershed management;
- Promote more equitable access to and control over, the distribution of natural resources among social groups; and
- Ensure that watershed management interventions do not adversely affect one social group more than another.

Consideration of gender in water management allows for the identification of women’s and men’s roles in the use, supply, administration, and conservation of water resources. Adopting gender-sensitive watershed management planning empowers women, men, and local organizations to promote more equitable relationships between stakeholders. This, in turn, can reduce unwanted competition and conflict.

Gender-sensitive watershed management plans encourage local ownership of management responsibilities, as well as a more equitable distribution of environmental and economic benefits. For example, in Monterrey, Mexico, the city’s water problems became a political concern and a national priority after women took action to protest water scarcity in their communities. A gender-equity approach to watershed management recognizes that men and women have particular needs, knowledge, interests and aspirations, and thus contribute to the conservation of water resources in different ways. Recognition of this reality is essential to achieve more effective and sustainable natural resource management.

Integrating Gender and Environment in Planning: Bureau of Mineral & Energy, SNNPRS

Gender, Energy and the Environment

Gender equality is a key driver in the delivery of energy services in developing countries because providing women and men with access to productive resources has significant implications for growth and reducing poverty. The synergies between gender, environment and the energy sector were first recognized in relation to biomass energy. Women were recognized as users and collectors of fuel wood, and as victims of environmental deterioration that caused energy scarcity.
Time use surveys have shown that women spend long hours in fuel collection. The burden increases as deforestation worsens, and this affects the time available to women for other activities including income-generating activities, education and participation in decision making. Access to modern energy affects women and men differently.

Taking men's and women's different constraints and needs into consideration when designing energy integrated planning and projects can significantly enhance economic development and the sustainability of projects. In many countries women represent an unrealized potential asset for the development of the energy sector through the supply and demand chain. The challenge for realizing this potential is how to move towards a framework for mainstreaming gender in energy operations in the 21st century. A key lesson for energy program planners is that the involvement of both sexes in planning and decision making is central to the success or failure of energy interventions.

In developed countries, the links between gender, environment and energy have been explored mainly in the areas of equal opportunity in:

- energy professions;
- decision making and energy related projects;
- pollution and health;
- preferences for energy production systems;
- access to scientific and technological education; and
- Division of labor at household levels.

There are also some indications in industrialized countries that women's preferred research agendas may differ from that of men's; they tend to be more skewed towards research on renewable energy and social aspects of energy.

In regard to women, energy and the environment, there is no doubt that women are more affected by the scarcity of household energy supply. Majority of the rural women in this region are affected by the scarcity of fuel-wood. Studies indicate that:

- Fuel-wood is scarce for 60% of rural African women and 40% of rural Latin American women;
- Worldwide, the average time a family dedicates to water and fuel transportation for domestic use is 1320 hours/year. This is equal to approximately three hours of an adult woman's time per day;
• Women spend three times more time transporting fuel and water than men, and women carry four times more than men in volume;
• Despite the important role of biomass for women in meeting the energy needs of both rural and urban households -supplying 90% of energy in some developing countries- little attention is paid to this source (less than 1% of public energy budgets);
• Women and children suffer from higher levels of lung and eye disease than men because they spend more time inside the house and are, therefore, more likely to be exposed to indoor air pollutants, such as soot released into the air when biomass fuels (e.g. wood, charcoal, dung, crop residue) are burned for cooking and heating;
• Evidence from throughout the developing world suggests that a focus on productive, often male-dominated, energy services has neglected the complementarily of productive and reproductive activities in rural households. This has led to interventions that are not only gender-biased, but are also less effective for poverty reduction;
• Energy-related institutions have significantly fewer female professionals at all levels; and
• Women are less likely to receive training due to family responsibilities and cultural constraints. Estimates indicate that women constitute less than 20% of the professional energy workforce.

To address the theme of gender and energy, it is necessary to understand how social inequalities affect energy use, management and access. The ways in which people use, conserve, understand and participate in the benefits of different energy resources depends on their socioeconomic condition, gender and ethnic origin.

• Women and men have different productive roles, which in turn require different energy inputs. While the burden of household energy supplies and services remains largely the responsibility of women, access to modern energy carriers, such as clean fuels and electricity, affects both sexes.
• The availability of energy services affects men and women differently, depending on the energy applications with which they are involved. Unfortunately, most policy debate and legislative frameworks have not been gender-sensitive.
Gender Equity Perspective in the Energy Sector

- Recognize and value women’s roles with respect to energy in all its dimensions, from survival and household well-being to productive applications;
- Promote a more equitable distribution of responsibilities and benefits related to energy use, management and access;
- Draw attention to energy-related problems and solutions by showing how the degree of equity in women’s access to productive resources (such as credit, information, training, labor) affects use and management of all energy sources; and
- Promote women’s effective participation in local and international decision-making processes. Achieving women’s effective involvement requires measures for overcoming gender inequalities in participation through mechanisms such as education, empowerment, technology transfer, organizational promotion, financial assistance, training, etc.

Why Gender Makes the Difference in Energy Initiatives

Experiences from some other parts of Ethiopia indicate that:

- Direct and indirect household energy consumption is reduced and fuel substitution programs are more effective when women are the target clients for such interventions, because they are the primary decision-makers for household energy use;
- Increased and more diversified food production is achieved through the reallocation of time and energy of women and girls freed from preparing food by hand every day;
- Reduction of time and labor required for household chores is one of the most important results of having access to alternative and sustainable energy resources;
- Increase in school attendance (especially girls) is achieved, since less child labor is required for gathering fuel wood and maintaining open cook fires for lengthy food preparation;
- Electric lighting provides some of the greatest benefits, since it contributes to safety, convenience and the possibility of social recreation in the evenings. In various communities, there has been a reduction in sexual assaults in places where electricity has been introduced;
- Women’s micro enterprises are an important factor in household income as well as in women’s welfare and empowerment. Many micro enterprises are heat-intensive (e.g.,
food processing), labor-intensive, and/or light intensive (e.g., home industries during the evening hours);

- Lack of adequate energy supplies affects women’s ability to carry out these micro enterprises profitably and safely. The provision of affordable energy can be a key factor in enabling rural enterprises for women; and
- Health of women and children is improved through the use of cleaner fuels. Foods can be stored longer in households with cooling systems, reducing waste and health problems due to food spoilage.

**Gender and Energy Recommendations**

The recommendation forwarded in case of integrating gender, environment, and energy are to:

- Analyze organizations’ campaigns on energy and develop strategies to promote them;
- Develop energy guidelines from a gender perspective for investment policies in the energy sector;
- Obtain commitments from shareholders of all Multilateral Development Banks to ensure gender mainstreaming in all energy policies, programs and projects so as to achieve sustainable energy development;
- Ensure that all energy-related research include a gender and sustainable development analysis through gender-balanced teams. Examples of research would include:
  - test assumptions on gender differences towards energy needs, use, planning and policy
  - cultural differences towards energy issues from a gender perspective
  - How can behavioral changes in energy use be achieved, differentiated between sexes?
  - critique current energy production and consumption models from a sustainable development and gender perspective
  - analyze impact of energy-related projects on women/local community control over their land/water resources
  - analyze effectiveness of renewable energy policies/projects in the region
- Develop advocacy tools to link poverty, environment, energy and gender; and
• Request resources for national and regional processes to implement the above recommendations.

In addition to these, the following points need to be considered:

• Key issues needed to be presented to governments, and projects developed to showcase as a way of intervening in the policy process;

• There is a need to talk with both men and women at all levels about gender, environment and energy issues;

• Energy policy expressed in market price terms reflected present income structures, while eco-taxes tended to favor certain groups. Gender aspects were linked to income levels, and therefore an issue for income policy;

• In Africa, foreign funding agencies had put forward energy solutions for women. However, solar cookers were not suited to women’s cooking schedules. Moreover, surveys had shown that women wanted access to grid electricity, rather than biomass based systems, but energy solutions were not developed at grassroots level. Therefore, the issue needs follow up; and

• Gender issues and women’s special energy needs and concerns were hardly mentioned in major annual energy reports such as IEA’s World Energy Assessment and the World Energy Council’s Statements.
  
  o What roles does your organization play in the motivation and encouragement of women to actively participate in energy resource related programs?
  
  o What image does your organization wants to convey and what is the extent of values given towards gender equality in you’re planning?

Integrating Gender & Environment in Planning: Bureau of Agricultural Research

Women in Biodiversity

Gender, socially constructed relations between men and women, is an organized element of existing farming systems worldwide and a determining factor of ongoing agricultural restructuring. Current trends in agricultural market liberalization and in the reorganization of farm work, as well as the rise of environmental and sustainability concerns are redefining the links between gender and development.

The largest proportion of rural women worldwide continues to face deteriorating health and work conditions. They have limited access to
education and control over natural resources, insecure employment and low income. This situation is due to a variety of factors, including:

- the growing competition on agricultural markets which increases the demand for flexible and cheap labor;
- growing pressure on and conflicts over natural resources; and
- other factors increasing exposure to risks related to natural disasters and environmental changes, worsening access to water, and increasing occupational and health risks.

Despite the progresses made in national and international policies since the first world conference on women in 1975, urgent action is still necessary to implement gender and social equity. To better address gender issues as integral to development processes, the following points are presented:

- Strengthening the capacity of public institutions and NGOs to improve the knowledge of women’s changing forms of involvement in farm and other activities in AKST;
- Giving priority to women’s access to education, information, science and technology, and extension services to enable improving women’s access, ownership and control of economic and natural resources; and
- Ensure access, ownership and control of land through legal measures, appropriate credit schemes, support for women’s income generating activities and the reinforcement of women’s organizations and networks. This, in turn, depends on strengthening women’s ability to benefit from market-based opportunities by institutions and policies giving explicit priority to women farmer groups in value chains.

A number of other changes will strengthen women’s contributions to agricultural production and sustainability. These include:

- support for public services and investment in rural areas in order to improve women’s living and working conditions;
- giving priority to technological development policies targeting rural and farm women’s needs and recognizing their knowledge, skills and experience in the production of food and the conservation of biodiversity; and
- Assessing the negative effects and risks of farming practices and technology, including pesticides on women’s health, and taking measures to reduce use and exposure.
Roles of Women in Biodiversity

Across the globe, women predominate as wild plant gatherers, home gardeners and plant domesticators, herbalists and seed custodians. An indication to this is that:

- Women and men often have different knowledge about, and preferences for, plants and animals. For example, women’s criteria for choosing certain food crop seeds may include cooking time, meal quality, taste, resistance to bird damage and ease of collection, processing, shelf life and storage. Men are more likely to consider yield, suitability for a range of soil types and ease of storage. All the criteria are essential for human welfare.

- In a study in Sierra Leone, women could name 31 uses of trees on fallow land and in the forest, while men named eight different uses. This shows how men and women have distinct realms of knowledge and application for natural resource management, both of which are necessary for sustainable use and conservation.

- Women provide close to 80% of the total wild vegetable food collected in 135 different subsistence-based societies. Women often have specialized knowledge about “neglected” species.

- The majority of plant biodiversity research is not gender sensitive. This has led to incomplete or erroneous scientific results with respect to the diversity, characteristics and uses of plants and the causes and potential responses to genetic erosion. Integrating women’s traditional knowledge into botanical and ethno-botanical research, and protecting all informants’ rights, are critical for improved knowledge and management.

- In spite of the fact that an increasing number of experiences are highlighting the sustainable manner in which women use biological diversity, it is often true that women do so without equitable participation in the access and control of such resources. There is a tendency to ignore the natural spaces predominantly used by women in favor of those used by men, and to undervalue non-commercial (mostly female) production spaces in favor of commercial (mostly male dominated) production spaces.

- It is necessary to make visible the gender-differentiated practices and knowledge of women and men in their relations with biodiversity resources. Despite considerable efforts over the past fifteen years at national and international forum, such as the Convention on Biological Diversity, very little progress has been made in understanding the fundamental roles that women play in managing and conserving biodiversity.
• Making visible the various roles women play in biodiversity conservation, sustainable use of resources and survival of the human species is only the beginning.
• Research on 60 home gardens in Thailand revealed 230 different species, many of which had been rescued by women from neighboring forests before being cleared.
• Women in different regions of Latin America, Asia and Africa manage the interface between wild and domesticated species of edible plants. This role dates back to 15,000-19,000 B.C.

These roles should be valued in their broader scope. Special attention should be given to the significance of women’s ancestral knowledge of biodiversity and the innovations generated by both men and women in adapting and sharing traditional practices for improved management within their own and other communities.

Recognizing and valuing women’s knowledge and practices related to biodiversity helps us to understand the crucial step of effective participation for women in decision-making for biodiversity conservation. Making women’s decision-making role meaningful requires us to actively overcome gender inequalities at all levels, from the local to the global. Biodiversity conservation is enhanced by empowering women to participate as equals in information sharing and generation, education and training, technology transfer, organizational development, financial assistance and policy development. The exclusion of women as agents of development means ignoring half of the planet’s population, which, in turn, affects the efficiency and effectiveness of the conservation of biodiversity.

**Why Gender Makes a Difference in Biodiversity Initiatives?**

More diverse information on the management and ecology of plants is gathered when gendered, traditional knowledge is incorporated in basic research, ethno-botany and other studies. In Uttar Pradesh, men primarily use forest plants for fodder and mulch for agriculture. Women’s uses are more related to household applications (for example, medicines, cleansers, fiber, food and tools). Elsewhere, women’s criteria reflect the diverse ways in which they use plant materials (e.g., food, nutrition and culinary preferences, thatch, mat making, fodder, fuel, leaves). In addition, women’s knowledge about “neglected” species has been tapped.

Improved land tenure for women can support biodiversity. Women’s secure access, to land for agriculture and home-sites leads to greater on-farm habitat protection of existing biodiversity and exploration of improved varieties. Equitable access to agricultural resources and inputs can support biodiversity
conservation by intensifying production on already cleared land and reducing encroachment into fragile areas. Both women and men working with plants and animals need credit, technical support and extension services in order to mitigate or reduce potentially harmful practices such as slash-and-burn agriculture and short-term fallow rotation.

A gender approach brings innovation and participatory approaches to biodiversity research. For example, by studying women’s recipes, one can see the changes in available resources over time and by season. Biodiversity research and program decisions have included broader and more diverse perspectives at local, national and regional levels, and have better reflected women’s constraints, needs and preferences (such as access to land and other natural resources, land use, conflict resolution, household food security during difficult economic and climatic conditions).

Recognizing the importance of the knowledge possessed by women, including use, rights and needs regarding local plant biodiversity, would help to reach several objectives of the Convention on Biodiversity, which seeks the sustainable use of biodiversity components and fair and equitable distribution of the benefits derived from its utilization. With a gender perspective, intellectual property regimes would consider women’s roles and could promote a more equitable distribution of the benefits derived from biodiversity and its genetic resources.

Some countries are taking advantage of their compliance with the Convention on Biological Diversity’s provisions to create policies and legislation that safeguard the human rights of men and women, as well as indigenous and local communities. This is a great opportunity to achieve equality and equity between men and women in their access to resources, control of their traditional knowledge, and benefits from sound management and participation in governance and decision-making.

Gender and Forest

Forest as a part of environment is reflected in the life of most people especially in rural areas. The general view about forest indicates that:

- Forests are home to 300 million people around the world and they contribute to the livelihoods of many of the 1.2 billion people living in extreme poverty;
- More than 1.7 billion people live in 40 nations with critically low levels of forest cover; nearly 250 million people in 20 countries are experiencing the negative effects of forest reduction and freshwater scarcity;
• Nearly three billion people worldwide rely primarily on wood for home heating and cooking;
• Half of the wood harvested in the world is used as fuel, mostly in developing countries; and
• Between 1990 and 1995, the area covered by primary and secondary forests in developing countries decreased annually by more than 11 million hectares. Deforestation of tropical rain forests could account for the loss of as many as 100 species a day.

Gender relations influence many aspects of forest management and governance. Some of these are:

• **Roles and responsibilities** -- Men and women often have different productive and reproductive roles with regard to forest resource management. Men and women often play different roles in planting, protecting or caring for seedlings and small trees, as well as in planting and maintaining homestead woodlots and plantations on public lands. Men tend to play a greater role than women in extracting timber and non-wood forest products for commercial purposes. Women typically gather forest products for fuel, fencing, food for the family, fodder for livestock and raw materials to produce natural medicines, which help to increase family income.

• **Access and control over resources** -- Economic, social, cultural, political and legal environments affect the rights of women and men to control forest resources and own land. Even where women have ownership rights to land, their access to forest products and opportunities for forest-generated income may not be ensured. Different members of the community may have established informal rights to use of different parts of the forest or even of a tree – women may have access to the leaves but not to the wood. This differentiation by gender has major implications for the ownership and usufruct rights to the forest and its byproducts, it affects the decision process in the selection of species for new plantings, and it affects management of the forest.

• **Knowledge base** -- Gendered knowledge may vary by class, age, and ethnicity, underscoring its complexity. For instance, tribal women in India have been found to know medicinal uses for almost 300 forest species. In other parts of the world, an older man from an indigenous group may have different practices for the sustainable use of forest soil and trees than a young man living outside his native community. Understanding the wide spectrum of knowledge possessed by women
and men in different socioeconomic circumstances helps to determine appropriate and sustainable forestry policies.

- **Decision-making** — Public participation in forest management is vital to sustainable forestry policies. Yet, women’s involvement in the formulation, planning, and execution of forestry remains low at all levels. In India, women who recognized the link between deforestation and recurring floods and landslides formed the Chipko Movement. By placing their own bodies between trees and loggers, they impeded tree felling and created pressure on the government to investigate and eventually impose a 10-year ban on logging in the affected area. In addition, failure to take into account women’s and men’s activities in forestry issues and to include both in the related decision-making process may lead to the establishment of policies that criminalize activities (such as illegal collection of fuel wood), without changing behavior patterns that have a negative environmental impact.

**Why Gender Makes the Difference in Sustainable Forest Management?**

Gender-responsive forestry policies and programs are those that seek sustainable forestry practices, while explicitly taking into account the opinions, needs, and interests of both men and women. Incorporating gender issues into sustainable forest management helps to:

- Enhance the effectiveness of sustainable resource management policies and projects and drive the equitable distribution of benefits;
- Increase food security, employment opportunities, household income and health of families.
- Household food security has improved when programs addressed subsistence strategies to handle collected wild products (e.g., bush-meat and foraged food);
- Avoid potential conflicts among competing uses of forests and their byproducts and to ensure that women’s and men’s traditional and indigenous rights to forest use are not diminished with the implementation of new projects and policies;
- Promote equal access of women to land ownership and to other resources necessary for effective socio-economic participation (e.g., land, capital, technical assistance, technology, tools, equipment, markets and time);
- Train both women and men in methods to increase their productivity through new forestry technologies, including nursery techniques, site
selection, selection of species, land preparation, planting, weeding, and maintenance;

- Train female forestry extension agents and increase their awareness to the prevailing patterns of women in the use of forest resources, including their particular needs and constraints;
- Enhance awareness in men and women to the value of forests and sustainable forestry management;
- Ensure support for women’s craft and home-based forestry industries, through credit utilization, business management, and marketing; and
- Enhance women’s participation and cooperation in community groups or forest resource management committees created for project management.

3.1.1.3 Recommendations in Preparing a Plan on Gender and Environment

Introduction

A review was made of a vast amount of policies, declarations, and action plans prepared by international cooperation agencies such as the Swedish International Development Agency (SIDA), Germany’s International Cooperation Agency (GTZ), the Canadian International Development Agency (CIDA), Denmark’s International Development Agency (DANIDA), Norway’s International Cooperation Agency (NORAD) and the Dutch Government, as well as the following documents: CATIE’s Gender Policy; the Earth Summit (1992); the Cairo Conference on Population and Development (1994); the Fourth World Conference on Women (1995); the Convention to Combat Desertification (1997); and proposals on policies for Central America’s agricultural sector.

Confusion exists about the meaning of a policy, an action plan, and a strategy. These include sections, outlining objectives, goals, actions, and a series of technical criteria, which are more appropriate to an action plan. As a result of this review, the following conclusions were reached:

- Due to the confusion, the legalization process resulting from such extensive and complex documents is made considerably slower and more difficult. There are some instances when the documents are simply rejected by the various institutions because of the vast amount of paragraphs and sections the various management units have to agree on and approve.
- A clear distinction should be made between a policy or policy declaration and an action plan. The policy should be coupled with a brief and simple
document outlining the organization’s intentions and commitment about a specific subject (in our particular case, gender equity perspective within the environmental sector). When dealing with a concise document, internal analysis and discussion take place over a much shorter period of time. The resulting policy is subsequently legalized in accordance with each country’s regulations (e.g., executive or ministerial decree).

Characteristics of Planning
One of the elements of management planning is a process which can cover any time span from the short to the long run. Planning in any organizations will not help to realize their objectives if the plans cannot be implemented. Further, implementation of a plan involves resources and actions. Gender integration in planning emphasis the need of looking ahead and assess the future, its contribution to the environment and sustainable development. It organizes the working relationships and the responsibilities of men and women in creating desirable working spirit. The concerned bodies of an organization must set examples to be role models to others in giving special attention to gender and especially to inspire women in the different activities. It is the responsibility of the organization to coordinate and control whether the different sections or departments are consistent with the overall implementation plan of gender issues. They must be able to check the flow of information as especially women lag behind in this case. A periodic assessment is required to make in order to check the progress of gender integrated programs. In short, planning:

- Outlines the organization’s intention and commitment regarding the incorporation of gender equity;
- Needs to be accompanied by an action plan outlining the operational aspects; and
- Should specify action plans by department, topic or activities.

Action plan is of a technical nature, outlining the operational aspects of the integrated programs. It is prepared on short range or long range bases of activities. It is strongly recommended that all of the organization’s departments, sectors, or management units participate in its elaboration. The action plan will stem from the institution’s needs or constraints to implement the various commitments included in the integration of gender with the environment. Furthermore, it builds a framework of actions to be executed by each structure.
Characteristics of an Action Plan

What is an action plan and what does it consists of?

- It is a document that outlines the operational aspects of the organization;
- It takes up the theoretical and fundamental stance stated in the policy;
- It is a strategy outlining the means through which the objectives indicated on the policy will be achieved;
- It contains key goals or objectives, with activities for the short, medium, and long term that can be adequately measured;
- It may result in the execution of additional concrete activities through annual plans by department, unit or topic.

Guidelines for the Elaboration of an Action Plan

What are the aspects considered in an action plan?

- An introduction with:
  - The institution’s mission;
  - The origin of the action plan; and
  - How it relates to the institution’s history.
- Long-range objective or goal and specific objectives and how the action plan will be carried out
- Strategy to achieve the objectives:
  - Indication of the situation leading to the objective; and
  - Specific activities by objective.
- Structure of the entities responsible for the execution and monitoring of the action plan:
  - Gender units;
  - Person responsible;
  - Role of the country’s Offices for Women’s Issues; and
  - Institutional changes required in order to execute the Plan.
- Resources needed:
  - Contributions made by the institution; and
  - External support required (financial, human, materials).

Activity

Concerning gender integration in planning in your section or department, prepare an action plan by identifying the objectives and sequencing of activities that needs to be implemented by the year 2001 E.C.
3.1.2 Gender, Environment and Biodiversity Conservation
Alishum Ahmed (PhD)

3.1.2.1 Introduction
Ethiopia is located between $3^0$ and $15^0$ N latitude and $33^0$ and $48^0$ E longitude; and covers an area of more than 1.1 million km$^2$. It is a country of great geographical and climatic diversity which has given rise to many and varied ecological systems. Ethiopia is one of the world's biodiversity hot spot areas.

Despite continued efforts in designing policies, strategies and program interventions, “more than one billion people in the world today, the great majority of whom are women, live in unacceptable conditions of poverty, mostly in the developing countries (PFA, 1995: 37, Art. 47)” This is the outcome of the population pressure, mismanagement of the environment, lack of conservation, unsustainable utilization of biodiversity and natural resources degradation. So there are several challenges that face development practitioners, policy makers, planners, leaders of national and international institutions, researchers and the community at large. Rational holistic and integrated approaches are needed to scientifically manage the environment and to conserve and sustainably utilize biodiversity resources.


What are Gender, Environment and Biodiversity?

Gender
Gender refers to the social roles that men and women play and the power relations between them, which usually have a profound effect on the use and management of natural resources. Gender is not based on sex, or the biological differences between men and women. Gender is shaped by culture, social relations, and natural environments. Thus, depending on values, norms customs and laws men and women in different parts of the world have evolved different gender roles.

Environment
Environment refers to a complex circumstances, conditions, or influences in which a thing is situated or is developed. Environment is the external forces affecting living things, while nature is the inner force.

Biodiversity
Biological diversity or “Biodiversity” has been defined by the Convention on Biological Diversity (CBD) as: “The variability among living organisms
from all sources including *inter alia*, terrestrial, marine and other aquatic ecosystems and the ecological complexes of which they are part; this includes diversity within species, between species and of ecosystems. In short, biodiversity refers to the variety of life on earth. This variety provides the building blocks to adapt to changing environmental conditions in the future.”

### 3.1.2.2 Policies Strategies and Programs

The following policies, strategies and programs of the Federal Democratic Republic of Ethiopia are the relevant ones regarding the issue of gender, environment and biodiversity.

- The Federal Policy on the Natural Resources and the Environment;
- The Conservation Strategy of Ethiopia;
- The Biodiversity Policy;
- The National Biodiversity Strategy and Action Plan;
- The National Policy on Ethiopian Women;
- The National Population Policy; and
- The Federal Land Resources Use Policy and other sectoral and cross-sectoral policies and strategies.

One of the key guiding principles of the “Federal Policy on Natural Resources and the Environment states that: “As key actors in natural resources use and management, women shall be treated equally with men and empowered to be totally involved in policy; program and project design, decision making and implementation”

The sectoral and cross-sectoral policies and strategies, especially the Constitution of Federal Democratic Republic of Ethiopia and the National Policy on Ethiopian Women provide that women and girls should have equal opportunity, rights and voice in every public and private spheres and matters that concern them. They have to be treated equally with men and boys in regard to every matter concerning their social, economic political life. But, this is far from being fully realized. It takes conscious effort to incorporate the concern of women and girls in matters affecting them directly. However this seems to be widespread, as “in no society are women secure or treated equally to men” (HDR 1994:31)
3.1.2.3 Coordinating Biodiversity Conservation

There are several stakeholders from the Federal and Regional government to the local communities that have interest on the biodiversity of Ethiopia. Among the most important stakeholders are the Federal and Regional governments, which have the overall responsibility for providing an adequate policy and legal framework, enforcing regulations, building capacity and providing incentives and funds for conservation of biodiversity. The policies and programs of key Federal Ministries (Ministry of Agriculture and Rural Development, Ministry of Finance and Economic Development, and the Ethiopian Science and Technology Commission) and Regional Bureaus addressing Agriculture, Livestock, Forestry, Wildlife and Fisheries are crucial to the conservation and sustainable utilization of biological diversity. IBC is the lead agency for the coordination and implementation of the NBSAP (National Biodiversity Strategy and Action Plan) in collaboration with EPA.

Other stakeholders are: research and higher learning institutions, NGOs, the private sector and the community at large.

3.1.2.4 The role of gender in biodiversity conservation and sustainable utilization

Gender is roles of women and men include different labor responsibilities, decision-making processes, and knowledge. According to their needs, men and women often use and manage resources in different ways. The gendering of local knowledge, including knowledge for managing biological systems has four key characteristics:

- Women and men have knowledge about different things;
- Men and women have different knowledge about the same things;
- Women and men may organize their knowledge in different ways; and
- Men and women may receive and transmit their knowledge by different means.

Gender and gender roles affect the economic, political, social and ecological opportunities and constraints faced by both men and women.

The importance of biodiversity to different individuals, groups and communities varies according to their gender, among other factors. In most countries, the survival of rural communities, their well-being and empowerment depend on biodiversity. For men and women in developing countries, particularly in the least developed countries, biodiversity is vital
for their survival and the survival of their families. Biodiversity is also part of their belief system and their cultural and spiritual values.

Exposing and understanding the gender-differentiated biodiversity practices and knowledge of women and men enhances biodiversity conservation. Many case studies from around the world have demonstrated that in empowering women and vulnerable groups to participate as equals in information sharing and generation, education and training, technology transfer, organizational development, financial assistance and policy development, biodiversity conservation efforts become more effective and efficient.

Considerable efforts over the past fifteen years at national and international fora have brought the Convention on Biological Diversity to understand the fundamental roles that women play in managing and conserving biodiversity and the need to integrate the gender perspective into their framework. The Convention is strongly committed to recognizing and promoting the integral yet distinct roles that women and men play in conserving, celebrating and sharing biodiversity. The CBD further recognizes that women, and distinct groups of women, require special consideration because of institutionalized systems that marginalize women and do not explicitly value women’s contributions to biodiversity.

Acknowledging gender differences is not enough. To determine what action are required to promote both women and men’s roles in biodiversity, the Secretariat of the CBD in collaboration with IUCN convened a workshop with gender experts, indigenous women, and other UN agencies for mainstreaming gender in the Convention. The result of this event was the elaboration of the CBD Gender Plan of Action, which defines the role that the CBD Secretariat will play in stimulating and facilitating efforts, both in house and with partners at the national, regional and global levels, to overcome constraints and take advantage of opportunities to promote gender equality. It is also a reflection of the increasing awareness that gender equality and empowerment of vulnerable groups are important prerequisites for environmental conservation and sustainable development. For instance, women and men often have different knowledge about, and preference for, plants and animals. For example, women’s criteria for choosing certain food crop seeds may include cooking time, meal quality, taste, resistance to bird damage and ease of collection, processing, preservation and storage.

These perspectives consider the Convention on Biological Diversity, which recognizes “the vital importance that women play in the conservation and
sustainable use of biological diversity and the need for the full participation of women at all levels of policy-making and implementation for biological diversity conservation.”

**Biodiversity conservation efforts:**

- In Agriculture: Land husbandry (crop production)
- Livestock husbandry
- Horticultural activities
- Forestry
- Medicinal plants
- Indigenous knowledge

3.1.2.5 **Problems /constraints in addressing and implementing gender based environmental protections and biodiversity conservation**

- Lack of awareness at all levels;
- Lack of capacity:
  - Education
  - Information and communication
- Lack of commitment at all levels:
  - Sectoral and cross-sectoral institutions
  - Women and women based organization
  - The public at large
- Lack of availability of gender sensitive biodiversity research on existing linkages between gender, biodiversity and poverty eradication;
- Lack of clear guidelines, tools, and methodologies to mainstream gender into biodiversity management;
- Lack of integration of a gender perspective into the national biodiversity planning processes; and
- Lack of partnerships and networks to promote gender mainstreaming within biodiversity conservation and management.
The table below testifies that the country is yet to be gender responsive and effective to equally benefit women and men.

Table 1. Gender-related index of Ethiopia

<table>
<thead>
<tr>
<th>Indicators</th>
<th>Female</th>
<th>Male</th>
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</thead>
<tbody>
<tr>
<td>Life expectancy at Birth</td>
<td>44.9 years</td>
<td>43.3 years</td>
</tr>
<tr>
<td>Adult literacy rate (age 15 and above)</td>
<td>31.8%</td>
<td>42.8%</td>
</tr>
<tr>
<td>Combined primary, Secondary and tertiary gross enrolment rate</td>
<td>19%</td>
<td>34%</td>
</tr>
<tr>
<td>(Estimated) earned income</td>
<td>USD 414</td>
<td>USD 844</td>
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</table>


3.1.2.6 Intervention mechanisms to enhance the role of women in the environment and biodiversity conservation

Ethiopia should pursue women's interests to address gender dimension of the environment and the biodiversity; without proper dealing of this, achievement of the anticipated development goal and women's empowerment will be endangered. The following are intervention mechanisms that will enhance the role of women in the environment and biodiversity conservation:

- Awareness raising activities at all levels;
- Capacity building:
  - Education
  - Research
  - Training
- Provision of access to information and information systems;
- Commitment of women and women based organizations in the environment and biodiversity conservation;
- Commitment of sectoral and cross-sectional institutions in mainstreaming gender in environmental and biodiversity conservation issues;
- Gender empowerment;
- Promote women status in the society, within the social relations of gender, and conceptualize women as agent of change or as target group;
- Integrate women concerns and needs within the policy/program objectives; and
- Suggest corresponding strategy to ensure they are operational.
3.2 Way forward for 2009 activities

ENDA Ethiopia carried out a consultative workshop on November 2008. The workshop was held as part of the planned activity by ENDA where gender units in sector ministries get together to discuss and share experiences of their respective organizations. This gave various ideas to participants to push their work further and identify possible solutions for challenges. The output of the workshop was used in molding the 2009 activities that will be supported by ENDA Ethiopia.

The overall suggestions for further activities included:

- Carry out need assessments (situation analysis and gender analysis) - we need a baseline data before we start doing anything so that we can identify the immediate needs and go to practical implementation;
- Train decision makers at woreda, zone and regional level as they directly or indirectly influence the work to be done;
- When arranging training for officials, carry it outside of their work area as it increases commitment of participation;
- Conduct sex disaggregated data collection, interpretation and analysis;
- Provide training for trainers;
- Develop and distribute training manuals, modules etc;
- Ensure monitoring and evaluation for sustainability;
- Provide training on project proposal design, development and implementation;
- Provide training on gender analysis for focal persons as well as for researchers to ensure proper implementation;
- Establish steering committee that consists of all department heads.
- Provide budgetary support as per proposals submitted;
- Capacity building should be continuous because there is high turnover in government offices and trained man power is lost constantly;
- Carry out gender disaggregated data on a pilot woreda or kebele which can further be replicated by the government; and
• Use the indigenous knowledge that is available throughout the country to carry out the various gender mainstreaming works. This knowledge base need to be compiled for use.

Based on the suggestions and a group discussion, priorities were identified for 2009. These were:

1. Conduct a sensitization workshop to Higher management groups that have not yet received training;

2. Ensure focal persons obtain the required modules, manuals, tools etc.

3. Carry out an action oriented research demonstrating actual gender mainstreaming in a pilot woreda.
4. Appendices

**Appendix 4.1 – Assessment on Integrating Gender Issues into Environmental Development Plans in Selected Sector Ministries: List of Interviewees**

<table>
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<tr>
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<th>Interviewee</th>
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<tbody>
<tr>
<td>1</td>
<td>Wz. Mulumebet Melaku, Head, Women’s Affairs Department Ministry of Agriculture and Rural Development</td>
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<tr>
<td>2</td>
<td>Ato Temesgen Mulleta, Expert, Women’s Affairs Department Ministry of Mines and Energy</td>
</tr>
<tr>
<td>3</td>
<td>Wz. Belaynesh Birru, Expert, Rural Energy Development and Promotion Center Ministry of Mines and Energy</td>
</tr>
<tr>
<td>4</td>
<td>Ato Amare Worku, Head, Forest, Land Use and Soil Department Ministry of Agriculture and Rural Development</td>
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<tr>
<td>5</td>
<td>Ato Leykun Berhanu, Team Leader, Forest Protection and Development Team SNNPR</td>
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<tr>
<td>6</td>
<td>Ato Zena Estifanos, Team Leader, Soil and Water Conservation Team SNNPR</td>
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<tr>
<td>7</td>
<td>Wz. Belaynesh Gelaye, Head, Rural Women Extension Team BoARD, SNNPR</td>
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<tr>
<td>8</td>
<td>Wz. Tsigereda Bekele, A/Head, Gender and Environment Unit BoARD, SNNPR</td>
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<td>9</td>
<td>Ato Tamirat Jijawo, Mineral Resource Development Department SNNPR</td>
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<td>10</td>
<td>Ato Melese Keda, Energy Resource Department Mine and Energy Agency SNNPR</td>
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<tr>
<td>11</td>
<td>Wz. Meselech Tamene, Community Participation Unit Regional Bureau of Water Resource Development SNNPR</td>
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<tr>
<td>12</td>
<td>Ato Mamo Godebo, Head, Natural Resources &amp; Rural Land Administration Sector SNNPR</td>
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<tr>
<td>13</td>
<td>Wz. Yayesh Tesfahuney, Head, Women’s Affairs Department Ministry of Works and Urban Development</td>
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<td>14</td>
<td>Wz. Genet Meselegn, Women’s Affairs Department Environmental Protection Authority</td>
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<tr>
<td>15</td>
<td>Wz. Amarech Zewdie, Expert, Gender and HIV/AIDS Unit Bureau of Works and Urban Development, SNNPR</td>
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</table>
Appendix 4.2 – Assessment on Integrating Gender Issues into Environmental Development Plans in Selected Sector Ministries: Interview Guide for Women’s Affairs Department

1. What are you major activities?
2. How is your work related to other departments or divisions?
3. How is your work related to dealing with environmental issues?
4. How do you address gender and environment issues?
5. What international conventions/legal instruments do you use as a framework or a guideline for your activities?
6. Which international and national instruments related to environment and gender are you familiar with?
7. What documents, reports, plans, guidelines, fliers, do you have to provide us with?
### Appendix 4.3 - Assessment of Woreda Capacity and Woreda-Zone-Region Relationship in SNNPR: List of Interviewees from Zones

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<tr>
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<th>Name and Position</th>
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<tbody>
<tr>
<td>1</td>
<td>Ato Minda Deslaegn Expert, Forest Development and Protection Office of Agriculture and Rural Development Sidama Zone</td>
</tr>
<tr>
<td>2</td>
<td>Ato Abebayehu Yilma Team Leader, Water Provision Improvement, Community Participation and Training Team Office of Water Resources, Sidama Zone</td>
</tr>
<tr>
<td>3</td>
<td>At Paulos Markos Coordinator, Disease Prevention and Control Office of Health, Sidama Zone</td>
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<tr>
<td>4</td>
<td>Sr. Adanetch Coordinator, Health Extension Program Office of Health, Sidama Zone</td>
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<tr>
<td>5</td>
<td>Ato Legesse Lamiso Team Leader, Land and Housing Development Policy Implementation Office of Work and Urban Development Sidama Zone</td>
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<tr>
<td>6</td>
<td>Wz. Erknesh Yohannes Head, Women’s Affairs Office Sidama Zone</td>
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<td>7</td>
<td>Ato Zinabu Tadesse A/head, Office of Agriculture and Rural Development Gamo Goffa Zone</td>
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<td>8</td>
<td>Ato Bimrew Tadesse Coordinator, Agricultural Technology and Extension Services Office of Agriculture and Rural Development Gamo Goffa Zone</td>
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<td>9</td>
<td>Ato Solomon Shiferaw Expert, Rural Land Use and Development Office Agriculture and Rural Development, Gamo Goffa Zone</td>
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<td>10</td>
<td>Ato Zegeye Zage Head, Office of Water Resource Development Gamo Goffa Zone</td>
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<td>11</td>
<td>Ato Mesle Alemayehu Training Expert, Community Participation and Training Department Office of Water Resource Development Gamo Goffa Zone</td>
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<td>12</td>
<td>Ato Zerihun Desalegn A/Head, Mines and Energy Desk Office of Water Resources Development Gamo Goffa Zone</td>
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<tr>
<td>13</td>
<td>Ato Tadele Eshetu Head, Health Program Services</td>
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<tr>
<td>14</td>
<td>Ato Atlabachew Nigatu Expert, Family Health Desk</td>
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<tr>
<td>Coordinator, Health Extension Program</td>
<td>Head, Women’s Affairs Office</td>
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<td>Office of Health</td>
<td>Gamo Goffa Zone</td>
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<th>17. Ato Akiliu Adagn</th>
<th>18. Ato Tariku Beyene</th>
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<tr>
<td>Head, Office of Work and Urban Development</td>
<td>Land Administration Expert and Team Coordinator</td>
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<td>Gamo Goffa Zone</td>
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<th>19. Ato Mesfin Gugsa</th>
<th>20. Ato Abebe</th>
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<tr>
<td>Forestry Expert</td>
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<tr>
<td>Expert, Rural Women Extension Team</td>
<td>Expert, Training, Extension and Communication Coordination Desk</td>
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<td>Office of Agriculture and Rural Development</td>
<td>Office of Agriculture and Rural Development</td>
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<td>Expert, Seeds -----</td>
<td>Expert, Community Participation and Training Department</td>
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<th>25. Ato Higemengist Biadiglign</th>
<th>26. Ato Abdul Feta Yasin</th>
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<tr>
<td>Expert, Water Improvement Studies</td>
<td>Team Leader, Water Provision Improvement, Community Participation and Training Team</td>
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<td>Office of Water Resources Development</td>
<td>Office of Agriculture and Rural Development</td>
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<td>Head, Office of Work and Urban</td>
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<td>Office of Water Resources Development Keffa Zone</td>
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<td>Expert, Law and Justice Desk</td>
<td>Expert, Reproductive Health Desk</td>
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<td>Women’s Affairs Office</td>
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<tr>
<td>31. Wz. Tarikua Takele</td>
<td>32. Wz. Etagnehu Shifera</td>
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<tr>
<td>Expert, Harmful Traditional Practices Desk</td>
<td>Head, Women’s Affairs Office</td>
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<td>33. Ato Abadir Ababas</td>
<td>34. Ato Ayalew Alelo</td>
</tr>
<tr>
<td>Expert, Biodiversity Desk</td>
<td>V/Head, Office of Work and Urban Development</td>
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<tr>
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<td></td>
<td>Interviewee Name and Position</td>
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<tr>
<td>1</td>
<td>Ato Bizuneh Alemayehu Head, Office of Agriculture Aleta Wondo Wereda</td>
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<td>Ato Gossaye and Godana Head, Training, Extension and Office of Agriculture and Rural Development Aleta Wondo Wereda</td>
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<td>Ato Anato Wejje Head, Water Resources Development Office Aleta Wondo Wereda</td>
</tr>
<tr>
<td>7</td>
<td>Wz. Gete Teshale Expert, Mine and Energy Desk Water Resources Development Office Aleta Wondo Wereda</td>
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<td>Wz. Hiwot Belamo Head, Women’s Affairs Office Aleta Wondo Wereda</td>
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<td>Wz. Wubit Berhanu Expert, Rural Land Use and Development Office of Agriculture and Rural Development Demba Goffa Wereda</td>
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<td>No.</td>
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