



CBNRM Governance Manuals

Gender Equality in NRM



Zambia Community-Based Natural Resources Management (CBNRM) Governance Manuals

Gender Equality in Natural Resource Management

2023

Cover photo: Mike Gower (top); North Luangwa CRB elections, ILRG (bottom), verbal consent gained.

ACKNOWLEDGEMENTS

This manual was developed with support from the United States Agency for International Development (USAID), the Zambian Department of National Parks and Wildlife (DNPW), and the Zambia Community Resources Board Association (ZCRBA) for the Government of the Republic of Zambia (GRZ).

These materials were developed based on direct and indirect discussions with several local partners, including Conservation Lower Zambezi (CLZ), Conservation South Luangwa (CSL), World Wild Funds for Nature (WWF), The Nature Conservancy (TNC), Frankfurt Zoological Society (FZS), Kasanka Trust Limited (KTL), Bio Carbon Partners (BCP), and Community Market for Conservation (COMACO).

These manuals were piloted in six Community Resources Boards (CRBs): Shezongo CRB, Musungwa CRB, Kabulwebulwe CRB, Malama CRB, Nsefu CRB, and Kakumbi CRB.

Contract: Integrated Land and Resource Governance Task Order, under the Strengthening Tenure and Resource Rights II (STARR II) IDIQ.

USAID Contacts: Stephen Brooks and Karol Boudreaux, USAID Land and Resource Governance Division

This publication is made possible by the support of the American People through the United States Agency for International Development (USAID).

TABLE OF CONTENTS

| | |
|--|------------|
| ACKNOWLEDGEMENTS | i |
| TABLE OF CONTENTS | ii |
| ACRONYMS | iii |
| 1.0 INTRODUCTION | 1 |
| 1.1 WHAT BARRIERS DO WOMEN FACE? | 2 |
| 1.2 WHY DOES GENDER EQUALITY MATTER? | 4 |
| 2.0 WHAT IS GENDER EQUALITY AND SOCIAL INCLUSION IN NRM? | 6 |
| 3.0 PROMOTING GENDER EQUALITY IN CBNRM ELECTIONS | 8 |
| 3.1 SUPPORT GENDER EQUALITY CHAMPIONS | 8 |
| 3.2 RAISE AWARENESS AND MOBILIZE WOMEN TO PARTICIPATE | 8 |
| 3.3 SET TARGETS | 9 |
| 3.4 STRENGTHEN WOMEN'S SKILLS | 10 |
| 3.5 SOCIAL AND MORAL SUPPORT | 10 |
| 3.6 CAPACITY TO SUPPORT CHANGE | 11 |
| 3.7 ADDRESS GENDER-BASED VIOLENCE | 11 |
| 4.0 PROMOTING GENDER EQUALITY AND SOCIAL INCLUSION IN NRM | 12 |
| 4.1 RECRUITMENT PROCESSES | 12 |
| 4.2 TRAINING | 13 |
| 4.3 LAW ENFORCEMENT MANAGEMENT | 14 |
| 4.4 ADDRESSING GBV IN NRM | 15 |

ACRONYMS

| | |
|-------|--|
| CBNRM | Community-Based Natural Resource Management |
| CBO | Community-Based Organization |
| CFMG | Community Forest Management Group |
| CRB | Community Resources Board |
| CS | Community Scout |
| DNPW | Department of National Parks and Wildlife |
| GBV | Gender-Based Violence |
| GESI | Gender Equality and Social Inclusion |
| NRM | Natural Resource Management |
| USAID | United States Agency for International Development |
| VAG | Village Action Group |
| WPO | Wildlife Police Officer |

I.0 INTRODUCTION

Gender equality and inclusion are an integral part of Zambia's wildlife policy framework and are the collective responsibility of all stakeholders. The Constitution of Zambia gives men and women equal rights. Similarly, the laws and policies of the nation mandate all public and private bodies to develop special measures to achieve at least 50 percent representation and attain meaningful participation of women in decision making structures (Gender Equity and Equality Act of 2015, National Gender Policy of 2014).

Gender refers to the defined roles and responsibilities that society has assigned to a woman or man. These roles shape how women and men relate. The roles are different from one society to the other and change over time. E.g., in Zambia cooking is assigned to women and decision-making to men. Gender is different from sex which is the biological difference between women and men. E.g., falling pregnant is a biological role for women and sperm production is for men.

Gender inequality occurs because of societal and power differences between men and women, which lead to unequal access to resources, claims, responsibilities, and decision making, among other areas. These differences between women and men manifest in the form of discrimination also called gender inequality.

Gender equality is when men and women have equal social conditions so that they both can experience the same opportunities, rewards, and potential to contribute and benefit from natural resources.

Zambia's Wildlife Act No. 14 of 2015 and National Parks and Wildlife Policy of 2018 both commit government to ensuring equitable and

effective participation of local communities and traditional leaders in wildlife management. The policy recognises both gender mainstreaming in wildlife conservation and creating equal opportunities and conditions for women, men, and youth to participate and benefit equally from natural resources. In National Development Plans, government commits to increasing women's access to job opportunities in the tourism industry and other sectors.

Due to cultural and social norms, women are often marginalised with regard to access, control, benefits from, and participation in the management of natural resources. Zambia has a dual system of the law that allows statutory and customary laws to operate side by side hence, rights that women enjoy under statutory law are often ignored under cultural practices, thereby leaving women exposed to discrimination.

This Booklet provides basic information on the value of gender equality and social inclusion (GESI) and the benefits to natural resource management (NRM). It provides approaches for community governance structures such as Community Resources Boards (CRBs) to ensure that resource governance includes everyone and all can fairly benefit from wildlife resource.

1.1 WHAT BARRIERS DO WOMEN FACE?

Historically, there is a gender gap in terms of women participating in NRM in Zambia. As a result, the sector is largely male-dominated and women's engagement in these male-dominated spaces can lead to

Gender inequality in NRM in Zambia

Less than 10% of members in the 77 CRBs are women.

Only 3% of CRBs have ever had a woman in a leadership position.

Only about 14% of community scouts employed are women.

multiple forms of gender-based violence (GBV). This creates a cycle of threats to meaningful participation of women.

Women and marginalised groups face many barriers to participation in NRM. Here are some of the barriers.

- Most of the natural resources are under the customary leadership of traditional leaders - most are men and make the decisions biased towards local cultural and traditional practices.
- The constitutions and guidelines for community-based organizations (CBOs) are often established by men and focus on the needs and interests of men.
- Social beliefs, attitudes and gender norms do not accept women as leaders who are able to take on the same roles as men.
- Lack of or weak support from family members - from spouses, parents and in-laws and friends.
- Women have a lot of responsibilities at home – they have an unfair share of household tasks and care responsibilities.
- The timings and length of meetings often make it difficult for women to attend. Participation in election processes, recruitment procedures and training are often not possible because of household responsibilities.
- Social and cultural beliefs and practices related to young and disabled people prevent and discourage participation of youth and people with disabilities.
- Lack of support from community and fear of social rejection. Doing things that are outside the norm are often not accepted.
- Low literacy and confidence among women

- Lack of information about the resources as well as the management structures or processes.
- Weak personal and social networks of influence.
- Physical and social limitation on mobility.
- Vulnerability to GBV for stepping into male- dominated spaces - this is seen as defying traditional roles and norms

1.2 WHY DOES GENDER EQUALITY MATTER?

Women’s representation is important because women have unique perspectives to bring to NRM that are different from men’s perspectives. This is because women and men access, use and benefit from natural resources differently based on their roles at household and community level. Including women in the CRB, Community Forest Management Group (CFMG) or any community group is the



right thing and the **smart thing** to do.

But representation of women alone is not enough. Women must meaningfully participate - their voices in decision-making must be heard and considered. Evidence shows that equitable and inclusive natural resource governance and enforcement can lead to improved

conservation and socioeconomic outcomes because when women effectively participate:

- Their inputs into resource use and conservation bring unique concerns, perspectives, and knowledge into discussions. This leads to improved management of natural resources.
- It increases the chance for adoption of sustainable practices that lower pressure on the resource because then everyone is involved and there is likely to be better compliance with resource use rules.
- There is better sharing of information through women's formal and informal networks.
- As women get involved in economic activities related to natural resources it increases income for families. This income is used for education, health, and nutrition.
- As women have the responsibility of caring for their families, they are likely to pass on conservation morals in children and youth, which contributes towards sustainable conservation in the future.
- Over time it increases the acceptability of a different role of women which in turn lowers their vulnerability to GBV.
- Builds a cadre of role models and can increase participation of women over time.

2.0 WHAT IS GENDER EQUALITY AND SOCIAL INCLUSION IN NRM?

Inequalities between men and women or youth exist because institutions do not take time to think about the differences between the roles of women, men, and youth. This is especially true for leadership positions in community-based natural resource management (CBNRM) in Zambia which are mainly dominated by men. Women are heavily burdened with household chores which makes their participation difficult. The belief and perception that women should not hold leadership roles comes out of the social relations formed in society. However, it is possible for this to change.

Socialisation starts when a child is born. If a girl, then the mother will immediately start nurturing her to become a girl or woman and prepare her in the assigned role for women. A woman or man is then defined based on the assigned social roles.



Values are also placed on these socially assigned roles. For example, the role of caring for the family is assigned to a woman, and even though it is an important role, the value assigned to it is low. Decision-making roles are usually assigned to men and carry a lot of

weight in terms of value. This results in women and men being valued differently.

Gender equality is achieved when women as well as men enjoy the same rights and opportunities and when the different aspirations and needs of women and men are equally valued and favoured in CBNRM. For example, a Village Action Group (VAG) has limited finances, and both men and women in the community have priorities to address their needs, but only one project can be implemented at a time while the CRB continues to raise more money. If the CRB decides which project gets implemented considering that men or women proposed the project and taking into consideration the views of women and men in the community, then that is an example of gender equality. If the CRB chooses not to support a project proposed by women because it does not benefit men, then that is gender inequality.

Gender gap refers to the difference in participation in NRM between women and men in terms of levels of representation, access to resources, rights, power, influence, compensation, and benefits.

In CBNRM in Zambia, the gender gap (the difference in participation between men and women) is close to 80%. To achieve gender equality (50% representation of men and women) there is a need to recognize the gender gap and come up with ways to change it.

Specific measures are needed to address the imbalance. For example, the CRB can train women in leadership skills so that they can confidently stand for positions in the VAG. This recognizes that women have not had the same advantages as men to get into leadership, so women require additional support in order to achieve the same opportunities.

3.0 PROMOTING GENDER EQUALITY IN CBNRM ELECTIONS

Elections are an important entry point for increasing women's representation. Several approaches can be used to promote and transform the gender and social barriers that hinder women's participation in elections and thereby community resource governance.

Efforts should therefore be made to make sure that gender integration is a part of the election process - from the pre-election, during the election and after the election has taken place. Here are some suggestions on how to do this.

3.1 SUPPORT GENDER EQUALITY CHAMPIONS

Support champions to work with communities to address social norms and promote gender equality. Because gender norms are deeply rooted in communities, challenging, and changing the beliefs and practices requires everyone's involvement. Identify gender equality champions (men, and women) at different levels who can positively influence change over time.

Traditional leaders can be champions, as well influential individuals from nongovernmental organizations who have built trust and gained the respect of the communities in which they work. Shifting gender norms is challenging and takes time. It is important to continually engage with traditional leaders, community members and women candidates about this.

3.2 RAISE AWARENESS AND MOBILIZE WOMEN TO PARTICIPATE

Deliberate efforts to address the barriers that hinder women's participation in elections and to mobilize and support interested

women can promote the involvement of women in local decision-making processes. Create gender awareness on the opportunities for women's participation.

Because women have smaller social networks than men and have been traditionally excluded from public roles, they often do not have information about election processes or know when elections occur. Making planned efforts to reach out to women's groups, schools, churches, and water access points or any other places where women often meet can increase awareness. Community sensitization meetings with women, men and the traditional leaders should be held to explain the role of women and the need for their participation in an election.



3.3 SET TARGETS

Consider using targets to facilitate women's representation. Setting targets for the number of women to be on a committee to ensure fairness in the governance structure is one way to facilitate gender equity. The constitution of a CBO can be amended to state how many women should be appointed to a committee. While targets are helpful in increasing women's representation it doesn't guarantee meaningful participation. This should be followed up with skills training for women.



3.4 STRENGTHEN WOMEN'S SKILLS

Lack of information and skills is a key challenge faced by women and other marginalized groups wanting to engage in an election process. Skills can be built, and mentorship provided to develop the competencies necessary to stand for and win an election. These competencies include self-confidence, understanding the election process, assertiveness, community engagement, public speaking, negotiation skills and lobbying.

3.5 SOCIAL AND MORAL SUPPORT

Social and moral support is needed to help deal with pressures from family and community. Women, youth, and persons living with disabilities need the social and moral support to help them deal with the pressures of stepping out of the social norms. Sensitizing their family, friends and community can increase support and avoid negative reaction. Support of traditional leaders for the role of women in the community leadership will result in increased community acceptance.



3.6 CAPACITY TO SUPPORT CHANGE

In order to support long-term change, it will probably be necessary to build institutional capacity of the CBO. This requires looking into the policies and rules of the CBO, identifying any discriminatory practices and changing these to promote inclusive practices. Training to build common understanding and language on gender response should be provided to members and staff of the CBO. CBOs should also use and keep records of women participation by keeping a gender sensitive record. E.g., during elections, information on sex of candidate should be collected and used to promote change.

3.7 ADDRESS GENDER-BASED VIOLENCE

Fear of GBV prevents women from participating. CBOs can respond to GBV by increasing awareness in the communities to prevent GBV and investing in processes to protect women that get involved in NRM. Simple efforts such as including the spouses of the elected women in orientation processes can help them to understand the roles and responsibilities of their partners. This should increase support for the day-to-day tasks required and could decrease risks of conflict and GBV at household level. Awareness on the types of GBV (e.g., sexual harassment, verbal abuse, or physical assault) can help women and men identify GBV and act to prevent it.

4.0 PROMOTING GENDER EQUALITY AND SOCIAL INCLUSION IN NRM

Women's share of employment in the NRM sector is minimal, even in entry level positions such as community scouts (CSs). People associate NRM and law enforcement with men and have the perception that such positions are not suited for women. Biased recruitment training and working conditions in a male-centred environment further discourage women from applying. CBOs need to understand these challenges and investigate and implement ways of changing this situation. Here are some suggestions.

4.1 RECRUITMENT PROCESSES

Job advertisements: Because communities think the jobs are for men, make sure that advertising is explicit and clearly shows that women can apply. It is important to ensure women do not miss any opportunities.

Promote transparency in the recruitment process: Women often do not know when job recruitments occur. Community awareness of job opportunities and outreach efforts to women can bring about equity in the manner recruitments are done.

Encourage women to apply: Set targets for the number of women employed by the CBO. This is a temporary tool to correct inequalities. Consider a minimum number of positions in the advertisement and selection of women applicants and set a minimum percentage of female candidates to be selected for training.

Help women prepare for interviews: Prepare them physically and mentally prior to the selection process. Women can be encouraged to highlight their unique and own personal strengths. CBOs can be encouraged to support women candidates by helping them to practice for their interviews ahead of time.

Gender responsive selection process: Often the focus of law enforcement recruitment is on physical fitness or mental tests that overvalue qualities like courage, confidence, aggression, loyalty, and self-control. These are not the only qualities needed by a good all-round law enforcement officer. Consider establishing different minimum times for physical endurance tests for women as well as testing other qualities.

4.2 TRAINING

Adopting gender responsive training approach: Addresses the needs and interests of women and empowers trainees with skills to implement all the components of the task at hand. Having both male and female trainers will ensure that all participants receive balanced technical and moral support which is needed for preparing them for their new roles. Gender responsive training recognizes the unique situation of women and creates a support structure to mentor women to help them succeed.

Impacting gender norms: When attending a training event, women will have to get used to a lot of new things that they may never have experienced before. For example, being away from their homes and family, being expected to learn new skills at the same pace as the men, using heavy equipment, wearing bulky clothes and heavy boots may all be new experiences. The training program needs to provide options for women to succeed and efforts need to be made to design the training approach to increase the opportunities for women to succeed. An environment where it is okay for trainees to seek support when needed should be created.

Supporting women in their new roles: Women must be able to meaningfully participate and make their voices heard. This requires focusing on women's capacity development, including leadership and empowerment skills. It is important to establish support structures that enable women to develop skills and build confidence as they enter the field.



4.3 LAW ENFORCEMENT MANAGEMENT

The belief that being a CS is a hard job together with fears of pursuing a career dominated by men, results in women being reluctant to apply for these positions. Concerns include:

- Balancing family life and the demands of the job.
- Peer pressure to behave and perform in ways defined for/by men.
- Resentment from family and community members for acting outside gender norms and expected gender roles.
- Losing social value and respect, including losing existing and future relationships like marriage.

Promoting support from families and communities: Fostering acceptance of their role by household and community members is important to reduce potential backlash.

Providing internal support networks: Designating staff (preferably women) to regularly check in with, listen to concerns, and respond to women's needs.

Supporting women’s health and hygiene needs: Adapting job requirements to women’s health needs such as menstrual needs, pregnancy, and breastfeeding can increase the participation of women.

Reaching out to men to shift social and gender norms in a workplace: Men need help to accept women as peers and deal with the social pressures in the workplace. Including social norms dialogue in the workplace allows peer-to-peer learning and overtime positive norms shift.

Addressing GBV in the workplace: Adopting and implementing a “zero tolerance” policy to any form of gender-based harassment, abuse and violence in the workplace will encourage women to become involved in NRM and law enforcement roles.

4.4 ADDRESSING GBV IN NRM

The Zambian law defines GBV as any harm or potential of harm perpetrated against a person or group based on their gender. It includes various expressions of violence (The Anti GBV Act, 2011). For example, GBV can be physical, psychological, emotional, sexual, or socio-economic.

GBV is widespread in Zambia. According to the 2018 Zambia Demographic and Health Survey, 36 percent of women experience physical violence at least once after the age of 15 and 32 percent of ever-married women experience controlling behaviours by their husbands (Zambia Statistics Agency, 2019).

As such, the risk of GBV is at the household, workplace, schools, streets, and any other public or private space. Although it can be experienced by anyone, mostly women and girls are affected.

There are several types of GBV. See the examples that follow:



Physical

Beating, punching, kicking, burning, killing, shooting, “unintentional” touching etc.

Psychological or emotional



Non-sexual verbal abuse such as insults, gossip, rumours, jokes, intimidation, or threats. Also, separating a person from friends/family, restricting movement, or denying freedom.

Sexual



- Entering any part of the victim’s body with a sexual organ or object, by force, the threat of force, or against a person unable to give consent.
- Physical penetration or attempted physical penetration of a sexual nature, including inappropriate touching by force.
- Attempted coerced/forced intercourse, without penetration. Includes marital rape.
- Any act in which a child is used to attain sexual satisfaction.
- Any exploitation of a position of weakness, variance in power, or confidence, for sexual purposes.

Socio-economic



Discrimination and/or denial of opportunities and services for women; taking wages and/or limiting decision-making related to financial resources; denying or restricting access to food, water, education, employment; rules or informal practices that prevent women from accessing certain job roles or promotions, unequal pay for the same role, tolerance of sexual and gender-based harassment in the workplace.

The Constitution of Zambia is the supreme law in the country and all other laws cannot support actions which conflict with the supreme law. Articles 11 to 26 of the Constitution support human rights and freedoms. In order to implement these Articles of the Constitution,

the Zambian government has put in place laws to prevent and mitigate the impacts of GBV. Specifically, the Anti GBV Act of 2011 outlaws GBV in any form.

Law enforcement in natural resource management involves communities and law enforcement officers such as Community Scouts or Honorary Forest Officers though employed by communities are empowered to do their duties by their respective laws such as Wildlife Act of 2015 or the Forest Act of 2015. This means they are required to comply with government Code of Ethics and Standard Operating Procedures (2022).

Further, the Government of Zambia is committed to observe human rights-based approach to law enforcement and has several tools and processes for supporting this approach. For example, in wildlife, Wildlife Police Officers (WPOs) and CSs are given training on the standards and procedures required including the minimum use of force and appropriate processes for interactions with work colleagues and community members.

Another example of this commitment is that all government officers, including WPOs, CSs, and Honorary Forest Officers are obliged to report through formal channels:

Any accusation of or direct violation of human rights, including sexual and gender-based violence, abuse, and harassment

- *Extract from Department of National Parks and Wildlife (DNPW) SOPs, 2022.*

Such reports should be investigated, and disciplinary procedures follow. This means that there is a commitment from Government and natural resource management sectors to ensure that human rights are protected and that employees and communities are protected from GBV linked to NRM activities. In order to ensure that this commitment is made a reality, everyone involved in NRM needs to support the efforts that are underway to stop GBV.



USAID
FROM THE AMERICAN PEOPLE

