



# Understanding local climate priorities

Applying a gender and generation focused planning tool in mainland Tanzania and Zanzibar

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Photo caption: Herding goats in the drylands

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Climate change adaptation must be mainstreamed into local government planning in rural settings. Marginalised groups are especially vulnerable to climate change because it affects the natural resources that they rely on. Simple, affordable and inclusive tools that can identify their climate resilience priorities and unpack unequal power dynamics are needed by local climate practitioners. We share lessons from a project to co-produce a climate resilience planning tool sensitive to the needs of women and young people. Practical findings from case studies with pastoralist communities in Northern Tanzania and producer cooperatives in Zanzibar provide lessons for delivering positive, socially transformative local climate action.

## Contents

<b>Summary</b>	<b>4</b>	Results	<b>21</b>
		Zanzibar summary	<b>24</b>
<b>1 Background and context</b>	<b>5</b>	<b>5 Discussion</b>	<b>25</b>
Devolved climate finance mechanisms	6	Converging and differing priorities	26
		Lessons from using the tool	27
<b>2 The Pamoja Voices tool: methodology</b>	<b>8</b>	<b>6 Implications for climate-resilient development at local level</b>	<b>28</b>
Facilitation	10	Incremental changes towards transformation	29
Sampling participants	11	Transformation requires long-term perspectives	29
Limitations	11		
<b>3 Case study: Tanzania mainland</b>	<b>12</b>	<b>Looking forward</b>	<b>30</b>
DCF and local government planning in Tanzania	13		
Results	13		
Tanzania mainland summary	19		
<b>4 Case study: Zanzibar</b>	<b>20</b>	<b>References</b>	<b>31</b>
DCF and producer cooperative decision making in Zanzibar	21		

# Summary

In rural settings, marginalised groups including women or young people with little education are often the most vulnerable to climate risks due to their reliance on natural resources that are heavily impacted during climate changes and shocks. Their marginalisation typically means they have limited access or equal participation in planning spaces where decisions are made that shape their livelihoods. Inclusive planning for climate adaptation at local levels is therefore necessary to enable the most vulnerable to recognise and respond to climate risks through concerted action. While numerous tools exist that aim to support local actors to articulate vulnerable groups' priorities, few are mainstreamed into top-down planning systems and still fewer explicitly seek to identify the unequal power dynamics within and between communities that maintain vulnerability to climate change hazards.

This paper shares lessons from a project to develop a simple, affordable and inclusive planning process — referred to here as a 'planning tool' for local climate adaptation practitioners. The tool articulates gendered priorities as well as those of young people, drawing on case studies in two sites in Tanzania mainland and three in Tanzania Zanzibar (hereafter referred to as 'Zanzibar'). Gender and age were chosen because they are a significant factor in the marginalisation of many people in both contexts. However, project stakeholders recognise that these are not the only determinants of marginalisation. Although the tool was piloted with a focus on gender and age as distinguishing identities within a community, it has been developed with a recognition that it could be equally applied to others such as disabled people or minority indigenous groups.

The Tanzania mainland case studies tested a tool for use by local government or civil society organisation actors, while the Zanzibar case studies tested a tool for use by small producer cooperatives. The tools use participatory learning and action exercises to identify main livelihood systems, the way resources are accessed and controlled by men and women of different ages, and the routes to addressing long-term resilience challenges.

The tool was effective in articulating different resilience-building priorities for older men, older women, young men and young women to understand their intergenerational knowledge, challenges and adaptation priorities. In doing so, it demonstrated how qualitative discussion tools can contribute to effective planning, problem identification and prioritisation. By including gender analysis exercises, it effectively articulated the power dynamics at play associated with gender that

reinforce vulnerability. These exercises provide a basis for planning at local level, which may contribute to gender-transformative adaptation responses.

Investing in establishing more inclusive local governance or resources and infrastructures and facilitating meaningful participation in decision-making processes about local or cooperative investments emerged as key climate adaptation priorities. The governance of water points or land is an area in which resilience gains can be made that transform gender and age relations at relatively low cost, relative to large-scale infrastructure programmes. However, close engagement with appropriate local actors is essential for this to be effective.

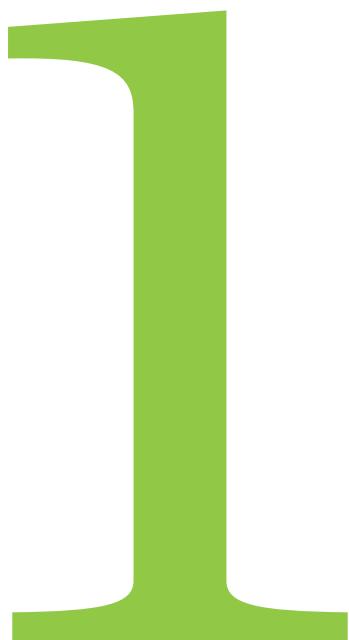
That said, there are additional costs for implementing organisations to create safe spaces for marginalised groups, including the cost of identifying appropriate facilitators and rapporteurs, ensuring that participants can travel to and participate in workshops and are appropriately reimbursed for their time, and the additional time needed to parse out complex issues in detail. In the long run these costs are likely to be mitigated by more effective planned resilience-building interventions that create greater economic opportunities for groups currently marginalised.

Long-term efforts are necessary to make significant gains in addressing gendered or intergenerational inequality, which can be rooted in harmful traditions and social norms that are part of established livelihood systems. Discussions about climate change can be an entry point to discussing culturally sensitive issues about the role of men, women and young people in society and how these are tied to vulnerability and the future of resilient livelihood systems. These efforts must be taken on by all the layers of actors in the climate finance delivery chain including climate funds, bilateral development contributors, governments and civil society organisations. To be successful, actors at all levels will need to deliver enhanced support for partners based in communities that have in-depth knowledge of local dynamics and relationships. Local organisations need capacity support to broker these challenging but necessary conversations within the community and tie them to growing local responses to climate vulnerability.

Further research is needed to build knowledge and experience of tools that can articulate how the intersection of marginalised identities in these contexts affects climate resilience of different people, and to incorporate new methods into the planning of local institutions such as cooperatives or local governments.

# Background and context

Climate change adaptation is being undermined by top-down interventions and a lack of appropriate tools that enable effective, context relevant planning. Affordable and practical tools are needed, downscaled to local contexts, that can enable vulnerable people to articulate their priorities in response to climate change.



Adaptation has become a key pillar of developing country efforts to respond to climate change. Yet unequal power dynamics and social inequalities coupled with top-down interventions undermine climate adaptation efforts, leading to some groups benefiting at the expense of others. This enhances the vulnerability of some groups to climate impacts while reinforcing those same power dynamics that are at the root of climate vulnerability and often ongoing poverty.<sup>1</sup> Ensuring the inclusion of the voices of these groups in planning and decision making is therefore critical in shaping sustainable and effective solutions to the climate crises in their communities.

To do this, research and planning tools are needed that can articulate social norms and differentiated responsibilities of different people in each context alongside their specific knowledge and expertise that can inform climate adaptation.<sup>2</sup> For example, the literature documents how women have brought invaluable insights on improving local resource management alongside existing ongoing adaptations made through domestic household management, food production and security.<sup>3,4,5</sup>

Gender and inclusion of vulnerable groups has recently shifted to the core of development and climate agendas.<sup>6</sup> Gender equality is a core principle of the 2015 Paris Agreement.<sup>7</sup> Donors and international climate funds (ICFs) recognise the need for mainstreaming gender-responsive thinking, with the Green Climate Fund and many donors requiring gender-disaggregated evaluative indicators and action plans.<sup>8</sup> However, the extent and successful implementation of gender-responsive approaches in practice is limited.<sup>6</sup>

On the ground, programmes are challenged by a lack of methods to generate adequate gender-disaggregated data about local priorities; lack of resources for gender-differentiated interventions; limited political will or technical capacity of governments or other partners to adequately address gender in programmes; and social norms about gender and generational roles that reinforce under-representation and subordination of women in social and political life.<sup>9,10,11</sup> Failure to apply gender analysis tools will inevitably contribute further to inadequate interventions. The growing numbers of rural, poor or unemployed young people benefit from few large-scale funds or policies to address their specific climate priorities, despite significant generation gaps in knowledge, education and social issues. Indeed, young people are often grouped with 'women', without scope to recognise their specific needs. This is not conducive to effective development as urbanisation in sub-Saharan Africa is in part driven by young people leaving challenging rural environments.<sup>12</sup>

This paper shares lessons from the development of an affordable inclusive planning tool for use by local climate adaptation practitioners that identifies and articulates gendered priorities as well as those of young people, drawing on case studies in the United Republic of Tanzania (URT): two sites in Tanzania mainland and three in Zanzibar. The tool is designed for use by local government authorities, community-based organisations and small producer cooperatives, to enable them to articulate their own needs and priorities. These sites were chosen because of their previous experience in delivering projects that enhance local climate planning and finance delivery. The case studies highlight the relevance of a tool that articulates priorities of different social groups. They also raise practical issues that need to be considered when applying this tool as well as potential pitfalls that can arise during implementation. We share lessons from the practical application of the tool, considering the factors necessary for climate adaptation to transform the power dynamics within communities that reinforce vulnerability to climate impacts. These findings can be used to inform local government authorities, national planning units, donors, civil society organisations (CSOs) or producer cooperatives in the delivery of positive socially transformative local climate action in practice.

The tool was developed in collaboration with local organisations (referred to below as 'partners' or 'local partners'): the Zanzibar Climate Change Alliance (ZACCA), Pamoja Youth Initiative (PYI), Pastoral Women's Council (PWC), Monduli Women's Forum (MWF), Hakikazi Catalyst (HKC), and Longido and Monduli District Councils, with the International Institute for Environment and Development (IIED) providing technical support, and the Climate Justice Resilience Fund (CJRF) providing financial support.

## Devolved climate finance mechanisms

The need for a participatory research tool to determine the priorities of women, men and young people emerged during the piloting of a climate adaptation programme, the Devolved Climate Finance (DCF) programme, in Tanzania and Zanzibar from 2016 to 2018. DCF mechanisms, also implemented in Kenya, Mali and Senegal, aim to deliver climate finance to the local level at scale, while enabling community representatives to take a leading role in decision making.<sup>13</sup>

The mainland Tanzania DCF mechanism was implemented in the northern districts of Monduli, Longido and Ngorongoro. It channelled £1 million towards 35 public good investments tailored to local

pastoralist and farming, which were identified and overseen by community-led planning institutions. In Zanzibar, a private sector form of the mechanism enabled the People's Bank of Zanzibar to invest in productive assets identified by three producer cooperatives as necessary to make their businesses climate resilient.<sup>14</sup>

Subsequent monitoring, evaluation and learning identified positive outcomes for men and women but also revealed the challenges of maintaining inclusive decision making and governance processes. While tools used and institutions established through the programme broadened the number of people participating in planning, they did not make special

provision for identifying the differentiated priorities of marginalised groups. During the delivery of the programme, the ability of women and young people in community-led institutions to influence decision making without external intervention from local partners was limited.<sup>15</sup> The perspective of young people was rarely directly addressed. Coupled with limited capacity in this particular context for gender-transformative or responsive planning, it became clear that affordable and practical tools and training were necessary for local institutions as well as to enhance the DCF mechanism itself. Such tools have applicability across local-level climate interventions.

# The Pamoja Voices tool: methodology

The Pamoja voices tool uses participatory learning and action exercises to identify climate resilience building priorities, separating men and women by age. Two versions have been developed, one for public good planning, the other for producer cooperatives. The tool was tested with partners from Tanzania and Zanzibar.



The ‘Pamoja Voices’ (translating from Kiswahili as ‘Voices Together’) project responded to the challenges of the DCF programme — which reflect similar challenges across local planning in Tanzania and Zanzibar, by developing a participatory research tool aimed at enabling community stakeholders and cooperatives to articulate their priorities to respond to climate risks and the rationale behind them. The method enables government authorities, cooperatives and civil society actors to identify priorities of men, women and young people and clarify the complex relationships that affect long-term resilience of different types of livelihoods.

This methodology emphasises co-production of new understanding with community members in focus groups or workshops facilitated by local government authorities and representatives of community-based organisations working together to properly understand the context. In contrast to some other approaches, this method includes men equally alongside women, recognising that the resilience and vulnerability profiles of both genders may differ in important ways. Facilitators are urged to create ‘safe spaces’ where all participants can feel free to voice opinions.

Project partners in Arusha, Tanzania mainland, and Zanzibar developed and piloted two versions of the tool to respond to the specific local contexts. The Zanzibar version is designed for local cooperatives and their governing institutions to consider how their businesses can respond to climate challenges that have gendered consequences. The Tanzania mainland version is designed for stakeholders supporting rural public infrastructure planning and governance, such as local governments, CSOs and formal and informal community-based institutions, to respond to differentiated gendered climate priorities. Both versions went through a similar design process including:

- A workshop with local stakeholders to identify design principles for the tool
- Testing of the initial concept with community members in focus groups or workshops to gather feedback
- Refinement by IIED building on further consultation with project partners in response to testing, and
- Implementation of the tool methodology by project partners in each context through extended focus groups.

The two versions of the tool draw on Participatory Learning and Action (PLA) methodologies. PLA methods aim to enable people to articulate

circumstances, challenges and solutions in their own terms, ‘handing over the stick’ to participants to empower them with greater ownership over change processes.<sup>16</sup> They contrast with other research methods that focus only on data as the outcome, rather than on data and the collection process itself. PLA methods are more effective at revealing complex social dynamics than short focus groups or surveys commonly used by development actors.

Other toolkits explaining participatory climate and gender planning tools with simplified guidelines are available, including Care’s Climate Vulnerability and Capacity Assessment; Oxfam Participatory Vulnerability Assessment or the CCAFS Gender and Inclusion Toolbox.<sup>17,18,19</sup> However, this toolkit seeks to draw on existing tools and tailor them to the context of local cooperatives, community-based organisations and local government authorities working in the wake of delivering devolved climate finance approaches. They are targeted at local institutions with limited knowledge of formalised adaptation, resilience and gender frameworks. Few gender-responsive toolkits are designed for use by local producer cooperatives. Building on local consultation, the methodology is designed to be affordable, practical and easy to understand. Its outcomes must be ‘good enough’ for use by local institutions, rather than academically pure, and the toolkits are translated into KiSwahili.

The tools consists of a series of participatory discussion activities and exercises that layer information about livelihoods, gender roles, climate risk and local priorities together to articulate climate-related challenges and proposed solutions.

The exercises are designed to answer four questions

- How are climate related challenges affecting men, women and young people in different ways in the context where the tool is being implemented?
- How do existing gender dynamics between men, women and young people affect the resilience of those groups?
- What interventions and actions can men, women and young people offer to overcome the different climate and gender challenges they face?
- To what extent are other stakeholders in the community already contributing towards these resilience-building interventions or actions?

The participatory discussion exercises used within the tool are outlined in Table 1.

Table 1. Objectives of each participatory discussion exercise

EXERCISE OBJECTIVES	PARTICIPATORY DISCUSSION EXERCISES	
	TANZANIA MAINLAND	ZANZIBAR
Articulate main characteristics of livelihoods, food or income generation	<b>'Seasonal calendar'</b> describes activities and strategic challenges of specific groups (in this case, older and younger men and women) in responding to seasonal change and variability of climate.	<b>'Value chain analysis'</b> is carried out to understand the main product of the cooperative and assess each stage of production and value addition, and the challenges at each stage.
Identify how climate challenges affect men, women and young people	<b>'Lived experience of climate change'</b> explores perceived climate challenges to livelihoods, impacts and management strategies.	<b>'Climate risk assessment'</b> identifies climate risks to the cooperative's activities, and test existing risk management or coping strategies under climate variability and change.
Document how key resources are controlled and owned by different groups	<b>'Gender analysis'</b> explains gender-defined control and ownership rights over key assets and resources affecting livelihoods. It identifies how gender-defined distribution of rights affects climate resilience.	<b>'Gender analysis'</b> is undertaken as part of the value chain analysis above to identify who is involved in cooperative activities, and what the gender- and age-defined responsibilities are for decision making and controlling resources along the value chain.
Articulate interventions and solutions that can address challenges faced by women and young people	<b>'Routes to resilience'</b> develops a theory of change for contributing to key factors believed necessary for climate-resilient local livelihoods. Theories of change are presented back to plenary for dialogue.	<b>'Cooperative action plan'</b> : a summary of challenges and solutions identified during the previous two exercises is presented back to all participants. The cooperative discusses and agrees actions to overcome the challenges and assigns responsibilities to do so.
Reviewing stakeholders and their role in supporting gender and climate actions at local level	<b>'Stakeholder mapping'</b> identifies formal and informal stakeholders in the community and their current perceived contribution to the theories of change	<b>'Governance analysis'</b> : cooperative members review the existing compositions of their leadership committees (in terms of men, women, girls and boys) and discuss any gaps and their desired composition in future.

## Facilitation

The tool focus group meetings were facilitated by IIED, staff from project partners, and by community development officers from local authorities. This ensured a range of perspectives and experiences on the team to feedback on the process, and adequate Maa and Swahili translation. Participants were paired with the same facilitator throughout the 3 and a half day workshop — normally a facilitator of the same sex, except for older women in Monduli, due to

limited availability of female facilitators. This helped to encourage spaces where people could speak publicly beyond usual social expectations.

A key feature of the tool is the separation of participants into four groups — older men, older women, younger men and younger women — for much of the workshops, with strategic moments selected to share perspectives and reflect. In separating the groups, the aim was to create 'safe spaces' — where participants would feel free to share their opinions without fear of negative consequences.

## Sampling participants

Sampling had to reflect the context in both sites, as well as reflect the target users. In mainland Tanzania, local partners sought to invite a representative sample from across a defined geographical area, identifying three to four individuals of varied age from five villages within a ward.<sup>20</sup> Partner organisations applied context-relevant definitions of 'youth' — with mainland Tanzania partners using locally relevant, customary Maasai 'age-sets' to categorise older and younger participants.<sup>21</sup> Between 25 and 30 participants took part in each workshop, with even distribution of older and younger men and women from across the villages in target wards.

The Zanzibar context required representatives from producer cooperatives. Each cooperative selected 40 members featuring 10 older men, 10 younger men, 10 older women and 10 younger women. Zanzibar partners following national guidelines of youth being under the age of 35. There were 40 participants in each of the three cooperative workshops.

## Limitations

A limitation of the methodology is that its focus on practicality and affordability makes it harder to further subdivide groups of interest in the scope of just one workshop. For example, during discussions some nuances emerged revealing a difference in the profile of widowed older women compared with married older women. These details could not always be explored systematically. This is not a flaw of the tool design itself, but a limitation of the time and funding available to explore these aspects in more detail. It is recognised that more work is needed to explore intersectionality.

# Case study: Tanzania mainland

The following section presents the case study of piloting the tool in Tanzania mainland. It presents a brief overview of the policy framework for gender and youth, a description of how the tool format fits the context, and findings from implementing the tool.



## DCF and local government planning in Tanzania

The need for a gender responsive planning tool in Tanzania is reinforced not only by the experience of the DCF programme, but also by a review of Tanzania's gender and youth policy. Although frameworks and guidelines exist, budget allocations tend not to match priorities, and local recognition of the need to invest time in such frameworks is limited.<sup>22</sup> There is limited understanding of how climate change affects young people specifically and of their priorities in response to it. The 2016 National Strategy for Youth Involvement in Agriculture seeks to promote youth entrepreneurship in rural settings, but there is little information about how implementation should take place or impact measured.<sup>23</sup> Tools are sorely needed that can help make policy frameworks deliver.

## Results

The Tanzania mainland version of the tool was tested in Monduli and Longido districts in Arusha region.<sup>24</sup> Longido district is an arid area dominated by pastoralist livestock keeping, with farming a supplementary activity for most households and a primary activity for a minority. Monduli district is more amenable to farming-only livelihoods, but pastoralism remains an important activity for most households. Both districts are susceptible to climate-related impacts — over 30% of people in Longido are deemed significantly food insecure due to climate-related erratic weather patterns, and Monduli is regularly affected by rainfall that destroys both crops and housing.<sup>25</sup>

Literature has highlighted how livelihood activities and roles in pastoralist communities are structured by gender and age, and Tanzania is no different.<sup>26,27</sup> Harmful traditional practices such as child marriage, female genital mutilation and tolerance of gender-based violence pose serious challenges for young women in rural areas. Polygamy is common in Arusha region, with 21.5% of women having at least one co-wife mainly due to dominant pastoralist cultures in the region.<sup>28</sup> Meanwhile, women and young people are not invited to speak in public fora, although their opinions may be respected in private spaces.<sup>29</sup> These perspectives were confirmed through participatory resilience assessments<sup>29</sup> carried out as part of the DCF Programme.

### Seasonal calendar

The seasonal calendar exercise illustrated the gendered nature of traditional livelihood activities in the agropastoralist systems of Northern Tanzania. The structured allocation of duties meant that men, women and young people were exposed to different seasonal climate impacts and faced distinctive challenges in accessing and using resources during the long dry season and the two wet seasons (see Table 2).

## UNDERSTANDING LOCAL CLIMATE PRIORITIES

Table 2. Seasonal livelihood activities and challenges, by gender and age in Longido and Monduli. Two of five locally recognised seasons are shown here (the long rains and the long dry season).

LOCAL SEASON	TASKS AND CHALLENGES	YOUNG WOMEN	OLDER WOMEN	YOUNG MEN	OLDER MEN
Enkakwai (March/ May), long rainy season	Livelihood tasks and activities	Provisioning the homestead (water, food and especially fuel)  Care of small children and elderly  Agriculture  Dairying  Childbearing	Provisioning the homestead (water, food and especially fuel)  Harvesting shorter-cycle crops (maize, beans)  Dairying  Small businesses and petty trading to make money	Herding activities close to the homestead  Heavy agricultural labour such as weeding, ploughing and especially harvesting	Making strategic decisions about livestock (mobility, breeding, sales and trading etc.)  Managing labour resources of the household  Meetings to decide seasonal land use
	Livelihood challenges	Lack of money to pay for education for children  Trips for provisioning can be dangerous due to flooding	Lack of agricultural tools  Too few young men in the community to work in the fields  Oversupply of milk  Pests destroy crops	Flooding disrupts agriculture and destroys infrastructure  Lack of labour for agriculture  Disease from contaminated water	Livestock disease  Cattle migrations disrupted due to flooding
'Alamei' (Aug/Sep), long dry season  Sunny and very hot	Livelihood tasks and activities	Provisioning the homestead (water, food, fuel)  Care of small children and elderly  Care of animals left at home	Provisioning the homestead (water, food and fuel)  Care of animals left at home  Organising women's mutual aid and support groups  Small businesses and petty trading to make money	Herding activities — travelling away from home to distant sources of water and pasture  Protecting water sources from congestion and wild animals	Making strategic decisions about the migration of livestock  Political negotiations with other land users to ensure safe passage of livestock
	Livelihood challenges	Lack of nearby water means time-consuming trips to distant locations and risk of gender-based violence  Not enough food for pregnant women  Husbands are away with livestock — lack of support and threat of gender-based violence from other men	Lack of nearby water means time-consuming trips to distant locations  Difficulty feeding the family at the homestead	Harsh conditions and demanding workload with little food  Difficulty finding water and pasture for livestock — livestock can die  Conflicts with other herders and wild animals over resources	Difficulty communicating with herders  Livestock are at high risk due to lack of water and pasture

Young men in these communities are responsible for managing the family livestock, including migration between dry and wet season pastures, and for physically demanding agricultural activities such as ploughing and harvesting. Young men suffer particular hardship while herding far from home in remote locations during the long dry season. Those who farm noted that heavy or erratic rainfall during the wet seasons caused serious difficulties for agriculture.

Both younger and older women are responsible for provisioning the household throughout the year, in addition to small-scale farming and care of livestock at the homestead. Younger women are often pregnant and have greater child-rearing responsibilities. Collection of water is a major time demand for both groups, particularly during dry seasons when surface water is unavailable close to homesteads for domestic access. Food is also less available during dry seasons leading to lower consumption. During wet seasons, flooding and heavy rain makes firewood collection and escorting children to school more dangerous. Women also have a wide range of time consuming responsibilities, and limited independence to sell or purchase key assets that undermine their ability to make strategic choices in response to seasonal risks.

Older men are responsible for strategic decision making relating to pastoralism and farming, managing productive activities of all the members of their household. The seasonal challenges they identified mostly related to livestock rearing and difficulties with facilitating the mobility of the herd.

### Lived experience of climate change

This exercise clearly identified the gendered impacts of historical episodes of drought, flooding and erratic as well as slow-onset changes including rising temperatures and shorter rainy seasons. The severe drought of 2009 was remembered by older men in Longido in terms of the challenges for livestock mobility and the subsequent loss of animals. To preserve the health of livestock, men were forced to travel great distances to access pasture, while others lost entire

herds and with it the main sources of food and income for entire households. Older women emphasised the difficulties they faced provisioning their households while the male household heads were absent for more than a year. While older men remembered the destruction of dams used for watering livestock and irrigation during flooding events in 2018, older women stressed the difficulties and risks of taking children to school and the damage to houses and possessions.

Although there was general agreement across all groups that women and children were most exposed to the impacts of climate hazards, it was clear that women of all ages repeatedly demonstrated considerable resourcefulness and initiative in dealing with these problems, despite facing numerous responsibilities and discriminatory norms that limited their scope for action. Mutual aid and support groups were a lifeline during the dry season.

### Gender analysis

The gender analysis provided an opportunity for each group to explore how traditional, unequal gender roles and power differentials heighten the vulnerability not only of members of disadvantaged groups, but also the community. Customary norms at both locations exclude women from ownership or control over many of the assets necessary for resilience and wellbeing in the community, including livestock, land and rights of access (see Table 3). One notable exception was money, where gender norms allowed women to control the earnings from small businesses selling milk, domestic items, beads or other livestock products. Although women have the right to participate in formal government bodies, they are typically excluded from customary decision-making spaces where resource management decisions affecting the whole community are made. This includes councils of male elders who make seasonal land use decisions based primarily on the needs of livestock. This exercise demonstrates the basis for exploring how ‘transformative’ adaptation might happen, by making explicit the power dynamics at play that undermine resilience to climate change.

Table 3. Gender analysis of resources: combined results from Monduli and Longido for selected resources

RESOURCE	WHO HAS ACCESS	WHO HAS CONTROL	IMPLICATION FOR CLIMATE RESILIENCE
Livestock (cattle)	Everyone in the family — for herding, feeding and protection.  Livestock are milked by women.	Male head of household decides when to sell and slaughter.  According to customary Maasai law women cannot normally own or trade cows, whereas trading in sheep and goats is more common.  Young men typically look after their fathers' animals and do not have their own independent herd until he passes away.	In male-headed households, women and young men are generally unable to sell animals independently and buy food in preparation for the dry season or coming drought.  In many cases women cannot sell livestock to meet urgent household needs when male head is away during droughts or dry seasons, leaving them vulnerable to food insecurity and poor water access.  Young men can have difficulty feeding themselves when herding animals during the dry season if they cannot sell or kill animals for food.
Water (community dams)	Everyone in the community  However, access is not always equal.	Men control water at troughs, prioritising livestock over water for domestic use.  Women have little participation in committees responsible for managing water access points and sources	Unequal access to water imposes opportunity costs. Women must wait at water points and make long journeys during dry seasons and droughts. This takes time away from more productive resilience-building activities such as small businesses.
Money	Anyone can earn money through productive activities. Capital can be obtained through village banking or savings schemes, known as 'Village Community Banks' (VICOBAs) or Savings and Loans Groups	Women and young men control the money they make from their small businesses. Funds from VICOBAs must be repaid.  A minority of women report that VICOBAs funds are taken by husbands, which can make repayments challenging.	Critically important to the resilience of both younger and older women and younger men because they have independent control of this asset. Money can be saved or invested to protect from and respond to climate change impacts.  Small business activities are gendered.
Family land	Everyone in the family. Women and young men perform agricultural tasks.	Tends to be either male household heads or their male children. Women can own land but cannot inherit it. Customs are changing with some villages more accepting of female land ownership than others.	Young women are completely dependent upon their male relatives or husbands for land to farm and for agricultural tools and inputs. This limits their ability to prepare for and respond to climate impacts.

## Routes to resilience

The routes to resilience exercise developed climate resilience-building priority areas for each group, together with an explanation of the causal pathways through which each suggested intervention would contribute to their increased resilience. The exercise

showed that men, women and young people had distinctive climate-resilient development priorities in their gendered livelihood activities and their characteristic seasonal use of natural resources. While these priorities often overlapped — all groups prioritised livestock and water — there were important differences in emphasis (Table 4).

Table 4. Resilience priorities for different groups in Longido

YOUNG WOMEN	OLDER WOMEN
<p><b>Access to water</b></p> <ul style="list-style-type: none"> <li>▪ New water sources, water storage and rainwater harvesting</li> <li>▪ Domestic taps separated from livestock troughs</li> <li>▪ Regular water committee meetings</li> <li>▪ Piped supplies fixed promptly</li> <li>▪ Management of water sources more responsive to women's needs</li> </ul> <p><b>Small businesses</b></p> <ul style="list-style-type: none"> <li>▪ Training — skills and money management</li> <li>▪ Markets for distribution</li> <li>▪ Finance (through Village Community Banks (VICOBAs)</li> </ul> <p><b>Cultivation and agriculture</b></p> <ul style="list-style-type: none"> <li>▪ More inputs: seeds, implements and pesticides</li> <li>▪ Access to land for cultivation from village government</li> <li>▪ Enforced and effective land use plans</li> </ul> <p><b>Livestock</b></p> <ul style="list-style-type: none"> <li>▪ Cattle dips and vaccinations</li> <li>▪ Better land use planning</li> <li>▪ Improved weather and climate information</li> <li>▪ Cattle breeds for milk</li> <li>▪ Markets for selling milk</li> </ul>	<p><b>Access to water</b></p> <ul style="list-style-type: none"> <li>▪ New infrastructure: dams, storage tanks, piped supply</li> <li>▪ Domestic taps separated from livestock troughs</li> <li>▪ Better governance of water sources — greater say in governance processes</li> <li>▪ Timetables for fairer access for men and women's uses</li> <li>▪ Better protection of water sources</li> <li>▪ Donkeys needed for water transport</li> </ul> <p><b>Access to food</b></p> <ul style="list-style-type: none"> <li>▪ Training on agriculture for small businesses — cultivation and poultry</li> <li>▪ Training on food storage</li> <li>▪ Mandatory seasonal food reserves</li> </ul> <p><b>Livestock</b></p> <ul style="list-style-type: none"> <li>▪ More comprehensive, and enforced, land use plans</li> <li>▪ Livestock dips needed</li> </ul>
<p><b>Access to education</b></p> <ul style="list-style-type: none"> <li>▪ Secondary, tertiary, vocational</li> </ul> <p><b>Small businesses</b></p> <ul style="list-style-type: none"> <li>▪ More access to finance</li> <li>▪ Better markets — infrastructure, governance</li> <li>▪ More business training</li> </ul> <p><b>Livestock</b></p> <ul style="list-style-type: none"> <li>▪ Alternative feeds</li> <li>▪ Good veterinary support</li> <li>▪ Better land use planning</li> <li>▪ More manageable livestock numbers</li> </ul> <p><b>Access to water</b></p> <ul style="list-style-type: none"> <li>▪ New infrastructure for livestock</li> <li>▪ Better protection of water sources</li> <li>▪ Better management of water sources</li> </ul>	<p><b>Livestock, water and mobility</b></p> <ul style="list-style-type: none"> <li>▪ More effective water committees</li> <li>▪ More dams</li> <li>▪ Wider land use planning and enforcement processes</li> <li>▪ Better, more relevant weather and climate information</li> <li>▪ Communications infrastructure</li> </ul> <p><b>Markets and business</b></p> <ul style="list-style-type: none"> <li>▪ Improved market infrastructure for livestock sales</li> <li>▪ Greater security to protect from wild animals and enforce land use plans</li> </ul>

For older men at both sites the critical resilience priority was healthy livestock, because the herd is the pastoralist household's main asset and store of wealth. They wanted village governments to enable more widespread and committed land use planning to facilitate the seasonal mobility of livestock, new dams strategically located near good pasture, and better

meteorological information (such as better advisories and advance warning of climate hazards) to support planning for livestock mobility. Older men also prioritised improved public market services and infrastructures for the sale of livestock so they could obtain more favourable terms of trade.

Water was a key priority for women of both age groups, but for domestic use rather than livestock (see Table 4). Reducing journey times for fetching water was critical to building climate resilience and their preferred interventions included improved service provision for villages and water storage tanks. Young women stressed that shorter journeys would reduce the risk of gender-based violence when travelling alone. Small adjustments to water investments could have notable impacts, such as the provision of dedicated taps for domestic use, built away from livestock troughs to prevent them being dominated by male herders. Both older and younger women explained that interventions should be complemented by improved governance, such as timetabled access to water resources backed by public village bylaws, and younger women in particular wanted more gender-responsive local water committees that met regularly, repaired infrastructure for domestic supply as a priority, and included and gave voice to women.

Women at both locations prioritised help for their small businesses, which included dairying, sale of agricultural produce, poultry rearing and trading of commodities. Women explained that through their small businesses, they could build money savings, which they could use to support the household during climate shocks, for example during droughts when men were away from home with the livestock. Small businesses also give

women access to loans and business training through village banks (VICOBAs). Loans could be invested in resilience-building activities such as building stronger houses and flood-resistant cattle pens.

Young men at both sites explained that formal education was their greatest priority, reflecting an increasing alienation from traditional pastoralist livelihoods, which provide young men with little autonomy and scope for independence. They seek improved access to finance to support their own businesses and livestock trading enterprises, together with interventions in support of their traditional responsibilities including improved access to veterinary and agricultural extension services. Young men also discussed exiting pastoralism entirely, opting for a 'modern' way of life in the towns. A sample diagram from the exercise in Longido is detailed in Figure 1.

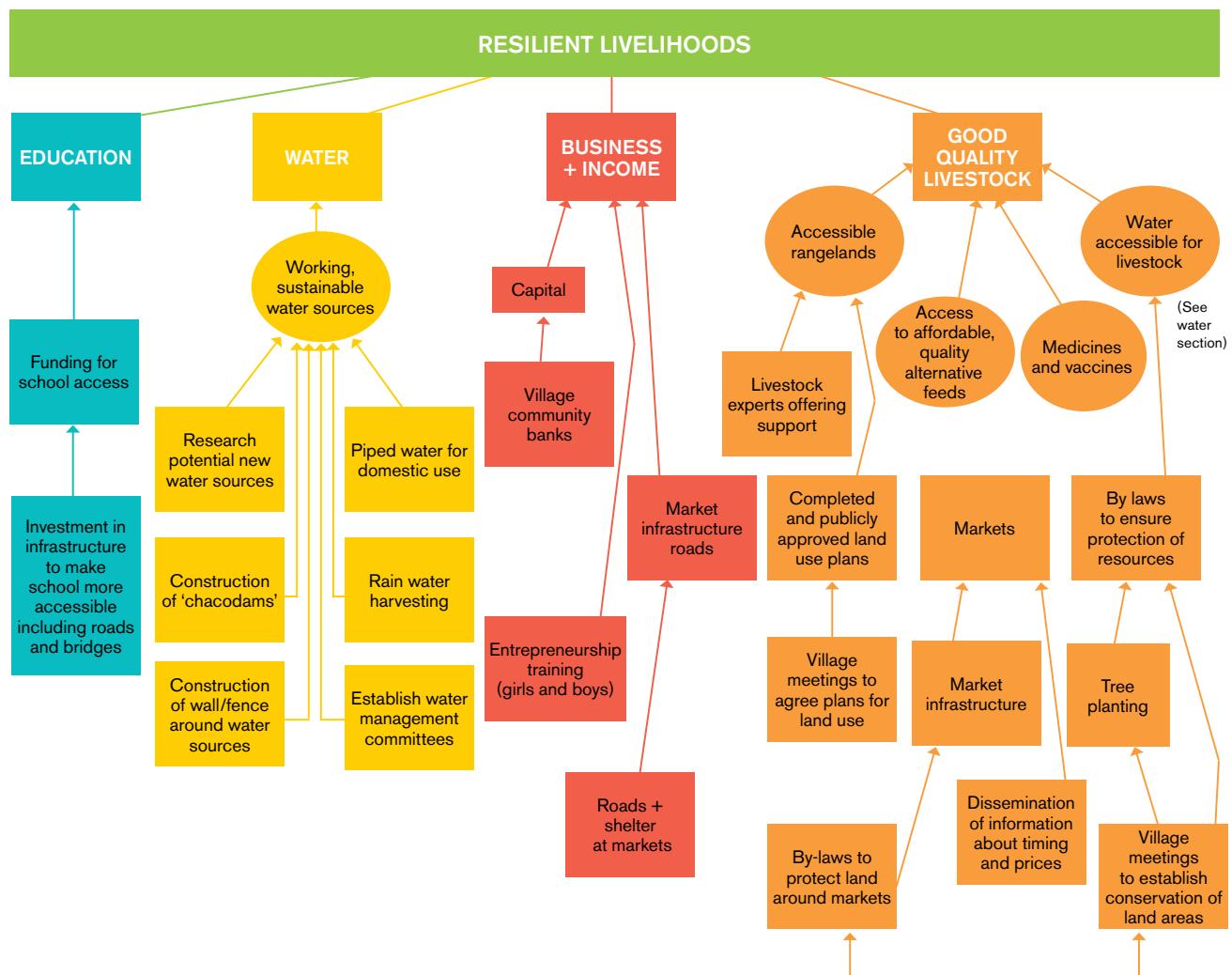
## Stakeholder mapping

During the stakeholder mapping activity, the groups identified the organisations they believed to be currently working in the community and rated their perceived contribution to their group's resilience goals. Older men were the most knowledgeable of all the groups about external actors' activities, followed by young men and older women. Young women were the least well informed about other stakeholders.

Table 5. Excerpt of resilience-building priorities for women in Longido

OLDER WOMEN IN LONGIDO, CLIMATE-RESILIENCE PRIORITIES: ACCESS TO WATER	
ACTIONS AND RECOMMENDATIONS	ROUTE TO RESILIENCE
<b>Water infrastructure</b> <ul style="list-style-type: none"> <li>▪ New dams needed and existing dams improved</li> <li>▪ Separate taps for domestic water</li> <li>▪ Piped water needed in the villages</li> <li>▪ Water storage tanks for dry season</li> <li>▪ More distribution points</li> </ul> <b>Water governance</b> <ul style="list-style-type: none"> <li>▪ An official timetable for water source use backed with village bylaws</li> <li>▪ Better protection of water sources through community fines for misuse, fencing and tree planting</li> </ul>	<p>Women are responsible for collecting water for the whole household — having access to water is essential for women's climate resilience. During the dry season (and during droughts) water is unavailable near their homes and they must travel long distances to obtain water. There are typically long waiting times at the water points because men watering livestock have priority of access. Women spend a lot of time collecting water, reducing time for business, childcare or farming.</p> <p>Gender-responsive infrastructure will build climate resilience. Water points close to villages reduce journey times and storage tanks provide water into the dry season. Women can engage in other resilience-building activities with the time they save.</p> <p>More transparent governance through village bylaws and fines can help to ensure fairer access to water for women.</p>

Figure 1. Theory of change diagram from the routes to resilience activity, young men's group, Longido



## Tanzania mainland summary

Overall, the tool successfully identified the main livelihood strategies pursued in the community and showed how the seasonal activities were strongly gendered and structured by age. The tool showed how the distinctive activities of the men, women and young people resulted in very different seasonal challenges in accessing resources and different exposure profiles for climate hazards. The tool explored how traditional gender norms constrained the ability of older and younger men and women to be climate resilient, and the implications of this for the whole community. Finally, the tool provided a space in which each group could articulate a set of priority areas and recommended interventions tailored specifically to their climate resilience needs.

At the end of the workshop, all the groups shared their climate priorities and the strategies they developed during the routes to resilience activity. The cultural dynamics between men, women and young people meant that an attempt to integrate all the priorities, or finalise a community action plan, would not have been practical in the context while maintaining a safe space for all participants. This work would need to continue through local partners already engaged in ongoing conversations with communities. Notes taken during the workshops were written up and published in summary reports with recommendations for communities, local NGOs and local government authorities in Monduli and Longido.

# Case study: Zanzibar

The following section presents the case study of piloting the tool in Zanzibar. It presents a brief overview of the policy framework for gender and youth, a description of how the tool format fits the context, and findings from implementing the tool.



# DCF and producer cooperative decision making in Zanzibar

Key national policy frameworks in Zanzibar have gender equality and women's empowerment integrated into their goals, but sectoral and cross-cutting policies generally fail to acknowledge gender differentiated patterns of access, control and dependency on natural resources and do little to address entrenched structural drivers of gender inequality.

Youth in Zanzibar tend to be better educated than in mainland Tanzania, but face higher levels of unemployment because of a lack of relevant skills and barriers to working in agriculture<sup>30</sup>. Youth policies in Zanzibar, such as the Youth Employment Action Plan on business skills and on technical and vocational training have focussed on improving the quality and relevance of education, with a strong emphasis on business skills and on technical and vocational training.<sup>31</sup> As on the mainland, progress in rolling out systematic training has been slow and many challenges remain, leaving opportunities for women and girls in particular unequal.<sup>32</sup>

The DCF mechanism in Zanzibar invested in the business plans of three local cooperatives, engaged in honey, lime and seaweed production. Seed funding of £40,000 was channelled through the People's Bank of Zanzibar to procure assets that would reduce vulnerability of the businesses to temperature changes or drought. The seaweed cooperative procured boats and new seeds to enable farming in deeper, cooler water to overcome rising shallow sea water temperatures. The honey cooperative obtained

advanced beehives to manage temperature variability, while the lime cooperative procured irrigation equipment to overcome drought.

Despite progress made towards overcoming climate risks to the cooperative businesses, IIED and local partners recognised that the priorities of women and youth were not accounted for equally in decision making. For example, deeper seaweed farms, while resilient to rising sea temperatures, are not accessible to older and young women who typically cannot swim, undermining their ability to benefit. The team reasoned that there is a similar lack of gendered tools available to the many other local producer cooperatives active in Zanzibar.

## Results

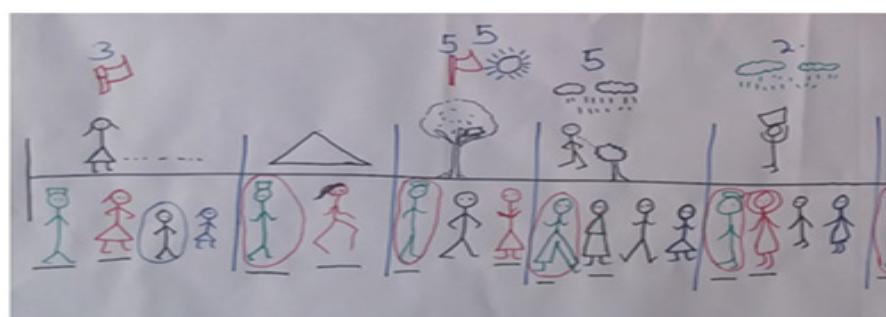
Testing the tool and exercises across the three cooperatives with focus groups of older women, older men, young women and young men provided the space for each group to speak to the gender, climate and development challenges they faced, and discuss priorities and solutions to overcome them. The tool comprised four exercises including a gender analysis (which included the value chain analysis), climate risk assessment, cooperative action plan and governance analysis. Each cooperative took two and a half days to complete the process.

### Gender analysis

The gender analysis involved developing a timeline of value chain activities and identifying who is involved, makes decisions and controls resources across the cooperative's activities (Figure 2).

Figure 2. Drawing of a gender analysis of the value chain in Zanzibar, identifying roles of older men, older women, young men and young women in each stage of the process

- Step 3: Weather hazards affecting activities are drawn and ranked
- Step 1: Timeline of value chain activities is drawn
- Step 2: Gender analysis identifies who is involved, who makes decisions (circle) and who controls resources (underline)



## UNDERSTANDING LOCAL CLIMATE PRIORITIES

Findings demonstrated how older men and young men dominate in involvement, decision making and control of resources throughout the majority of activities along the value chains of the three cooperatives (honey, lime and seaweed) (see Figure 3). They have access to key resources including land, markets, finance and information, which are barriers for older women and young women. They make decisions on where and when to plant, harvest and sell the product to the market. An exception was in the honey cooperative, where older women control the financial resources as they are seen as more trustworthy with money, but the decision to appoint older woman into this position was made by male power holders, highlighting both their control of decision making but also their ability to recognise the value of sharing power with others.

Older men's priorities and challenges, which were both climate and non-climate related, were often externally facing — challenges from outside of the cooperative. For example, in both the lime and seaweed cooperatives they faced challenges in getting better prices at the market for their product or more scientific information on their product. In comparison, older women, young women and young men's priorities across the three cooperatives were often internal day to day challenges faced within their cooperative. They felt they lacked information, skills and knowledge to conduct their business effectively in comparison with other members. In the lime cooperative, young men sought access to land, and in the honey cooperative young women sought access to properly fitting protective gear to guarantee their safety collecting honey. All mentioned the need for their greater involvement in decision making (Table 6).

Figure 3. Relative involvement of older men, older women, young women and young men in decision making and control of resources in the bee-keeping cooperative

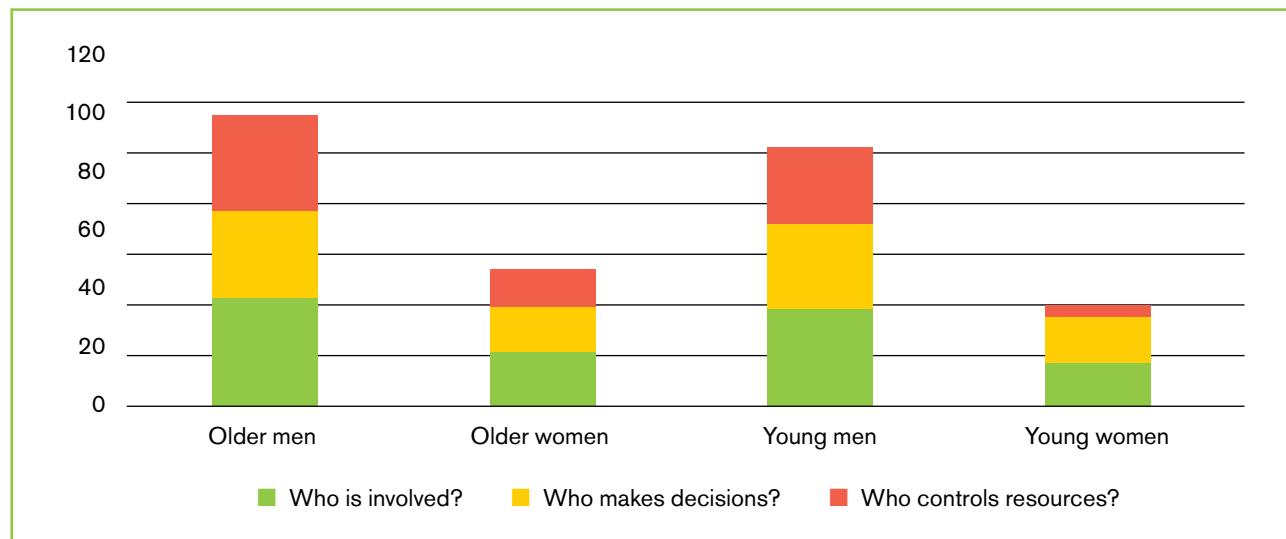


Table 6. Top climate and development priorities for different groups outlined as part of the gender analysis exercise from across the three cooperatives

OLDER MEN	OLDER WOMEN	YOUNG MEN	YOUNG WOMEN
Greater access to market and better price obtained for product	More support from men and boys in conducting business activities	Access to land	Access to equipment and protective gear that fits
Scientific research and further knowledge on cooperative's main product	Information provided in advance on meeting times	Access to skills and training to engage in all business activities	Access to skills and training to engage in all business activities
Protection of areas from product theft	Greater involvement in decision making	Greater involvement in decision making	Involvement in decision making

## Climate risk assessment

This exercise enabled groups to outline climate hazards, coping strategies and adaptation options. The exercise identified that cooperatives continue to face hazards from heavy rainfall, wind and drought, which can be detrimental to their product. Younger women were often involved in the harvesting of the product and found this particularly difficult in times of heavy rainfall suggesting access to protective equipment to help them cope. Older women and young women in the seaweed cooperative recognised the current climate adaptation strategy to farm in deeper waters was a challenge for them and suggested solutions including receiving training and skills on how to swim and drive boats, and to also work together to share tasks in the cooperative should swimming not be possible. All groups noted long-term adaptation options of better storage facilities

to protect their products from climate risks including higher temperatures and heavier rainfall. In a few cases, such as during heavy rains and wind, the current coping strategy was to postpone the activity (harvesting or planting) until the climate hazard stopped, with cooperative members unsure of a long-term solution. The cooperatives recognised in these cases a need for support in assessing adaptation options to ensure business activities continue without delay or presenting a risk to income.

## Cooperative action plan

The cooperative action plan (see Table 7) exercise invited all groups to listen and reflect on the key challenges and solutions identified in the previous exercises and to engage in a dialogue together to agree actions to address the gender, climate and

Table 7. Summary of action plans from across the three cooperatives

COOPERATIVE ACTION PLAN			
PRIORITY (IN BRACKETS NOTES FROM WHICH GROUP)	ACTION TO TAKE	PERSON OR GROUP RESPONSIBLE	TIME PERIOD FOR IMPLEMENTATION FOLLOWING THE WORKSHOP
Information in advance on meeting times (older women)	All members will receive a memo at least one day in advance on timing for next cooperative meeting	Secretary	Starting from the following week
Skills and training to engage in all business activities (young men and young women)	Elders will share technical knowledge and skills with youth	Education Committee	Following every Friday meeting for 1 hour
Equipment and protective equipment that fits them (young women)	Use cooperative security fund to tailor protective equipment to fit all members	Finance Committee	Following month
Access to scientific research and knowledge on their product (older men)	Visit the Ministry of Agriculture, Natural Resources, Livestock and Fisheries to discuss access to information and training	Executive Committee	Following month
More involvement in decision making (older women, young men and young women)	Hold a new election to leadership positions next year with each position requiring representatives from each gender	General Assembly — all members	Following year
Access to irrigation to overcome times of drought (older men, older women)	Visit the government and local NGOs to discuss funding options as well as review cooperative security fund	Executive Committee	Following month

development challenges they faced. The cooperatives were encouraged to agree actions that were possible from within, reducing dependency on external support. Many challenges facing older women, young women and young men related to a lack of access to skills, knowledge and finance, often held by older men. During collective discussions, older men outlined actions to ensure knowledge, information and finance they held were equally shared to all members. For example, young men mentioned a lack of access to land as a key challenge in the lime cooperative. In the collective discussion the older men shared knowledge of how to access land through a government scheme that the young men, and others, could access. In the same cooperative, older women mentioned they did not get enough notice on meeting times and found it difficult to attend given their existing responsibilities. This was unknown to the older men, who viewed their lack of engagement at meetings as a sign of limited interest. As a result, it was agreed the secretary would share meeting times well in advance to support older women's attendance.

### Governance analysis

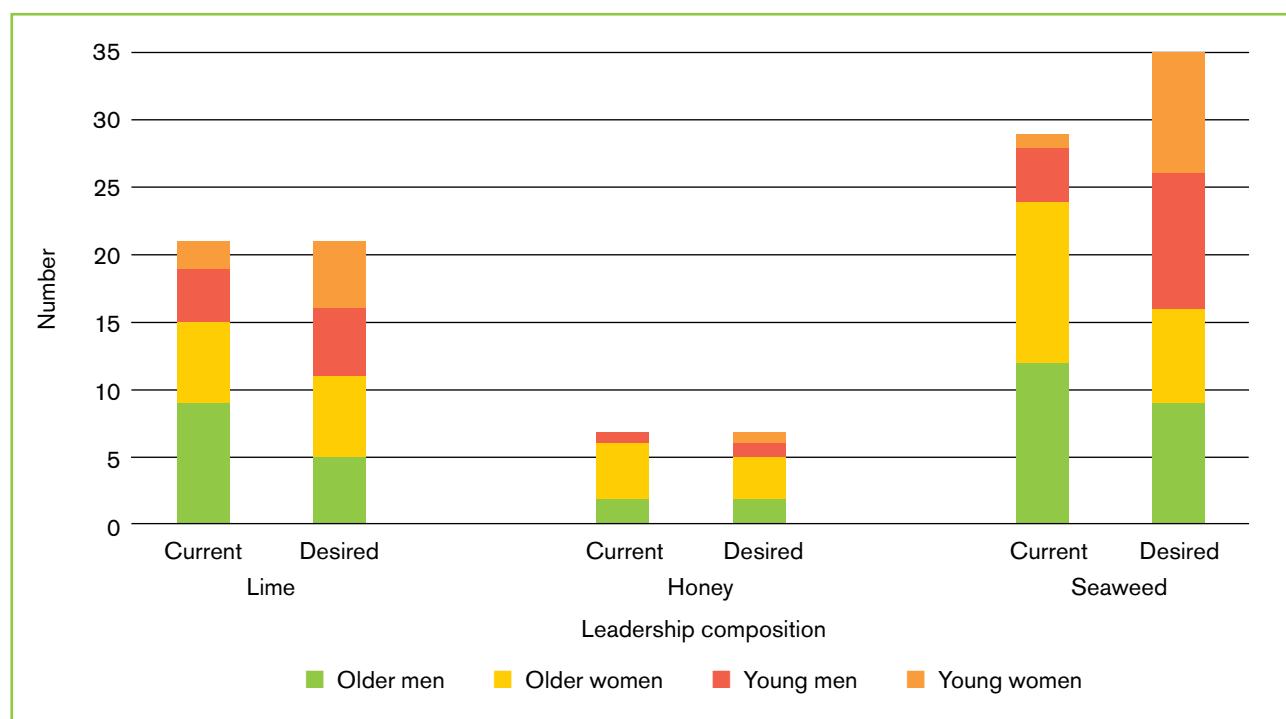
The cooperatives undertook a sex and gender-disaggregated governance analysis to review and agree the appropriate representation of older men, older women, young men and young women in the leadership structure. Figure 4 displays the results from this analysis

across the three cooperatives. This exercise helped to show who was part of decision making and leadership and outline existing gaps. Findings showed that in each cooperative the involvement of young women in leadership positions was very low. All cooperatives sought to move towards a more diverse leadership and decision-making structure that incorporates representation from all groups. Any actions identified to help support the cooperative in reaching their desired leadership composition was also added to the cooperative action plan above. For example, the honey cooperative decided to hold a leadership election in 2020 to update their structure and will include each gender for each position, for example if a female is selected as treasurer the vice should be male.

### Zanzibar summary

Overall, these exercises worked well to identify the different gender and climate challenges facing older men, older women, young men and young women and their priorities and solutions to overcome them, agreed in a collective. Through an open discussion of challenges, each cooperative was able to reflect and jointly identify solutions. To further support the implementation of the actions identified, an organisation or individual — for example NGOs, government or a trusted community leader — could also be selected to support the cooperative to track and monitor progress.

Figure 4. Governance structures across the three cooperatives at present compared with a desired future structure



# Discussion

In this section we discuss the results from the case studies and insights on the application of the tool.

5

The case studies across five locations demonstrate that a relatively short workshop process of three or four days can articulate quite different sets of climate-and livelihood-related challenges and priorities across identity groups, enough to support more responsive planning for local institutions. Most approaches to exploring local needs use quantitative approaches (census data, household surveys) or short consultative meetings that extract information from the community rather than enabling them to frame their own reflections. The cases present evidence that this approach could function as a tool for government or producer cooperative investment planning. We now discuss the results from the case studies and insights on the application of the tool.

## Converging and differing priorities

With notable exceptions, most participants wanted to continue working within the boundaries of their existing livelihoods, with resilience rooted in access to resources and the ability to work within rural economies to generate food and income. Particularly for women, access to and availability of resources that would offer them greater independence to respond to challenges are key. Key priorities revolved around governance and decision making, rather than the nature of their livelihoods themselves. Pastoralism, and in Zanzibar, the cooperative businesses, were still central to resilience. The main exception is younger men, who would like to see more formal education or diversify income streams to reduce the labour burden on them, particularly in the Tanzanian mainland sites. The workshops were not able to explore the origins of these viewpoints in great detail, but it is clear that life for young men in these sites is at times extremely labour intensive and physically demanding.

## Investing in inclusive local governance

In practice, greater inclusion in the design and governance of local resources and institutions, and greater involvement in productive livelihood activities, are believed to address significant daily challenges that drive vulnerability of women and young people. For example, designing water points in pastoralist contexts with separated access for domestic and livestock use, and enforcing specific times when women could have priority of access could reduce many hours lost queuing for water. All community members recognised the value and efficacy of local by-laws to enforce governance

changes for water management and particularly land use planning and management. Within the cooperatives, simple constitutional changes to the functioning of decision-making committees, composition of leadership and the way information is disseminated could make a notable difference to representation and inclusive decision making.

Efforts to reform local governance would contribute to long-term resilience challenges while remaining relatively cheap compared with the large infrastructure solutions that often dominate the resilience narrative. A series of dialogue workshops with community representatives, facilitated by local partners including both community-based organisations and government, can be enough to build recognition of the need for changing behaviours and changed conditions for local governance.<sup>33</sup> Investing in equitable governance of resources and infrastructure alongside the infrastructure itself is more likely to ensure sustainability and offer longer-term value.

## Intergeneration gaps

Differences emerged in some cases between younger and older participants. Young men in the Tanzania mainland case study placed a high emphasis on formal education as well as opportunities to establish their own businesses beyond the limits of pastoralist livestock keeping. Similarly, young women in the pastoralist contexts wanted financial access to begin to support themselves and to be less dependent on their households or husbands. These differences may reflect a desire of younger participants to diversify livelihoods given the many emerging challenges, but also greater interaction with formal education and proximity to markets that promote greater independence.

Separating young people in each context highlighted intergeneration gaps, which indicate that failure to include young people in governance of resources or create access to opportunities will have unpredictable, and potentially negative consequences. In Northern Tanzania there is a history of young men becoming security guards in urban centres and remitting part of their salary home, but there is a risk that they leave home with few opportunities available and to riskier environments. Young women face their own specific challenges. They often have weaker Swahili or English and traditional skills that may not be relevant in Tanzania's fast-changing economy. And yet, young people demonstrated willingness to develop their own businesses in situ in all case study sites — requesting

mainly for their contribution and agency to be valued and appreciated.

## Lessons from using the tool

Findings from the pilot of the tool demonstrate the value of participatory, qualitative research tools and processes that offer the opportunity for discussion and dialogue to local institutions. The pilot revealed findings that can improve the sustainability and resilience of local planning processes. It also showed how important it is to invest in the right conditions for community planning workshops to identify gender-disaggregated, actionable climate priorities — for example, taking a co-production approach, ensuring the presence of female facilitators and seeking guidance from those who live within the community. Participatory processes must take into account these following points in order to be socially inclusive and productive.

### Ensuring equal participation of different groups

Equal participation of different groups, including those typically dominant in households and local institutions — in this case, older men — enabled participants to understand more deeply the perspectives of others. However, context-specific understanding was necessary to approach this in a sensitive and culturally appropriate way. In Zanzibar, partners anonymised perspectives of the different groups and pushed on to make collective decisions. In Tanzania, the sensitivity inherent to disagreements between men and women meant that in depth dialogue may have undermined any value that came merely from articulating and sharing perspectives. The tool sought to highlight the power dynamics that maintain vulnerability, creating conditions for partners to build on this understanding. The implications of the perspectives of women and young people are that traditional norms in which local identities are rooted may need to change to build climate resilience.

The equitable inclusion of men and women meant that creating a safe environment for honesty was necessary. Partners speaking local languages, with facilitators from the community, brought context-relevant understanding, which helped suspend informal ‘rules’ that usually govern public discourse and discussion — such as women or young people withholding their opinions — allowing critical dialogue and robust expression of opinions. Feedback from facilitators following the workshop also identified that the involvement of IIED — as a known organisation with a history in the area, both external and trusted — allowed people to loosen traditional customs by creating a non-traditional space for discussions. In Zanzibar, women requested external facilitators — rather than individuals from the cooperative community — to promote a neutral space, and for greater emphasis on anonymity of opinions.

Informal ‘rules’ that usually govern public discourse — such as women or young people remaining silent, did not apply, allowing for critical dialogue and robust expression of opinions.

### The value of working with local stakeholders

The experience also demonstrates the value of local and community-based organisations as brokers and intermediaries between decision makers or powerful social actors and more marginalised groups in the community. These organisations are well placed to nurture the types of engagement that can explore transformative, rather than reactive, resilience building. Publicly articulating intra-communal power dynamics that enforce vulnerability implies challenging the existing status quo — and acknowledging that long-held beliefs about personal identities and cultural roles are wrong. Communities can be cautious of discussing government activities with local government officials due to negative past experiences or fear of consequences, and women may be unwilling to share long-term perspectives directly to men. Local organisations with local membership and staff can bridge these divides, bringing in external expertise to build capacity while having the trust of the community to create safe spaces where challenging discussions can be held. They also help to ‘translate’ the unspoken tensions or relationships at play as participants bring with them their experience of household, village or clan conflict and politics, all of which have a bearing on discussions.

### Equal participation requires greater investment

Working in this way has a cost implication. Government and civil society actors do not commonly have the facilitation skills required for PLA tools and need to be trained in advance of the workshops. Cultural sensitivities mean groups need facilitators, note takers or translators of their own gender to ensure transparency, accountability. They also need people to write clear reports detailing outcomes that can focus government interventions or spending priorities. Partners had to increase budgets for workshops to make sure facilitators could be available at the right time and date at venues large enough to host multiple groups. However, the inclusive nature of the process and the focus on long-term resilience building also means that the tool does not need to be carried out every year, reducing the burden on institutions to deliver it. More inclusive processes may also point the way to more productive local economies or businesses, so the tools may make decision makers aware of potential for economically productive activities that had been neglected previously. For example, the Tanzanian mainland case study emphasises the economic importance of reducing queuing time at water points

# Implications for climate-resilient development at local level

for women — reduced queuing time leaves more time for them to establish their own farms or other businesses.



Findings from the case studies reveal power dynamics present in daily lives that undermine resilience of vulnerable groups. This research indicates that climate adaptation practitioners must reflect carefully on how their interventions will build sustainable and resilient livelihoods for everyone. In this section, we highlight two main points, which resonate with wider literature on climate-resilient planning.

## Incremental changes towards transformation

Articulating diverging priorities and perspectives of resilience can help build interventions that go beyond limited approaches, such as establishing income-generating activities and climate proofing infrastructure — though these are important. Instead these interventions can raise awareness of the nuanced requirements of marginalised groups so that they can be addressed through tailored local governance and institutional processes that affect resilience. Conversely, climate adaptation interventions that offer blanket solutions at local level rather than recognising intra-communal differences will fail to deliver inclusive or transformative gender responses that address root causes of vulnerability.

The tool intentionally sets a high bar by seeking to identify the steps or routes to transformative solutions to climate change challenges. Central to this is the gender analysis, which articulates the gendered and intergenerational nature of access and control of available resources. In Zanzibar, the process of making visible the one-sided, male-dominated nature of cooperatives appears to have contributed to a recognition within the cooperatives that a change would be beneficial for all. In Tanzania, this process risked being too contentious to act upon. While the tool itself is not transformative, the resulting gender-responsive action plans and routes to resilience target gender-transformative changes by stepping away from a focus only on 'climate' hazards, understanding how these challenges fit into the broader context.

To address the root causes of vulnerability for marginalised groups, climate finance programmes may need to recognise more pressing development challenges inherent in the planning, financing and management of essential resources such as water and land. Greater collaboration with the organisations and institutions already working on those challenges in a particular area will be essential for effective and transformative outcomes. At the same time, discussion of climate risks can be an entry point for deeper and ongoing conversations about the role of women, men and young people in rural societies. Organisations seeking to address these complex interlinkages can use climate planning tools to enable people to articulate

how existing power dynamics undermine their ability to adapt to or manage risks. Tools can be presented as opportunities for women and men to identify routes to building local resilience, rather than offered as threats to existing identities. Ultimately, the systematic integration of more sophisticated tools and processes into the systems of government will be necessary to produce transformative outcomes.

## Transformation requires long-term perspectives

Funders and implementers need to consider longer-term change processes to create inclusive governance and societal conditions that address root causes of vulnerability for marginalised groups. This is particularly so in traditional livelihood systems. The gendered division of labour in pastoralist systems is part of a set of strategies that have evolved over time to remain productive in variable and unpredictable environments.<sup>34</sup> Seeking to change some aspects of these complex interlinking systems in response to climate risks which are only partially understood at the local level can be seen as a direct challenge to a traditional way of life or to long-held and formative cultural identities.

It is useful to recognise that people and their cultures operate on different timescales to the relatively short cycles associated with climate finance. Gender-transformative change will require longer-term commitments from organisations to support the ongoing, intracommunity, on-the-ground influencing that takes place beyond the sight of most international climate finance delivery organisations or local

government authorities. Tools such as the Pamoja Voices tool are either the beginning of a process, or a way of adding a new dimension to existing ones already owned and led by local actors. To deliver effective and gender-transformative climate adaptation, implementers and funders must strive for greater granularity with all various social groups at every step of the process to ensure real inclusion, sustainable ownership, and positive adaptation outcomes for all. These processes hinge on trust and time, which are necessary for local actors to ask challenging questions and challenge the status quo. Long-term investments to support local actors are key to enable transformative changes to take place.

# Looking forward

Climate finance can be a powerful driver for changes in governance, decision making and planning. However, there remain significant challenges to delivering transformative impact. Appropriate skills to implement participatory tools are in short supply. Scaling up participatory governance and indeed research processes can seem initially expensive and time consuming for local actors given that potential gains appear speculative and abstract. A balance needs to be found by governments and donors in which tools can be good enough to reveal the power relationships that reinforce vulnerability, while still being scalable and replicable across countries and contexts. Donors in particular will need to consider how they can supply funds for effective articulation of local priorities and challenges, which must be the basis for climate-resilient development planning. This paper has presented a tool that can support this process of articulation.

Making the priorities of vulnerable groups transparent is only the first step. The next step is to ensure they are acted upon. International discussion is moving towards implementation of Nationally Determined Contributions to the Paris Agreement and the climate finance delivery mechanisms that will channel climate funds to the local level while recognising gendered priorities.<sup>35,36</sup> Further financial and research contributions will be required to see how such mechanisms can include gender-transformative principles that respond to context — for example, considering women-led and youth-led fund ‘windows’ within public sector-focused mechanisms, insisting on representatives of a range of different people in decision making, or accountability mechanisms that review investments for their gender-transformative approaches. Local organisations, CSOs and institutions will need to be a key part of ensuring accountability of action in the places where vulnerability and marginalisation is greatest.

Further research is also needed to explore how intersectionality can be better recognised within tools such as the Pamoja Voices tool. Vulnerable people have multiple identities — including but not limited to their gender or age — that intersect and shape their relationships with others, all of which affect the nature of their vulnerability and the most appropriate resilience-building responses. To deliver outcomes that will truly transform unequal systems, sustainable and effective adaptation solutions must consider and engage with the full complexity of disaggregated social landscapes. The Pamoja Voices tool offers a first step to exploring

them, helping to build and improve the capacity of governance practitioners.

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Climate change adaptation must be mainstreamed into local government planning in rural settings. Marginalised groups are especially vulnerable to climate change because it affects the natural resources that they rely on. Simple, affordable and inclusive tools that can identify their climate resilience priorities and unpack unequal power dynamics are needed by local climate practitioners. We share lessons from a project to co-produce a climate resilience planning tool sensitive to the needs of women and young people. Practical findings from case studies with pastoralist communities in Northern Tanzania and producer cooperatives in Zanzibar provide lessons for delivering positive, socially transformative local climate action.

IIED is a policy and action research organisation. We promote sustainable development to improve livelihoods and protect the environments on which these livelihoods are built. We specialise in linking local priorities to global challenges. IIED is based in London and works in Africa, Asia, Latin America, the Middle East and the Pacific, with some of the world's most vulnerable people. We work with them to strengthen their voice in the decision-making arenas that affect them — from village councils to international conventions.



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