



Gender Review

Royal Norwegian Embassy in Dar es Salaam, Tanzania



Photo: Ken Opprann

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GENDER REVIEW
ROYAL NORWEGIAN EMBASSY, DAR ES
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Preamble

The Royal Norwegian Embassy in Dar es Salaam, Tanzania (the Embassy) has requested Norad's assistance in undertaking a Gender Review of its development cooperation efforts.

In 2007 the Ministry of Foreign Affairs (MFA) launched an Action Plan for Women's Rights and Gender Equality in Development Cooperation. As part of the implementation of this Action Plan, the Norwegian Embassies have been requested to strengthen their efforts to promote women's rights and gender equality in their development cooperation portfolios. The Mid-term Review of this Action Plan (2009) found that there are still many challenges when it comes to implementation. Some of these could be addressed through a more systematic approach and strengthened documentation and reporting mechanisms. The development by Norad of a Gender Review concept is one contribution to this. So far 11 reviews have been carried out.

The purpose of the gender reviews is to build capacity and strengthen the embassies' efforts to promote women's rights and gender equality in project and programme activities and in the policy dialogue with bilateral and multilateral partners. The review is participatory in character and has a focus on learning from past and current practices.

The Gender Review Methodology is part of Norad's ongoing quality assurance and professional assistance to the Ministry of Foreign Affairs and its embassies. The review has been carried out through desk studies, discussions with management and staff at the Embassy, partners and like-minded donors in Tanzania, as well as relevant Ministry of Foreign Affairs and Norad staff.

The Review Team appreciates the open, engaged and fruitful discussions with the Embassy staff and partners in Tanzania.

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Oslo, December 2012.

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Acronyms

CEDAW Convention on the Elimination of All Forms of Discrimination against Women

DHS Demographic and Health Survey

FGM Female Genital Mutilation

GDP Gross Domestic Product

INGOs International Non-governmental Organisations

MCDGC Ministry for Community Development, Women Affairs and Children

MDGs Millennium Development Goals

OfD Oil for Development

REA Rural Energy Agency

REF Rural Energy Fund

SWOT analysis Strengths, Weaknesses, Opportunities and Threats Analysis

UN REDD Programme Reducing Emissions from Deforestation and Forest Degradation Programme

UPR Universal Periodic Review

Executive Summary

Norway has been a development partner with Tanzania for nearly 50 years, and since the 1970s the country has been one of the largest receivers of Norwegian bilateral aid. This longstanding relationship has over the years led to strong and enduring connections and relationships, both at institutional and individual levels. This being said, Norway and other development partners experience that the relationship with Tanzania is in a process of changing character, towards a phase where it will have to be defined increasingly on Tanzania's own terms.

The emphasis on multilateral approaches is common between Norway and Tanzania, and may provide a basis for a common agenda and platforms, also when it comes to gender issues. While the number of bilateral policy dialogue arenas is limited, the UN system is well represented in Tanzania, and there is as donor coordination group on gender.

The Embassy appear committed to the gender agenda, and to work in a gender sensitive manner. Moreover, the Embassy has established structures and processes which serve to maintain the focus on gender in their everyday business. Nonetheless, there is still room for improvement when it comes to working with gender mainstreaming in a systematic manner.

The main recommendation to the Embassy is to develop an internal Gender Plan for the Embassy. This is important in itself, and will also contribute to address the majority of the other recommendations. A plan is a tool that may serve to make the gender effort more effective, focused, systematic and results oriented and it may also serve as a platform for making necessary priorities.

The Embassy should work to further systematize and institutionalise its gender effort when it comes to programme management. This could be done through the development and documentation of some minimum requirements, for example through the development of a simple guideline/checklist. Special attention should be given to the integration of gender at the outset, as it is usually much harder to try to integrate gender at a later stage of the project cycle. Gender issues should be put on the agenda of internal meetings of the development group on a regular basis, and the need for training/capacity building amongst staff should be assessed.

The Embassy should focus on working "smartly" by making sure the partners do their work when it comes to mainstreaming gender, and share the guidelines/minimum requirements with partners or potential partners to make sure they are aware of what the Embassy expect and require.

If the Embassy considers supporting new targeted programmes, these should be chosen with a view to how they can complement/reinforce existing programmes, for example within the energy/climate/forestry sectors.

The Embassy should make sure that its gender efforts are not undercommunicated or underreported, and use consistently relevant arenas and processes to communicate gender messages. The Embassy could consider how it can increase its support to local agents of change when it comes to gender equality, especially within the areas/sectors where it is already working. This does not have to be through funding, but by assisting them to increase their scope or platform by inviting them and/or asking partners to invite them to participate in relevant processes/arenas.

With the assistance of Norad and others, the Embassy should continue the effort to mainstream gender in priority sectors such as energy and climate change/forestry. This should be done by communicating the Norwegian position regarding gender in the relevant sectors and seek opportunities to join efforts with like-minded donors.

In the policy dialogue, one or a few specific, clear and consistent messages should be developed, preferably within one or a few selected areas, and it should be based on Tanzania's own stated commitments. The Embassy should be concrete and targeted, and focus on the results it would like to see. National champions and other donors could be consulted to assess how you may support and reinforce each other. The policy briefs could be useful tools in this regard.

There are many like-minded, both bilateral and multilateral, donors operating in Tanzania who also have gender equality high on the agenda. The Embassy should continue the effort to see donors work together in a more coordinated and strategic manner, also when it comes to expressing a clear and consistent message in the policy dialogue. It should use the CEDAW and UPR reporting and ensuing recommendations actively and consistently in the dialogue, to base the dialogue on an agreed platform for change. According to the MCDGC preparation for the next CEDAW report will soon be underway, and this provides a good opportunity for the Embassy to engage with the Ministry and other national actors, on gender issues.

The Embassy should also identify clear routines for how to work with mainstreaming in the relevant sectors, and together with partners assess the need to develop Gender Action Plans for relevant sector programmes. This includes routines to institutionalise programme relevant cooperation and information sharing between the relevant sector programme officers and the gender adviser. There is also scope for identifying overlapping areas for gender activities in petroleum, energy, REDD, and to assess possibilities for joint efforts. The Embassy should also ensure that gender is institutionalised in the follow-up phase.

Efforts should be made to institutionalize assessments of gender issues in all phases of the project cycle, and to include gender experts when necessary. For example in appraisals and MTR teams of priority sector programmes where gender is to be mainstreamed - such as energy, petroleum and REDD.

The Embassy, as one of the major Norwegian development cooperation embassies, could consider strengthening its "branding" as a champion for gender equality at the country level. It could base such a strengthened profile on the Norwegian experiences with gender equality and women's rights as a comparative advantage, and focus on common political and developmental objectives.

It could also increase its profile on gender issues vis-a-vis the Ministry and other Norwegian audiences by reporting more frequently and systematically on gender related subjects, and include gender dimensions in other reporting.

1. Introduction

1.1 Methodology

The main purpose of the review has been to build capacity at the Embassy and assist in operationalising gender mainstreaming throughout the development cooperation portfolio, with the aim of strengthening the Embassy's ability to promote women's rights and gender equality in policy dialogue, and project and programme activities. The main focus was on learning from past and current practices and on forward-looking strategies to further improve these practices. A secondary purpose of the review was to increase the Norad advisers' knowledge of the Tanzanian context when it comes to gender equality, in order to strengthen the relevance of their advisory capacity.

Preparations for the review included a document review of programme documents submitted by the Embassy prior to the field visit. The Embassy had selected four projects for the review; the rural electrification programme, the oil for development programme, and two UN REDD+ NGO Pilots. During the four-day field visit, a training session covering a general introductory session on Norwegian policy on women's rights and gender equality in development cooperation was undertaken, in addition to a training session on how to work with women's rights and gender equality in a strategic and effective manner.

Discussions and information gathering were carried out with Embassy management and staff throughout the field visit. This formed part of the training sessions, as well as through separate meetings with management and staff responsible for the selected programmes. In addition separate meetings were held with other like-minded bilateral donors (Denmark, Sweden, UK/Dfid), UN Women, and a group of INGOs (Oxfam, Action Aid, Concern, Care and Help Age International). A separate meeting was carried out with Care Tanzania to discuss their REDD+ NGO Pilot programme. Meetings were also held with the Ministry of Community Development, Gender and Children and the Rural Energy Agency.

1.2 Limitations

The review covers four programmes and three areas of cooperation. A selection of documentation concerning these programmes was made, meaning that all documents of the respective portfolios were not reviewed. Moreover, a field visit of four days presents limitations when it comes to covering all issues that would be relevant for analysing the Embassy's approach and efforts when it comes to women's rights and gender equality. In sum this means that this review should by no means be regarded as a comprehensive and systematic audit of the development portfolio, rather the selected programmes serve to provide a general background and concrete examples to illustrate the Embassy's approach to gender equality in the development cooperation.

2. Country Context – Gender Profile

2.1 Background Statistics

In 2010 Tanzania registered a 7% increase in GDP, however despite considerable economic growth in recent years, it has not lead to a significant reduction in poverty. One-third of Tanzanians live below the basic needs poverty line, which is well under \$1 a day. Accordingly, the overall human development remains low, with a human development index of 0.398 in 2010, as compared to 0.329 in 1990. Tanzania is ranked in 119th place in the Gender Inequality Index (out of 146 countries), with a score of 0.590.

In education, gender disparities are being reduced. Gender parity in primary school enrolments has been achieved and near parity in lower secondary enrolments. However, the performance of girls in the primary school leaving examination results remains lower than boys, and gender differentials in enrolment widen in secondary and in tertiary levels of education. At higher levels, girls are performing better than boys.

There are no marked gender differentials in survival rates among young children. Maternal mortality, however, remains unacceptably high, and indicators of maternal health services, including the percentage of deliveries in health facilities and the percentage of births attended by skilled personnel, show only slight improvements.

Labour force statistics show that almost all adult women are active in the (formal and informal) labour force, most of them working in agriculture. About 75 per cent of the population resides in rural areas, earning a living from small-scale, rain-fed farming and informal business. Among rural adults (aged 15 years and above), 70 per cent of men and 75 per cent of women reported agriculture/ livestock/forestry to be their main activity (NBS, 2011).

The minimum legal age for marriage is 15 years for women and 18 years for men, with exceptions for girls aged 14 years under “justifiable” circumstances. Four in ten women aged 20-49 years were married before their 18th birthday, and 62 per cent before their 20th (Tanzania Commission for AIDS, et al., 2008). In contrast, only one in 20 men (5 per cent) married before their 18th birthday, and 14 per cent married before age 20. Tanzanian law recognises three types of marriage: monogamous, polygamous and potentially polygamous. The 2010 DHS reported that 21 per cent of women surveyed were in polygamous marriages, which is slightly lower than the 22.9 per cent measured in 2004-2005.

The Tanzanian government has integrated the MDGs into the National Development Strategies for Growth and the Reduction of Poverty (MKUKUTA, MKUZA). When it comes to child mortality, primary education, the promotion of gender equity and empowerment, steady progress has been made, and Tanzania is on track to achieving the goals. When it comes to the goal related to maternal mortality, this is not going to be achieved, in fact only limited improvement has been registered.

2.2 International and Regional Instruments

Tanzania has signed and ratified a number of international and regional instruments that promote gender equality, including the the Beijing Declaration and Platform for Action, the United Nations Convention on the Elimination of all forms of Discrimination against Women (CEDAW, ratified in 1985 without reservations, but not yet domesticated). It has also ratified the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa, the Southern African Development Community (SADC) Gender Declaration and its Addendum on the Prevention of Violence against Women and Children of Southern Africa.

2.3 National Legislation and Policies

Tanzania has three legal systems: customary law, supposedly derived from ethnic-based traditional culture; religious law, in particular that from the Koran applicable to Muslims, and statutory law.

Customary law is important in understanding Tanzanian gender relations because it provides a rationale for gender discrimination, both in ideology and practice. Although applicable in the strictest sense to such issues as rights to own and inherit land, in a broader sense, rather than being a specific legal system, customary law often serve to justify community and individual practices that violate women's rights. Customary law and practice is a sensitive topic in Tanzania, and reforms have proved difficult to achieve. Conflict over joint matrimonial properties and inheritance frequently occur due to differences in statutory and traditional laws related to succession. In general, legal protection for women remains limited.

The 1977 Constitution guarantees all people equality before the law, and in 2000 an amendment was made which included sex as a specific category for which discrimination was prohibited. Tanzania uses the "First-Past-the-Post" electoral system, which generally disfavours women, and leads to a low number of women getting elected. In the 2010 elections only 20 women (8,3%) Members of Parliament (MPs) were elected directly. Article 66 of the Constitution tries to balance this by allocating an additional 102 seats (30% of the seats in Parliament) to women nominated by political parties who gained at least 5% of the valid votes.

In 1998 the Parliament enacted the Sexual Offences Special Provisions Act which among other things addresses sexual exploitation of women and children, incest, procurement for prostitution, trafficking of persons, cruelty to children and child prostitution. It also addresses forms of sexual abuse such as sexual harassment and rape, including spousal rape, but only if the couple is legally separated. The Act criminalized female genital mutilation (FGM). However, the law is poorly enforced, and so far no-one had been prosecuted for performing FGM. There is no law in Tanzania specifically addressing domestic violence. Domestic violence remains widespread and severely under-reported, but the number of complaints filed in relation to violence against women has increased in recent years. Pressure from family and the community to remain silent, and stigma surrounding gender-based violence prevents many women from reporting spousal violence. The A majority of women in Tanzania view some forms of wife beating as justified; in the 2004-2005 DHS, when presented with a list of five reasons why a husband might be justified in beating his wife, 59.6 percent agreed with at least one reason.

The National Plan of Action to prevent and eradicate violence against women and children (2001-2015) addresses the prevention and eradication of all forms of violence against women through eliminating legal, social, economic, cultural and political discrimination and exploitation, which perpetuates acts of violence.

In 2009 the National campaign against gender-based violence, violence against children, and the killings of albinos was launched. The campaign has been used to reinforce the ongoing work on preventing gender based violence by establishing a multisectoral task force which in turn developed the National Committee for gender based violence, which is responsible for implementing and monitoring activities to address gender-based violence at the national level.

The National Strategy for Gender Development (2005) requires that the Tanzanian legal system be reviewed to take into account women's rights as human rights, and that laws be translated into Kiswahili and into popular versions and be made available to communities and other stakeholders. It also requires the review and repeal of discriminatory laws, including through amending the Marriage Act no 5 (1971) and laws related to succession, inheritance, child rights, and other discriminatory laws. Nonetheless, such a comprehensive review is still pending.

In sum, a relatively enabling legal and policy environment for the promotion of gender equality in Tanzania have yet to result in meaningful and sustainable gains in gender equality and the lives of women and girls. Weak implementation strategies at different levels, limited political will and leadership, non-functional accountability and coordination systems for promoting gender equality, limited financial commitment and inefficiencies in the application of gender mainstreaming are all factors leading to a perceived gap between legislation and policy development, and substantive outcomes and change on the ground.

2.4 National Institutions

The Ministry of Community Development, Women Affairs and Children was established in 1990, from 2003 named the Ministry of Community Development, Gender and Children (MCDGC).

The MCDGC is divided into six divisions, Gender Development constituting one of these. The division is headed by a Director, and is divided into two sections; Gender Mainstreaming (headed by an Assistant Director) and Women Development (also headed by an Assistant Director).

In line with the National Strategy for Growth and Reduction of Poverty II the MCDGC has produced the Ministerial Strategic Plan 2011-2016. The Strategic Plan covers a broad spectrum of areas, including one objective on the promotion of gender equality, equity and women empowerment in the society. The gender targets of the Plan are broad and ambitious in nature, and there seem to be good cause for questioning their achievability. A more realistic approach would have to be based on a more focused and strategic approach.

When it comes to mainstreaming in the sectors that this review is focusing on (petroleum, energy and REDD+), relevant objectives in the Strategic Plan to align to include A) HIV/Aids, B) self-employment and income generation, C) women's empowerment and E) community participation.

To contribute to the mainstreaming of gender across government, each ministry has a gender focal point, and the Ministry of Community Development, Gender, and Children has initiated efforts to train the focal points on ways to mainstream gender in their ministry work plans and budgets. In addition, the inter agency Macro Policy Gender Working Group is mandated to review government policies before they are approved. The group consists of various Government ministries, donors and NGOs. Despite being regarded as important and relevant by several informants, this group has recently been largely dormant, according to the MCDGC due to lack of resources.

The MCDGC was generally described as having weak institutional capacity, including human, financial and technical resources.

The Commission for Human Rights and Good Governance was established in 2001, with, inter alia, competence to investigate allegations of human rights violations and to disseminate information on human rights, including women's rights. In 2004 a special gender desk dealing with public education and women's rights was established within the Commission.

2.5 CEDAW Reporting and Recommendations

Tanzania delivered its combined fourth, fifth and sixth report in 2008. In its concluding observations, the Committee on the Elimination of Discrimination against Women welcomes the efforts undertaken by Tanzania in areas, amongst others, such as education and the representation of women in Parliament. When it comes to principal areas of concern and recommendations, these include the need to amend the existing definition of discrimination in the Constitution to include both direct and indirect discrimination, the need to fully domesticate the Convention, to ensure that it forms an integral part of the education and training for members of the legal profession and the judiciary, to ensure women are provided information about the CEDAW, equal access to the courts and legal aid. The Committee suggests that a comprehensive strategy, including legislation, should be put in place to modify or eliminate negative cultural practices and stereotypes that discriminate against women, including the use of female genital mutilation, polygamy and the bride price, and legislation related to marriage, inheritance and custody of children must be amended to eliminate discriminatory provisions. The national gender machinery must be provided with the necessary authority and adequate human and financial resources to coordinate the implementation of the Convention and to work effectively for the promotion of gender equality.

2.6 Universal Periodic Review (UPR) Reporting and Recommendations

Tanzania was reviewed in 2011, and a number of the recommendations formulated during the interactive dialogue were related to women's rights and gender equality, and the majority of these were accepted by Tanzania including the recommendation to implement a comprehensive legal and policy framework to end practices which are discriminatory and lead to violence against women and girls and to enact a law specifically defining and criminalising domestic violence. When it comes to the recommendation to amend marriage law in order that the minimum age for marriage for both boys and girls is set at 18, Tanzania would consider this. However recommendations concerning the protection against discrimination based on sexual preference and the enactment of legislative measures to eliminate practices such as polygamy and the bride price were rejected by Tanzania. Also rejected was the notion of marital rape – Tanzania responded that the concept does not exist in the country.

3. The Policy Dialogue

Norway has a longstanding relationship as a development partner with Tanzania, and over the years strong and enduring connections and relationships have been created, both at institutional and individual levels. As a country without a colonial history in Africa, Norway is generally regarded as a well-intentioned development partner in Tanzania, and has over all been able to maintain a constructive and active dialogue with the Tanzanian government. This being said, Norway and other development partners experience that the relationship with Tanzania is in a process of changing character, towards a phase where this will have to be defined increasingly on Tanzania's own terms. Geopolitical changes, with the entry of new development partners and commercial actors, has led to an increased confidence amongst Tanzanian authorities, and less openness towards arrangements and agendas that are perceived as Western in design and character.

In an African context, Tanzania has a strong focus on the UN and multilateral approaches, and has been a forerunner when it comes to UN reform at the country level, not least through the development, on Tanzania's initiative, of a One UN process. Thus, the emphasis on multilateral approaches is common between Norway and Tanzania, and may provide a basis for a common agenda and platforms, also when it comes to gender issues.

The Embassy management underlined that gender and gender issues are often brought to the table in various dialogue contexts, by the Embassy, other donors and Tanzanian authorities themselves. Norway, for instance, has a close relationship with the Ministry of Lands, which is a good ally when it comes to gender issues. This notwithstanding, the number of bilateral policy dialogue arenas is limited. Moreover, it appears that the Embassy has so far not developed a strategic approach to the inclusion of gender issues in the policy dialogue, i.e with whom and what concrete issues/messages to bring up.

The UN system is well represented in Tanzania, including UN Women. There are a number of other bilateral development partners represented in Tanzania, including Denmark, Sweden and the UK/Dfid, which has gender high on their agendas.

At present there is a donor coordination group on gender, the Development Partners' Group on Gender Equity, which meets monthly. This group is invited to provide input to the government in relevant processes and on relevant issues, and in addition to activities connected to this, generally serve as a forum for information sharing and discussion, as the group itself does not manage a development cooperation portfolio. Recently the group initiated a process to develop a more strategic approach to its work, however this process seems to somehow have been put on hold. Like-minded donors and members of this group expressed a need to revive this process.

4. Project and Programme Management

Norway has been a development partner with Tanzania for nearly 50 years, and since the 1970s the country has been one of the largest receivers of Norwegian bilateral aid.

In 2009/2010 the Embassy prepared a Vision Paper for 2015 and beyond to 2015, which discusses the timing of a phase-out of Norwegian financial support, suggesting a tentative 10% reduction per year over 10 years, with General Budget Support to be phased out faster, and future financial transfers to be concentrated to mainly investments in strategically important areas, especially in climate related sectors; clean energy and forestry.

Generally, it is the Team's assessment that the Embassy is committed to the gender agenda, and to work in a gender sensitive manner. Embassy management is expressing commitment to the gender agenda. This commitment has also led to concrete measures, such as taking the initiative to perform this Gender Review. It is also evidenced by the Embassy's decision to select programmes for more in-depth review that are important in terms of both the size of funding and in terms of their potential impact on gender relations. At the same time these are programmes in sectors where the gender dimension is not always very obvious and straight forward. The staff appears dedicated and competent when it comes to the need for and will to mainstream gender as a dimension in their work.

Moreover, the Embassy has established structures and processes which serve to maintain the focus on gender in their everyday business, including the appointment of a dedicated and competent focal point for gender and the formalisation of an internal "Advisory Forum", where all programme officers (and thus including the gender focal point) assess programme documents before an agreement is signed (for agreements over NOK 5 mill.). These meetings are minuted.

Nonetheless, there is still room for improvement when it comes to working with gender mainstreaming in a systematic manner. This is suggested by the last Management Review which recommended better documentation of assessments and follow-up when it comes to cross-cutting issues, including gender. The Team also found that some approved programme documents appear more or less gender blind, even if gender is highly relevant. Information about other donors' engagements in gender mainstreaming is sometimes lacking. Moreover, routines and plans for follow-up of gender issues in assessments and the role of gender adviser were not explicit and sufficiently clear. There is uncertainty about how to apply the DAC gender markers.

In 2009 a draft "Strategy for Strengthening the Integration of Gender in Norwegian Support to Tanzania" was developed, however this strategy has not been actively implemented. One reason for this, according to Embassy staff, may be that it proved too broad in scope.

4.1 The Rural Electrification Programme

The Rural Energy Agency (REA) is mandated to promote and facilitate access to modern energy services in rural areas of Mainland Tanzania. This is done by providing grants, subsidies, technical assistance and capacity building to developers of rural energy projects. This mandate has direct gender implications, and policy statements on gender in the Energy Policy include:

- Promote gender equality within the energy sub-sectors both on demand and supply;
- Facilitate education and training for women in all energy aspects;
- Promote awareness on gender issues concerning men and women’s social roles in the energy sector, including training in appropriate technologies; and
- Promote awareness and advocacy on gender issues in the energy sector.

The Team understands that it is the Mineral Policy that covers the petroleum sector, although the policy does not make mention of petroleum. The policy statements on gender in the Mineral Policy are much weaker than in the Energy Policy, and it does not cover all relevant issues in the petroleum sector. These are still under discussion and development within the Tanzanian government.

Norway is currently considering a substantial request from the Rural Energy Agency (REA) for support to the Rural Energy Fund (REF) which aims to increase access, develop renewable energy sources and mobilize private investments in the sector. The grants are given to co-finance investor’s equity contributions and to help reduce investor’s risks that may impact on their returns on modern rural energy investments. Sweden, the World Bank and the European Union are other donors to the Fund.

REA’s strategic plan mentions two recent assessments of gender mainstreaming and energy needs. Sensitization of gender is brought up as a critical issue. Data related to the rationale for the different objectives (A-D) are not sex disaggregated. Only under objective C: access to modern energy services by rural communities increased, is gender included as a target, strategy and a performance indicator. There is no specific budget line for gender activities. There is no mention of gender with regard to objective E: rural energy fund resources increased – which is the part of the strategic plan that was sent to the Norwegian Embassy for funding.

In the workplan the SWOT analysis mentions gender sensitivity as a strength related to human resources management. A program for gender empowerment is a defined target under objective C. REA’s proposal mentions gender in the guiding principles for the application process for REF subsidy as part of the socio-economic baseline and Environmental Impact Assessment (EIA) that applies for all projects. There is no budget line for targeted gender activities. The proposal documents no sex disaggregated baseline data, objectives, outputs or activities.

The Norwegian Embassy’s documentation (Minutes from Advisory Forum on Platform for Dialogue, Platform for Dialogue Document, and draft ToR for Appraisal of the proposal) identifies gender as a cross cutting issue that needs to be assessed and developed further. The Embassy has requested Norad’s Gender Team for assistance in the appraisal of the proposal.

A “Gender and energy needs assessment” of REA has been undertaken by a consultant with support from the World Bank. The draft report identifies some positive gender relevant actions, but concludes that they have not been systematically developed or institutionalized. For example the draft report identifies gender gaps in the current criteria and procedures for evaluating REF projects and suggests how gender issues can be addressed. Criteria for priority setting and types of projects to be funded, was also an issue of particular attention in the Embassy Advisory Forum. The draft report suggests some immediate and long term actions that are relevant for the development of the REF; *Immediate actions*; identify and train gender focal points, review Light Rural Tanzania Competition for 212 criteria to encourage women to apply for funds, review the new 5 year strategic

plan under development, develop tools, guidelines and criteria and train staff in using these, support project developers to integrate gender into their project development and implementation, identify gender issues in procurement process, maintain and increase support from senior management. *Long term strategy*; develop a vision statement on gender and energy; develop a gender policy, strategy and action plan; conduct capacity building of staff.

The team considers that REA and REF have gender entry points related to areas such as for example environmental and social impacts, construction employment, way leaves, HIV/Aids, electricity promotion, access to subsidies and credits and social services, and communication. It is especially crucial that the gender components in risks that may impact on investor's returns in modern rural energy investments, and actions to reduce these risks, are identified. Tanzania lacks governmental structures for energy planning down to regional and local levels. These structures are important for a demand driven approach engaging and involving users of energy on regional and local levels in the energy planning, and the absence of local and regional structures may be an obstacle to the effective mainstreaming of gender in the energy sector.

4.2 The Oil for Development Programme

In the petroleum sector there has been cooperation with Tanzania since 1985. Due to increased activity and a promising discovery of gas, Tanzania government and Norway has signed an agreement from 2012-2015 on "*Institutional Cooperation in the Upstream Petroleum Sub Sector*" as part of the Oil for Development (OfD) programme. The cooperation focuses on both the resource and environmental segment of the petroleum sector.

The appraisal makes no note of gender issues. The 4 programme areas in the programme document are; 1) Petroleum Policy, 2) Legal, Regulatory and Institutional Framework, 3) Environmental management, 4) Health, Safety, Environment and Security, HR, Training and Education. The risk assessment has a paragraph on issues related to the impact on gender equality. Two risks are assessed: 1) the opportunity of women to participate in training programs and other activities, 2) negative social impacts related to petroleum activities that may disproportionately affect women. The mitigation action suggested is awareness rising. The decision document's sustainability assessment notes that the petroleum sector is gender imbalanced and significantly male dominated and that the program lacks an analysis of how to mitigate this. The log frame has included a target for gender balance of candidates recruited for training. It is noticed that the proposed target as well as further gender interventions need to be considered.

The Team considers that the program has additional entry points to ensuring a gender balance of candidates for training as mentioned in the decision document. While awareness rising on social impacts is highly important, there are also gender issues related to environmental assessments and management of social impacts, especially related to local communities affected by petroleum activities, including economic changes in local communities, changes in natural ecosystems and livelihoods depending on them, social changes in local communities and community disruptions, population displacements and compensations for land use.

The Team has experienced that the social impact and gender competence in institutions responsible for environmental assessments and management processes often is weak. It is therefore important

that competence building in environmental assessments and management of petroleum resources also includes social and gender impacts.

It is also worth noting that according to the strategic plan¹ of the Embassy and the plans for Tanzania as a pilot country with regard to local content development, OfD and Energy cooperation are highlighted as two main sectors for local content development. It is important to build local competence of both women and men that can result in development of local industry and local employment. The needs and interests of women and men may be different in this regard and gender issues need to be taken into account when developing local content. The development of new jobs created by energy infrastructure and extractive industries benefits primarily men, and skilled workers and professionals coming from outside the affected local communities. Companies are increasingly using local suppliers. Estimates for oil and gas indicate that for every job created directly by a petroleum operator, there are 1-4 indirect jobs created. These indirect jobs are often women's traditional areas of work, such as catering and food supply, laundry, clothing, financial services and clerical support.

4.3 REDD+ NGO Pilots

Forests constitute one of Tanzania's most important economic resources, and are particularly important for the rural poor who make up the majority of the country's population. Estimates suggest that forest resources contribute to the livelihoods of almost 90% of the poor population of rural areas. The annual value of forest produce is estimated to be about 20% of GDP, taking into account the contribution of forests to bio-diversity, agricultural stability and production, and also addressing climate change and global warming.

Norway is supporting a number of REDD+ programmes and projects based on a five year financial programme (NOK 475 mill.). The purpose is to assist Tanzania to get ready for a future results based system for payment on environmental and carbon services. The partnerships focus on national policy development, pilot programmes to reduce deforestation and forest degradation (currently nine NGO projects), technologies for measuring carbon sequestration, and research and capacity building. A mid term review of the programmes is in progress, and the Terms of Reference for the review has included gender in an adequate manner. The Review Team was requested to assess two of the nine NGO projects.

4.3.1 Mpingo Conservation & Development Initiative: Combining REDD, PFM and FSC certification in South-Eastern Tanzania

The project documentation does not include relevant gender analysis, sex disaggregated data or reference to relevant national policies. It is not clear whether both men and women have been involved in the planning and development of the project. The gender perspective is not reflected in the project's objectives and goal hierarchy, in the description of the activities or the budget. Generally the project documentation reveals little awareness when it comes to the securing of equal access to the benefits of the project, or equal participation throughout the project cycle.

¹ Ref Norad's Drøftingsnotat av 17.06.2012 – 2012/11899

4.3.2 Care International in Tanzania: HIMA – Piloting REDD project in Zanzibar

The project document contains a substantive and relevant gender analysis. Gender is well reflected in the goal hierarchy and objectives of the project, and both men and women are perceived of as active participants and beneficiaries of the project. A number of activities have been designed to contribute the achievement of targets for both men and women, and the project itself promotes equal access to resources for both genders. The risk analysis identifies potential risks to the meaningful participation of women in the projects, and proposes relevant mitigation strategies. Capacity building on gender issues is well integrated throughout the implementation of the project, and through the monitoring and evaluation plan CARE plans to track progress with particular attention to gender.

4.3.3 NGO REDD+ Pilots: Concluding observations

Relevant Embassy staff was generally well aware of the strengths and weakness of the two selected projects with respect to the integration of gender, and the two had been chosen on the basis that they were regarded as representing opposite ends of a performance spectrum when it comes to the integration of gender in their respective project design and implementation. While the Review Team has not assessed the other seven NGO Redd projects that the Embassy supports, it considers that there are considerable differences when it comes to the mainstreaming of gender in these two projects, with the Care International project being by far the strongest performer.

The Embassy in March 2011 initiated a Gender and Empowerment self-assessment among the nine NGO pilots. Some of the issues that emerged from the assessment include a lack of baseline information collection among the NGO pilots, a limited level of understanding of the connection between gender and REDD at the outset of the projects, a number of challenges experienced when it comes to monitoring gender information within projects due to a lack of sex disaggregated data, and a perceived need to share lessons on the integration of gender amongst the NGOs.

While the fact that the Mpingo Conservation & Development Initiative project was approved during the Embassy's appraisal process may point to a lack of systematized routines when it comes to the assessment of gender mainstreaming in the Embassy's project approval procedures, it is also important to emphasise that this has since been recognized and a number of efforts have been made to attempt to rectify these shortcomings of the project design and implementation. These measures include bringing up gender on the agenda of formal meetings and informal communication with the partner, taking the initiative to perform a gender and empowerment self-assessment for the NGO pilots, and supporting an experience sharing and learning event on gender amongst the NGO pilots, organized by CARE International. It is however the Review Team's impression that these measures have only been moderately successful, which again points to the importance of making sure that the projects integrates gender in a substantive manner in the project design from the outset.

5. Recommendations

The main recommendation to the Embassy is to develop an internal Gender Plan for the Embassy. This is important in itself, and will also contribute to address the majority of the other recommendations. A plan is a tool that may serve to make the gender effort more effective, focused, systematic and results oriented and it may also serve as a platform for making necessary priorities. Assistance from Norad's Gender Team can be requested, but it is very important to design a participatory process internally at the Embassy to ensure ownership to the plan amongst those who are going to implement it. The development of a Gender Plan is in line with the Action Plan for Women's Rights and Gender Equality in Development Cooperation. It should take Tanzania's policies and plans as the starting point, and assess how the Embassy can contribute to these. The Gender Plan should identify important channels, arenas and entry-points, and include both the policy dialogue and programme management as well as include both targeted programmes and sector mainstreaming. A plan will increase the visibility of what is done within gender equality and women's rights, and the Embassy could use the plan as a communication tool vis-a-vis the MFA – to show that it is taking the gender agenda seriously, but also vis-a-vis a multitude of actors at the country level.

5.1 The Policy Dialogue

When it comes to the policy dialogue, one or a few specific, clear and consistent messages should be developed, preferably within one or a few selected areas, and it should be based on Tanzania's own stated commitments. The Embassy should be concrete and targeted, and focus on the results it would like to see. National champions and other donors could be consulted to assess how you may support and reinforce each other. In order to assist Embassies to be concrete and targeted, Norad is in the process of developing policy briefs on gender issues in targeted sectors. The policy briefs on gender issues in energy- and petroleum sector cooperation have already been shared with embassies at Head of Mission meeting in Oslo in August.

There are many like-minded, both bilateral and multilateral, donors operating in Tanzania who also have gender high on the agenda. The Embassy should continue the effort to see donors work together in a more coordinated and strategic manner, also when it comes to expressing a clear and consistent message in the policy dialogue. It should use the CEDAW and UPR reporting and ensuing recommendations actively and consistently in the dialogue, to base the dialogue on an agreed platform for change. According to the MCDGC preparation for the next CEDAW report will soon be underway, and this provides a good opportunity for the Embassy to engage with the MCDGC and other national actors, on gender issues.

The Embassy, as one of the major Norwegian development cooperation embassies, could consider strengthening its "branding" as a champion for gender equality at the country level. It could base such a strengthened profile on the Norwegian experiences with gender equality and women's rights as a comparative advantage, and focus on common political and developmental objectives.

It could also increase its profile on gender issues vis-a-vis the Ministry as well as other Norwegian audiences generally by reporting more frequently and systematically on gender related subjects, and include gender dimensions in other reporting.

5.2 Programme Management

5.2.1 General recommendations

The Embassy should work to further systematize and institutionalise its gender effort when it comes to programme management. This could be done through the development and documentation of some minimum requirements, for example based on the Norad publication “Assessment of Sustainability Elements/Key Risk Factors”. A simple guideline/checklist could be developed on the basis of this. Special attention should be given to the integration of gender at the outset, as it is usually much harder to try to integrate gender at a later stage of the project cycle. Gender issues should be put on the agenda of internal meetings of the development group/teams on a regular basis, and the need for training/capacity building amongst staff should be assessed. Relevant measures should be put in place, for instance by using local forces for training purposes.

Further to the recommendation above, the Embassy should work “smartly” by making sure the partners do their work when it comes to mainstreaming gender, and share the guidelines/minimum requirements with partners and potential partners to make sure they are aware of what the Embassy expect and require.

If the Embassy considers supporting new targeted programmes, these should be chosen with a view to how they can complement/reinforce existing programmes, for example within the energy/climate/forest sectors.

The Embassy should make sure that its gender efforts are not undercommunicated and/or underreported, and use consistently relevant arenas and processes to communicate gender messages.

The Embassy could consider how it can increase its support to local agents of change when it comes to gender equality, especially within the areas and sectors where it is already working. This does not have to be through funding, but by assisting them to increase their scope or platform by inviting them and/or asking partners to invite them to participate in relevant processes and arenas.

5.2.2 Gender mainstreaming in priority sectors

With the assistance of Norad and others, the Embassy should continue the effort to mainstream gender in priority sectors such as energy and climate change/forest. This should be done by communicating the Norwegian position regarding gender in the relevant sectors and seek information about other donors’ efforts to gender mainstream in the sectors in order to look for opportunities to join efforts.

The Embassy should also identify clear routines for how to work with mainstreaming in the relevant sectors, and together with partners assess the need to develop Gender Action Plans for relevant sector programmes. This includes routines to institutionalise programme relevant cooperation and information sharing between the relevant sector programme officers and the gender adviser. There is also scope for identifying overlapping areas for gender activities in petroleum, energy, REDD, and to assess possibilities for joint efforts. The Embassy should also ensure that gender is institutionalised in the follow-up phase.

Efforts should be made to institutionalise assessments of gender issues in all phases of the project cycle, and to include gender experts when necessary. For example in appraisals and MTR teams of priority sector programmes where gender is to be mainstreamed - such as energy, petroleum and REDD.

5.2.2.1. Rural Electrification Programme: Recommended follow-up actions

- Dialogue with the World Bank, Sweden and the EU on gender mainstreaming of REA and their shared responsibility for support to this process. This dialogue could start during the appraisal of the REF proposal.
- Learn from experiences from the Embassy in Nepal's appraisal of rural energy projects and the Embassy in Uganda's gender assessment of REA's rural electrification projects.

5.2.2.2 The Oil for Development Programme: Recommended follow-up actions

- The Embassy should request Norad for assistance to undertake a gender assessment of the OfD programme to advice on relevant gender issues in the agreed upon programme areas and to suggest activities that will promote gender mainstreaming in the programme as a whole.
- As an immediate follow up of the risk assessment with regard to gender issues in the programme document;
 - Advice the programme partners to include gender expertise to build capacity on gender issues in the capacity building of environmental management of petroleum resources.
 - Advice the programme partners to include gender expertise to build capacity on gender issues with regard to recruitment, employment, HR and organizational development of the involved institutions.
- Include gender issues in the ToR and gender expertise in the team to undertake the study that will look at possibilities for employment and local content.

5.2.2.3 REDD+ NGO pilots: Recommended follow-up actions

- The Embassy should continue its dialogue with the NGO partners on gender, and continue to encourage the sharing and documenting of experiences and lessons-learned amongst the partner NGOs but also to a wider audience.
- If supporting a new phase of the NGO pilots, the Embassy should request potential partners to document that a gender analysis has been performed, and make sure that project documents contain the necessary objectives, activities, resources, data and monitoring and reporting routines to ensure that gender is mainstreamed in a substantive and realistic manner. The Embassy can request Norad support to perform this.

ANNEX I Terms of Reference

TERMS OF REFERENCE GENDER REVIEW – ROYAL NORWEGIAN EMBASSY IN DAR ES SALAM

1. Background

There is broad international consensus that gender equality is essential to development. Since the mid 1970s, Norway has been committed to promoting the rights of women through its development cooperation, and the promotion of gender equality is currently one of five pillars of Norwegian foreign policy.

In 2007 the Ministry of Foreign Affairs adopted an Action Plan for Women's Rights and Gender Equality in Development Cooperation. The Action Plan emphasises the need to adopt a two-track approach which includes both gender mainstreaming and targeted interventions. As part of the follow up of this Action Plan, the Embassies have been requested to strengthen their efforts to promote women's rights and gender equality in their development cooperation portfolios.

2. Purpose of the Review

The purpose of the review is to assist the embassy in improving the efforts to promote women's rights and gender equality within ongoing activities and present capacities, through realistic and implementable advice. It should build capacity and strengthen the Embassy's efforts to promote women's rights and gender equality in the policy dialogue as well as through programme and project management activities. The review has a strong focus on learning from past and current practices from similar international experiences. This should be reflected in both the methodology as well as the reporting of the review.

In this way, the review should contribute to the implementation of the commitments outlined in the White Paper no 11 *On Equal Terms* 2008 and the *Action Plan for Women's Rights and Gender Equality in Development Cooperation* 2007-2013.

3. Scope and Review Questions

The review will include three dimensions of the Embassy's effort within the area of Women's Rights and Gender Equality, namely the policy dialogue, programme/project management and organisation and work processes.

3.1 Policy Dialogue

- Given the context and the resources, how can the Embassy contribute to placing women's rights and gender equality on the agenda in the high level policy dialogue and donor coordination forums?
- How can this contribute to the fulfillment and implementation of national commitments to women's rights and gender equality?
- How is the Embassy working with national gender equality advocates, including civil society and government?
- How can reporting on gender equality and women's rights in policy dialogues, and the outcomes of these efforts, be improved?

3.2 Programme/project Management

The Embassy has selected three programmes/projects that will be subjected to a more in-depth review, these include:

1. Oil for Development programme
2. Rural Electrification programme
3. REDD NGO Pilots

However, the below review questions will also apply to the development cooperation portfolio in general.

- Within the ongoing programmes for development, how can women's rights and gender equality be promoted more effectively?
- How is gender equality as a cross-cutting issue integrated in the project/programme management cycle?
- Which channels have been central to the Norwegian engagement at country level? What implications have the various channels had in terms of breadth, depth and sustainability of the Norwegian gender engagement?
- What are the views of the partners regarding the ownership and general sustainability of achievements within the gender area? What measures are undertaken to build ownership and sustainability?
- How can requirements for reporting from partners and monitoring of projects and programmes ensure that sex disaggregated data and gender related results are collected?
- How can results from support to women's rights and gender equality reported from projects and programmes be better documented and fed into reporting to the MFA, in a smart and efficient manner?

3.3 Organisation and Work processes

- To what extent is the capacity, in terms of human and financial resources committed to address gender issues within the Embassy's development cooperation, adequate and sufficient?
- To what extent has gender mainstreaming been institutionalised? Are there existing guidelines for ensuring gender mainstreaming of the development cooperation portfolio?
- How well are members of staff trained in gender equality issues, how is training provided to locally-engaged staff?
- How has responsibility and accountability for mainstreaming been secured at the management level? What is the significance of factors such as leadership responsibility, incentives, monitoring and accountability and committed individuals for the implementation of the mainstreaming approach?

4. Methodology

The gender review questions above will be addressed through the following processes:

4.1 Desk-review

The Team (two senior advisers from Norad) will, as a desk review, assess the ongoing programmes and activities of the Embassy, based on the embassy's Virksomhetsplan for 2012, the Tildelingsbrev for 2012 as well as information available in the PTA and from the project documentation related to the selected programmes/projects (see section 3.2 above).

4.2 The Team's visit

Through the desk review, the Team will identify key issues that should be discussed with the Embassy's staff and with representatives of cooperating partners. The team visits the Embassy for a period of four working days. A "kick-off"-meeting is held at the Embassy, and team will have discussions with management and programme officers and their cooperation partners. The team will give emphasis to meetings with implementing partners within the government, the UN, and relevant NGOs, including their special gender advisers. The team will also have meetings with other major donors and their gender adviser (when applicable). Short training sessions will be organised according to identified needs. Finally, a debriefing session with management and programme officers at the Embassy will be held.

4.3 Training Sessions

1. Women's Rights and Gender Equality: A General Introduction (2 hours)
2. Developing an Embassy Strategic Work Plan for the promotion of Women's Rights and Gender Equality: Why and How? (1 hour)
3. Case Study (to be selected): Integrating women's rights and gender equality in development cooperation: Methods, tools and experiences. A Practical Approach (2 hours)
4. Policy Briefs: Discussion and feed-back on draft policy briefs on gender and energy (1 hour)

4.4 Analysis and Reporting

The Team will forward a draft report to the Embassy for comments. Based on comments from the Embassy and Norad's internal quality review the final report will be prepared by the Team. The report will contain a short gender profile for the country in question, identifying the main challenges pertaining to women's rights and gender equality in the country. The main body of the report will contain analysis, findings and recommendations on the three dimensions outlined above, based on concrete examples from the Embassy's portfolio.

5. Preliminary Time Frame

- Desk review: 07-11 May
- Team's visit to Dar es Salam 21-24 May
- Draft report: 18 June
- Final report: 05 July

ANNEX II People met

Alarakhia, Mehjabeen, Programme Officer, Royal Norwegian Embassy

Collins-Falk, Anna, Representative, UN Women Tanzania

Eid, Thomas, Senior Advisor, Norad

Gakkestad, Knut, Senior Advisor, Norad

Hermansen, Anne Kristin, Minister Councillor, Royal Norwegian Embassy

Hermansen, Geir, Secretary Royal Norwegian Embassy

Gertrude Mapunda Kihunrwa, Dfid Tanzania,

Jørgensen, Ivar, Senior Advisor, Norad

Kizenga, Judy, Assistant Director – Women, MCDGC

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Masoud, Thabit S., Technical Unit Director, Care, Tanzania

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Næss, Inger, Minister Councillor, Royal Norwegian Embassy

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Rwegasira, Mary, Equality Adviser, Concern Worldwide, Tanzania

Salve, Estomish N., Executive Director, TaTEDO, Tanzania

Tervonen, Marjo Riitta, Gender Advisor Care Tanzania

Tesha, Joyce O., Programme Officer, Embassy of Sweden, Tanzania

Yates, Teresa, Gender Justice Programme Co-ordinator, Oxfam Tanzania

Wazee, Hijja, Programme Officer, Help Age International, Tanzania

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