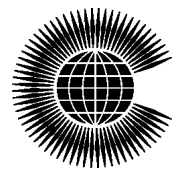


Gender Mainstreaming in Agriculture and Rural Development

A Reference Manual for Governments
and Other Stakeholders

Commonwealth Secretariat



Commonwealth Secretariat

Gender Management System Series

- Gender Management System Handbook
- Using Gender-Sensitive Indicators: A Reference Manual for Governments and Other Stakeholders
- Gender Mainstreaming in Finance: A Reference Manual for Governments and Other Stakeholders
- Gender Mainstreaming in Development Planning: A Reference Manual for Governments and Other Stakeholders
- Gender Mainstreaming in the Public Service: A Reference Manual for Governments and Other Stakeholders
- Gender Mainstreaming in Education: A Reference Manual for Governments and Other Stakeholders
- Gender Mainstreaming in Trade and Industry: A Reference Manual for Governments and Other Stakeholders
- Gender Mainstreaming in Information and Communications: A Reference Manual for Governments and Other Stakeholders
- Gender Mainstreaming in Legal and Constitutional Affairs: A Reference Manual for Governments and Other Stakeholders
- Gender Mainstreaming in Agriculture and Rural Development: A Reference Manual for Governments and Other Stakeholders
- Gender Mainstreaming in Science and Technology: A Reference Manual for Governments and Other Stakeholders
- Gender Mainstreaming in Health and HIV/AIDS: A Reference Manual for Governments and Other Stakeholders

Quick Guides

- A Quick Guide to the Gender Management System
- A Quick Guide to Using Gender-Sensitive Indicators
- A Quick Guide to Gender Mainstreaming in Finance
- A Quick Guide to Gender Mainstreaming in Development Planning
- A Quick Guide to Gender Mainstreaming in the Public Sector
- A Quick Guide to Gender Mainstreaming in Education
- A Quick Guide to Gender Mainstreaming in Trade and Industry
- A Quick Guide to Gender Mainstreaming in Information and Communications

Commonwealth Secretariat
Marlborough House
Pall Mall, London SW1Y 5HX
United Kingdom

© Commonwealth Secretariat,
June 2001

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, electronic or mechanical, including photocopying, recording or otherwise without the permission of the publisher.

The views expressed in this document do not necessarily reflect the opinion or policy of the Commonwealth Secretariat.

Designed and published by the Commonwealth Secretariat. Printed in the United Kingdom by Abacus Direct. Wherever possible, the Commonwealth Secretariat uses paper sourced from sustainable forests or from sources that minimise a destructive impact on the environment.

Copies of this publication can be ordered direct from:

The Publications Manager,
Information and Public Affairs
Division, Commonwealth
Secretariat, Marlborough House,
Pall Mall, London SW1Y 5HX,
United Kingdom
Tel: +44 (0)20 7747 6342
Fax: +44 (0)20 7839 9081
E-mail:
r.jones-parry@commonwealth.int

Price: £8.99
ISBN: 0-85092-606-8

Web sites:
<http://www.thecommonwealth.org/gender>
<http://www.thecommonwealth.org>
<http://www.youngcommonwealth.org>

Contents

	<i>Preface</i>	5
	<i>Executive Summary</i>	6
1	Introduction	9
	Gender and Agriculture	9
	Objectives and Scope of this Reference Manual	10
	Gender Mainstreaming and the Gender Management System	11
2	Global Trends and Mandates	12
	Historical Background	12
	The Convention on the Elimination of All Forms of Discrimination Against Women (1979)	13
	The Fourth UN World Conference on Women	13
	The Food and Agriculture Organisation	14
	The 1995 Commonwealth Plan of Action on Gender and Development	14
	Beijing +5 Outcomes Document (2000)	15
	Other Policy Statements	16
	The Emerging Model	16
3	Gender Issues and Needs in the Agriculture Sector	17
	Equal Access to Resources and Services	17
	Access to land and water resources	17
	Access to credit and other support services	19
	Gender Differences in Roles and Activities	20
	Gender and Agricultural Extension and Research	20
	Gender, Agricultural Diversity and the Commercialisation of Agriculture	22
	Empowerment and Access to Decision-making	23
4	Mainstreaming Gender in the Agriculture Sector	25
	Policy Implications	26
5	The Gender Management System	28
	Enabling Environment of a GMS	28
	GMS Structures and Functions	28
	Financial Implications	29
6	Recommendations for Action	30
	1. Increase rural women's access to land and water resources, credit services and entrepreneurship training	31
	2. Ensure agricultural policies and programmes are sensitive to gender differences in roles and activities	32
	3. Ensure that agricultural research and extension programmes are gender-sensitive	32
	4. Increase gender awareness in the commercialisation of agriculture	32
	5. Increase women's empowerment and access to decision-making	33

<i>References</i>	34
Appendix 1: Tools for gender impact assessment, policy analysis and implementation	36
1. <i>Tool for gender analysis in the agricultural sector</i>	36
2. <i>Tool for gender impact assessment of government policy</i>	37
3. <i>Tool for gender analysis of the institutional environment</i>	39
Appendix 2: Glossary of terms	44
<i>List of Tables</i>	
Table 1 Distribution of the Active Female Population by Economic Sectorin Selected Commonwealth Countries.....	18
<i>List of Boxes</i>	
Box 1 The African Farmer and her Husband.....	10
Box 2 Self-Help Groups in Kenya.....	21
Box 3 Women and Natural Resource Management.....	22
Box 4 Food from the City.....	24
Box 5 From Women in Development to Gender and Development.....	25
Box 6 Promoting Attention to Gender in Project Implementation.....	27

Preface

In 1996, Commonwealth Ministers Responsible for Women's Affairs mandated the Commonwealth Secretariat to develop the concept and methodology of the Gender Management System (GMS), a comprehensive network of structures, mechanisms and processes for bringing a gender perspective to bear in the mainstream of all government plans, policies, programmes and projects. The success of the GMS depends upon a broad-based partnership in society in which government consults and acts co-operatively with the other key stakeholders, who include civil society and the private sector. The establishment and strengthening of gender management systems and of national women's machineries was identified in the 1995 Commonwealth Plan of Action on Gender and Development.

This reference manual has been produced to assist member governments in meeting their commitment to implementing the Plan of Action. It is hoped that it will be used by public service commissioners, policy-makers, planners and others, in conjunction with other publications relating to the particular national context.

The manual is intended to assist readers in implementing a gender-aware agriculture and rural development policy in the context of gender mainstreaming. It is part of the Gender Management System Series, which provides tools and sector-specific guidelines for gender mainstreaming. This manual is intended to be used in combination with the other documents in the series, particularly the *Gender Management System Handbook*, which presents the conceptual and methodological framework of the GMS.

The development of the GMS Series has been a collaborative effort between the Commonwealth Secretariat's Gender and Youth Affairs Division and many individuals and groups. Their contributions to the thinking behind the GMS are gratefully acknowledged. In particular, I would like to thank the following: all those member governments who supported the development of the GMS and encouraged us to move the project forward; participants at the first GMS meeting in Britain in February 1997 and at the GMS Workshop in Malta in April 1998, who provided invaluable conceptual input and feedback; and the Steering Committee on the Plan of Action (SCOPA). I am also most grateful to the various staff and consultants who wrote and edited the text of this guide: Nizamuddin Al-Hussainy, Bangladesh; Brian Kerr, former staff member of the Commonwealth Secretariat's Agricultural Development Unit, Export and Industrial Development Division; Daniel Woolford, Consultant Editor of the GMS Series; and the staff of the Gender Affairs Department, Gender and Youth Affairs Division, Commonwealth Secretariat, particularly Ms Eleni Stamiris, former Director of the Division, who took the lead in formulating the GMS concept and mobilising the various stakeholders in its development, and Dr Rawwida Baksh-Soodeen, GMS Series Co-ordinator, who conceptualised and guided the series of reference manuals through to publication.

We hope that this resource series will be of genuine use to you in your efforts to mainstream gender.

Nancy Spence
Director
Gender and Youth Affairs Division
Commonwealth Secretariat

Executive Summary

The key role played by women in agriculture was in the past largely unacknowledged in government statistics and decision-making. This situation has changed over the last two or three decades, and much has been achieved in giving recognition to the importance of women in the agricultural sector. The empowerment of women engaged in farming is gathering pace in many parts of the developing world. However, these recent advances may be under threat from such factors as structural adjustment programmes (SAPs), the drive to commercialise agriculture and the retreat of government from rural development in many countries. These factors have eroded gains and threaten to create a situation where women's role reverts to being unrecognised and where gender-blind policies and programmes fail to address the needs of women farmers.

Gender mainstreaming is the current international approach to advancing gender equality and equity in society. At the level of national government, it involves incorporating a gender perspective into all policies, plans, programmes and projects to ensure that these impact on women and men in an equitable way. This reference manual seeks to assist governments and other partner organisations in mainstreaming gender in the agriculture and rural development sector. In so doing, it applies a gender perspective to the sector. This means examining conditions in the sector as they relate to both women and men, and specifically to women in relation to men. It means examining how policies and external forces impact on the lives of women and men differently. And it means acknowledging that policies, plans, programmes and projects need to take into account the differing needs and conditions of women and men in the sector if they are to be truly effective.

The advantage of a gender mainstreaming approach is that it allows for the advancement of gender equality and equity regardless of whether it is women or men who are disadvantaged and whose position needs to be addressed. In some regions and sectors, for example, women may be in a more advantageous position than men and gender analysis can reveal this. However, given the fact that historically it is women who have tended to be disadvantaged, and that a number of inequalities remain, projects and programmes may need to target women specifically in order to bring about gender equality. This manual identifies areas where progress is lagging and highlights the need for interventions in three specific areas: land tenure, access to credit and technology, and the increased participation of women in policy making and planning.

By the beginning of the 1990s there was an increasing impatience with the failure of development efforts to make a real impact on those below national poverty lines. This new determination to tackle rural poverty is bound into the debate on how best to realise the potential of rural women. The feminisation of agriculture has been a trend which has unfortunately grown hand in hand with the feminisation of poverty.

Until quite recently, if women were considered in rural development programmes at all, it was – at best – as adjuncts to their husbands, or as daughters or mothers. It was assumed that women's position would improve as the economic prosperity of their husbands did. However, this assumption denied the unequal power relationships which exist between men and women and between people of different castes, races and classes. Furthermore, it took for granted the notions of male-breadwinner and female-housewife, ignoring both the fact that the numbers of female heads of household have

increased and that it is women who provide a large part of the productive labour on small farms.

The 1990s experienced a radical change in the perspective on women's issues, and gender equality has become a global concern. The Beijing Platform for Action, adopted at the UN Fourth World Conference on Women held in 1995, has moved the debate forward and identified priority areas where action should be focused to achieve measurable gains. These include two areas which directly impact on agriculture and natural resources: an increase in women's role in power sharing and decision making; and promoting gender equality in the management of natural resources and in safeguarding the environment.

In response to the recommendations emerging from this and other international fora, the Food and Agriculture Organisation (FAO) of the UN has prepared an action plan. The purpose of the plan is to enhance the benefits that rural women derive from their efforts in agriculture, fisheries and forestry and also strengthen their capacity to become involved in national development in each of these sectors.

The 1995 Commonwealth Plan of Action on Gender and Development sets forth a number of goals, strategic objectives and actions to be taken for the advancement of gender equality, and has specific suggestions for the agricultural sector. In addressing sustainable development, the necessity is highlighted of mainstreaming women's concerns into effective agricultural and rural development policies, plans and programmes in order to ensure household and national food security and an adequate livelihood for rural women.

The effect of these global trends and mandates, as well as that of SAPs and the dwindling of public funds to implement interventions in the agriculture sector, has been to give impetus to the search for a new model of rural development

The approach of governments and donors to these challenges is increasingly to view rural development through the lens of 'sustainable rural livelihoods', which is a term increasingly used to direct all planned interventions in rural development to address the poverty issue. The overlap with gender concerns is obvious: the feminisation of poverty has meant that rural women and the poor, who might be thought of as two different disadvantaged groups, are actually often one and the same. Participation is central to this approach; it involves the full participation of NGOs and community-based organisations and will also require the full and unfettered involvement of women. Indeed, there are encouraging signs that women are in many cases leading this movement. The challenge is to harness these energies to complement government efforts.

Five main gender issues have emerged as being of particular significance in the agriculture and rural development sector:

1. equal access to land and water resources, and to credit and other support services;
2. gender differences in roles and activities;
3. gender and agricultural extension and research;
4. gender, agricultural biodiversity and commercialisation; and
5. women's empowerment and equal access to decision-making.

These are inter-linked and all require social change which needs to have substantial political support if the limits to growth are to be overcome.

Given the extensive participation of women in all aspects of agricultural production, the mainstreaming of gender into the agriculture sector is a key strategy not only for the promotion of equality between men and women, but also for sustainable agricultural and rural development and economic growth in Commonwealth countries.

Gender mainstreaming, as a strategy, has developed out of a major shift in the focus of efforts to promote gender equality and equity in recent years. This shift in focus has been away from the women in development (WID) approach towards the gender and development (GAD) approach. The gender mainstreaming strategy focuses on the fact that women and men have different life courses and that development policies affect them differently. It addresses these differences by taking gender into account in development planning at all levels and in all sectors. Its focus is less on providing equal treatment for men and women (since equal treatment does not necessarily result in equal outcomes) and more on taking whatever steps are necessary to ensure that men and women benefit equally. It recognises that the empowerment of women can only be achieved by taking into account the relationships between women and men.

To assist member governments in mainstreaming gender into their activities, the Commonwealth Secretariat has developed the Gender Management System (GMS). This is an integrated network of structures, mechanisms and processes designed to make governments more gender-aware, increase the numbers of women in decision-making roles within and outside government, facilitate the formulation of gender-sensitive policies, plans and programmes and promote the advancement of gender equality in the broader civil society.

The implementation of changes in agricultural policies and programmes to achieve the goal of gender equality in the agriculture sector should not require high levels of funding, since it is largely a question of bringing a gender awareness to activities that are already taking place. However, some funding will be required for training to increase gender awareness and increase the capacities of staff and extension workers to carry out gender analysis. The establishment of strong and effective institutional arrangements for gender mainstreaming, such as Gender Focal Points in the Ministry of Agriculture, will also require funds.

This contribution to bringing a gender perspective to bear on the agricultural policy agenda is not intended as a rigid template, to be superimposed by governments on all the agencies concerned with renewable natural resources in the expectation that gender mainstreaming will result. It is rather an inventory of the issues which governments are grappling with throughout the developing world in the face of rapid and far reaching changes, together with some suggestions which may be helpful in mapping a way forward.

To assist governments in gender mainstreaming in the agriculture sector, recommendations for action are suggested to address the five main gender issues identified above as being particularly significant.

The appendices present tools for policy analysis and gender impact assessment, as well as a glossary of terms.

1

Introduction

Gender and Agriculture

Women have always played an important role in agriculture, undertaking a wide range of activities relating to food production, processing and marketing. Beyond the farm, women play a key role in land and water management in all developing countries. Women are most often the collectors of water, firewood and fodder. They have access to a store of local knowledge on the medicinal use of plants; they have been in the forefront of soil conservation programmes; and it is women who perform most of the household labour devoted to animals. As migration to the cities of the developing world gathers speed, women carry with them these rural skills and are responsible for the growth of urban and peri-urban agriculture, which is now recognised as being vital to food security in cities.

The key role played by women in agriculture was in the past largely unacknowledged in government statistics and decision-making. This situation has started to change over the last two or three decades and much has been achieved in giving recognition to the importance of women in the agricultural sector in many parts of the developing world. However, these recent advances may be endangered by such factors as Structural Adjustment Programmes (SAPs), the drive to commercialise agriculture and the retreat of government from rural development in many countries. These factors have eroded gains and threaten a return to the situation where women's role is not fully recognised, and where gender-blind policies and programmes fail to address the needs of women farmers.

There also remain a number of areas where progress in advancing gender equality has not been significant and which represent challenges for the future. These include women's lack of access to land, resource entitlements and inputs such as credit and technology and the limited role played by women in planning and the formulation of policy in the sector. Women have also had less contact with extension services than men and generally use lower levels of technology because of problems of access, cultural restrictions on use or lesser interest in doing research on women's crops and livestock (World Bank, 2000).

Agriculture contributes a major share to the Gross Domestic Product in the national economies of most developing countries. This underlines the linkages between agricultural performance and the output and incomes of other sectors, as well as those between governments' macroeconomic objectives (such as employment generation, poverty alleviation, food security and human resources development) and their goals and policies for agricultural development.

The role of women in community development and the creation of self-help groups is particularly important, especially given current trends in agricultural extension activities. Agricultural extension is tending to rely more and more on working with

farmer groups, and farmer-to-farmer extension, farmer field schools and farmers' organisations are replacing the more traditional methods of agricultural extension centred on individual farm visits. A key focus of this approach is to enable rural people to secure sustainable livelihoods, with an emphasis on income-generating activities.

Women have traditionally earned valuable income through the processing of foods at the household level for sale, but there are severe constraints on the expansion of this due to a lack of information about markets, the absence of cold storage facilities and packaging technology and an inability to obtain credit. These limitations are now understood and one challenge is to foster this business acumen and to encourage small-scale agro-processing.

Box 1

The African Farmer and her Husband

The phrase 'the African farmer and her husband' expresses the importance of women farmers in Africa, where:

- ◆ some 80% of all those engaged in food production are women;
- ◆ on average women work more hours than men in producing food;
- ◆ men tend to hire out their labour and women produce the bulk of the food for local or family consumption.

In other regions too, cultural traditions and economic necessity have always meant a significant role for women in agriculture. The importance of women as caretakers of the food supply is now beginning to gain global recognition.

Gender Mainstreaming and the Gender Management System

Gender mainstreaming is the current international approach to advancing gender equality and equity in society. Given the extensive participation of women in all aspects of agricultural production, the mainstreaming of gender into the agriculture sector is a key strategy not only for the promotion of equality between men and women, but also for sustainable agricultural and rural development and economic growth in developing countries.

To assist governments in mainstreaming gender into their activities, the Commonwealth Secretariat has developed the Gender Management System (GMS), an integrated network of structures, mechanisms and processes designed to make government more gender-aware, increase the numbers of women in decision-making roles within and outside government, facilitate the formulation of gender-sensitive policies, plans and programmes and promote the advancement of gender equality in society. The GMS is dealt with in greater detail in Section 5.

Objectives and Scope of this Reference Manual

This reference manual seeks to assist governments and other partner organisations in advancing gender equality and equity in the agriculture and rural development sector. In so doing, it applies a gender perspective to the sector. This does not mean viewing women in isolation, as a separate category only marginally connected to the mainstream of agricultural activity. It means examining conditions in the sector as they relate to both women and men. It means examining how policies and external forces impact on the lives of men and women differently. And it means acknowledging that policies, plans, programmes and projects need to take into account the differing needs and conditions of women and men in the sector if they are to be truly effective.

The advantage of a gender perspective is that it allows for the advancement of gender equality and equity regardless of whether it is women or men whose position needs to be advanced. In some regions and sectors, for example, women are in a more advantageous position than men, and gender analysis can reveal this. However, given the fact that historically it is women who have tended to be disadvantaged, and that a number of inequalities remain, projects and programmes may need to target women specifically in order to bring about gender equality.

There is considerable overlap between the activities traditionally undertaken by a Ministry of Agriculture and the wider role played by women in rural development, which may include activities in fisheries and forestry. This is one of the problems which government agencies need to grapple with as the focus moves from issues of production to achieving sustainable rural livelihoods, which may include a spectrum of activities including the ability to earn off-farm income. Throughout this manual, therefore, agriculture is bracketed with other natural resource based activities, and together these may be referred to as the Renewable Natural Resources (RNR) sector.

2

Global Trends and Mandates

Historical Background

Policy interest in rural women emerged as an issue in the 1980s, at a time when there was increasing disenchantment with the effects of development policies on rural areas. Despite the advances of the Green Revolution, levels of food production were not keeping pace with population growth, and there was consequently a decline in nutritional standards. By the beginning of the 1990s there was a growing impatience with the failure of development efforts to make a real impact on those below national poverty lines.

This new determination to tackle rural poverty is bound into the debate on how best to realise the potential of rural women. The feminisation of agriculture is a trend which has unfortunately grown hand in hand with the feminisation of poverty. War, sickness and death from HIV/AIDS and migration in search of paid employment have all reduced rural male populations. In South-East Asia, women currently provide up to 90 percent of labour for rice cultivation, while in Sub-Saharan Africa, women produce up to 80 percent of basic foodstuffs for household consumption and sale (FAO, 1999). At the same time, figures show that more than 550 million women or 60 percent of the world's rural population live below the poverty line in rural areas (IFPRI, 1995). This represents a 50 per cent increase for women since 1975, compared to a 30 per cent increase for men over the same period.

Problems of increasing numbers of people living in poverty and of rural unemployment and underemployment therefore began to occupy a very central place in development policy. At the same time, a growing body of research evidence indicated that, by ignoring the contribution of women and their special needs, many development projects and programmes were undermining their own potential. Indeed there was mounting concern that changes in production often resulted in increased workloads for women.

One of the disappointments of the 1980s was the realisation that many of the agrarian reforms of previous decades had not improved the position of women in regard to access to land as titles had been transferred to men, who were assumed to be household heads. There also existed a severe imbalance in agricultural extension services. Even in rural areas where women constituted a larger share of agricultural producers, almost all extension agents were male. In the late 1980s only 13 per cent of agricultural field agents in the developing world were women and in Africa the figure was a mere 7 per cent (UNDP, 1995).

A related problem is that many of the assumptions underlying the design of development schemes and projects can be criticised as being typical of the modernisation approach. If women were considered in rural development programmes at all, it was – at best – as adjuncts to their husbands, or as daughters or mothers. It

was assumed that women's position would improve as the economic prosperity of their husbands did. However, this assumption denied the unequal power relationships which exist between men and women and between people of different races, castes and classes. Further, it took for granted the notions of male-breadwinner and female-housewife, ignoring both the fact that the numbers of female heads of household have increased and that it is women who provide a large part of the productive labour in small farms.

The Convention on the Elimination of All Forms of Discrimination Against Women (1979)

Most members of the Commonwealth are States Parties to the Convention on the Elimination of All Forms of Discrimination Against Women (the Women's Convention). This Convention has as its explicit objective the principle of equality between women and men, and Article 14 focuses on the rights of rural women. Governments that have ratified the Convention agree to take into account the particular problems faced by rural women and the significant roles which they play in the economic survival of their families, and to eliminate discrimination against women in rural areas to ensure, on a basis of equality of men and women, that they participate in and benefit from rural development. In particular, they agree to ensure rural women the right:

- ◆ To participate in the elaboration and implementation of development planning at all levels;
- ◆ To have access to adequate health care facilities, including information, counselling and services in family planning;
- ◆ To benefit directly from social security programmes;
- ◆ To obtain all kinds of training and education, formal and non-formal, including that relating to functional literacy as well as, *inter alia*, the benefits of all continuing and extension services, in order to increase their technical proficiency;
- ◆ To organise self-help groups and co-operatives in order to obtain equal access to economic opportunities through employment or self-employment;
- ◆ To participate in all community activities;
- ◆ To have access to agricultural credit and loans, marketing facilities, appropriate technology and equal treatment in land resettlement schemes;
- ◆ To enjoy adequate living conditions, particularly in relation to housing, sanitation, electricity and water supply, transportation and communications.

Other Articles of the Convention that are particularly relevant to the situation of rural women include Article 13b which relates to women's rights to bank loans, mortgages and other forms of financial credit; and Article 16h which ensures women the same rights as men in respect of the ownership, acquisition, management, administration, enjoyment and disposition of property. In their four-yearly reports to the treaty monitoring body, the Committee on the Elimination of Discrimination Against Women (CEDAW), governments are expected to report on the measures that they have taken to give effect to the provisions of the Convention.

The Fourth UN World Conference on Women

The 1990s experienced a radical change in the perspective on women's issues, and gender equality has become a global concern. The Beijing Platform for Action, adopted as an output of the UN Fourth World Conference on Women held in 1995,

has moved the debate forward and identified priority areas where action should be focused to achieve measurable gains. These include two areas which directly impact on agriculture and natural resources: an increase in women's role in power sharing and decision making; and promoting gender equality in the management of natural resources and in safeguarding the environment.

In addition there were more specific suggestions directed at the RNR sector, which include the following:

- ◆ Develop agricultural and fishing sectors, as and where necessary, in order to ensure household and national food security and food self-sufficiency by allocating the necessary financial, technical and human resources.
- ◆ Formulate and implement specific economic, social, agricultural and related policies in support of female-headed households.
- ◆ Mobilise all parties involved in the development process, including academic institutions and NGOs, grass-roots and women's groups to improve the effectiveness of programmes directed towards the poorest and disadvantaged groups of women. These include rural and indigenous women, female heads of household, young women and older women, refugees and migrant women and women with disabilities.
- ◆ Undertake legislative and administrative reforms to give women full and equal access to economic resources including the right to inheritance and ownership of land and other property, credit, natural resources and appropriate technologies.

The Food and Agriculture Organisation

The Food and Agriculture Organisation (FAO) of the UN has prepared an action plan in response to the recommendations emerging from a number of international fora (FAO, 1996). These include the United Nations Conference on Environment and Development (UNCED, 1992), the World Conference on Human Rights (1993), the International Conference on Nutrition (1992), the International Conference on Population and Development (1994), and the World Food Summit (1996). This is the FAO framework for assisting governments in the implementation of the Platform for Action adopted in Beijing. The purpose of the FAO Plan is to enhance the benefits that rural women derive from their efforts in agriculture, fisheries and forestry and also strengthen their capacity to become involved in national development in each of these sectors. The FAO will concentrate on four inter-related areas:

- ◆ increasing the availability and accuracy of data and information on the gender dimension of agriculture and rural development;
- ◆ developing and encouraging the use of methodologies, tools and training materials which will integrate a gender perspective into agricultural and rural development approaches;
- ◆ strengthening the skills and capacities of rural women to help them reduce the burden of their labour and increase their potential for engaging in business; and
- ◆ supporting the involvement of women in the formulation of agricultural and rural development policy.

The 1995 Commonwealth Plan of Action on Gender and Development

The 1995 Commonwealth Plan of Action on Gender and Development sets forth a number of goals, strategic objectives and actions to be taken for the advancement of gender equality, and has specific suggestions for the agricultural sector (Commonwealth Secretariat, 1995). In addressing sustainable development, the necessity is highlighted of mainstreaming women's concerns into effective agricultural and rural development

policies, plans and programmes, in order to ensure household and national food security and an adequate livelihood for rural women.

Regarding actions to be taken, the Plan of Action further indicates, directly or indirectly, the following:

- ◆ Measures should be taken to ensure that women acquire full entitlement to land rights on an equal basis with men.
- ◆ Resources need to be specially allocated to ensure growth and broaden opportunities for income generation for women involved in subsistence agriculture.
- ◆ Special efforts should be made to provide women cultivators with equal access to credit, inputs, technology and extension services and ensure equal pay for women agricultural wage workers.
- ◆ Measures should be taken to protect farm workers including women from hazardous chemicals used in agriculture.

Beijing +5 Outcomes Document (2000)

Five years after the UN Fourth World Conference in Beijing, the UN held a Special Session of the General Assembly entitled 'Women 2000: Gender Equality, Development and Peace for the Twenty-first Century' (popularly known as Beijing +5). The meeting produced an Outcomes Document: 'Further Actions and Initiatives to Implement the Beijing Declaration and the Platform for Action' in which governments agreed to undertake a number of actions in that relate to rural women and women in agriculture. These include to:

- ◆ Ensure that national legislative and administrative reform processes, including those linked to land reform, decentralisation and reorientation of the economy, promote women's rights, particularly those of rural women and women living in poverty, and take measures to promote and implement those rights through women's equal access to and control over economic resources, including land, property rights, right to inheritance, credit and traditional saving schemes, such as women's banks and cooperatives (67h).
- ◆ Adapt environmental and agricultural policies and mechanisms, when necessary, to incorporate a gender perspective, and in cooperation with civil society, support farmers, particularly women farmers and those living in rural areas, with education and training programmes (71b).
- ◆ Strive to reduce the disproportionate presence of women living in poverty, in particular rural women, by implementing national poverty eradication programmes with a focus on a gender perspective and the empowerment of women, including short- and long-term goals (73d).
- ◆ Undertake socio-economic policies that promote sustainable development and support and ensure poverty eradication programmes, especially for women, by, inter alia, providing skills training, equal access to and control over resources, finance, credit, including microcredit, information and technology, and equal access to markets to benefit women of all ages, in particular those living in poverty and marginalised women, including rural women, indigenous women and female-headed households (74a).
- ◆ Support the work of NGOs and community-based organisations in helping disadvantaged women, in particular rural women, in gaining access to financial institutions in establishing businesses and other sustainable means of livelihood (83b).
- ◆ Adopt measures to ensure that the work of rural women, who continue to play a vital role in providing food security and nutrition and are engaged in agricultural production and enterprises related to farming, fishing and resource management and home-based work, especially in the informal sector, is recognised and valued in order to enhance their economic security, their access to and control over resources and credit schemes, services and benefits, and their empowerment (94e).

Other Policy Statements

Other major policy statements which have set the tone of the discussion recently are the report of the International Food Policy Research Institute (IFPRI, 1997), and the reports of the World Bank (World Bank, 1990 and 1996). Within the Commonwealth a handbook on gender and food security policy was produced for use in African countries (Commonwealth Secretariat, 1996).

The Emerging Model

The impact of these global trends and mandates, as well as that of SAPs and the dwindling of public funds to implement interventions in the agriculture sector, has been to give impetus to the search for a new model of rural development

The approach of governments and donors to these challenges is increasingly to examine rural development through the lens of 'sustainable rural livelihoods', which is a term used to direct all planned interventions in rural development to address the poverty issue. The overlap with gender concerns is obvious: the feminisation of poverty has meant that disadvantaged groups that might be thought of as different, i.e., rural women and the poor, are often one and the same. Participation is central to this approach; it involves the full participation of non-governmental organisations (NGOs) and community-based organisations (CBOs), and will also require the full and unfettered involvement of women. Indeed, there are encouraging signs that women are in many cases leading this movement. The challenge is to harness these energies to complement government efforts.

This approach contains elements of older thinking and some new ideas. The holistic conception of rural development is not unlike the Integrated Rural Development Programmes of the 1970s. New ideas, however, include the emphasis on participation and the realisation that government will never again be responsible for all the many functions required and that partnerships are essential. The new approach is also influenced by the ongoing processes of liberalisation and the need to promote small business and encourage off-farm incomes.

Underpinning all of this is the stark realisation that social objectives cannot be abandoned and that there will be a need off-farm for both safety nets and programmes which favour disadvantaged groups such as the ultra poor, women or those in isolated areas. There is therefore an emerging policy tension: should dwindling resources be targeted at assisting emerging farmers with potential in a commercial sense or used to prevent marginal farmers becoming more indebted? Gender concerns are embedded in this dichotomy.

3

Gender Issues and Needs in the Agriculture Sector

Women are known to produce two-thirds of the world's food. In general, women provide 50–60 per cent of the labour input, increasing to 80 per cent in paddy and rice production. Due to a rise in the number of female-headed households as substantial numbers of males migrate to cities, more women are becoming functional heads of both households and farming activities. This is the scenario in most developing countries (see Table 1). Further, although production of major food crops has improved in recent years, rapidly growing populations and expanding industries in many developing countries have caused a continuous increase in the demand for food and commercial crops. Thus the empowerment of women through the provision of training in managerial skills, appropriate technology and resources must receive priority in agricultural development programmes if such programmes are to contribute significantly to economic development and the reduction of poverty.

Five main gender issues have emerged as being of particular significance in the agriculture and rural development sector:

1. equal access to land and water resources, and to credit and other support services;
2. gender differences in roles and activities;
3. gender and agricultural extension and research;
4. gender, agricultural biodiversity and commercialisation; and
5. women's empowerment and equal access to decision-making.

These are inter-linked and all require social change which needs to have substantial political support, if the limits to growth are to be overcome.

Equal Access to Resources and Services

Access to land and water resources

Recent structural changes (such as the removal of subsidies on fertilisers and the rising price of veterinary drugs) are undermining the ability of many women to use and conserve increasingly scarce resources in a sustainable way. There are mounting pressures to export to highly specialised markets and meet tough quality control standards. In addition, agricultural services are being commercialised and land tenure arrangements are under threat, reducing the amount of good land available to small farmers as the better land is allocated to cash crops. These small farmers, most frequently women, are increasingly pushed on to marginal plots that are dispersed, remote and usually less fertile. This land may be ill suited to continuous cultivation and vulnerable to land and water degradation, particularly through soil erosion and deforestation (Muntemba and Chimedza, 1995). Insecure land tenure reduces the incentive to invest in land improvements and good land husbandry, such as tree-planting or terracing. It also offers little incentive for investing in permanent crops, and means a lack of collateral for credit for improved inputs and fertiliser.

Table 1 Distribution of the Active Female Population by Economic Sector in Selected Commonwealth Countries

Country	Percentage distribution of the active ¹ total female population ² by economic sector			Percentage share of women in the labour force of each economic sector		
	Agriculture	Industry	Services	Agriculture	Industry	Services
Bangladesh	90.9	3.6	5.4	16.5	16.9	8.3
Barbados	19.6	15.6	64.6	38.9	20.6	52.3
Gambia	91.2	3.8	5.0	48.6	20.0	20.8
Ghana	51.6	15.1	30.2	39.1	36.9	50.6
Guyana	16.1	13.9	68.9	14.0	10.4	42.5
India	80.6	10.8	8.5	36.9	26.1	16.2
Jamaica	8.3	18.2	63.5	11.2	26.6	63.6
Kenya	90.8	2.1	6.1	36.2	9.9	22.1
Lesotho	92.8	1.3	5.9	46.3	15.8	36.6
Malawi	94.2	1.1	4.6	39.9	10.6	25.0
Malaysia	68.1	9.4	22.5	38.5	21.6	23.0
Mauritius	36.8	10.3	51.9	21.8	6.8	25.0
Namibia	56.1	2.0	40.9	24.0	1.8	40.3
Nigeria	58.9	10.6	30.5	38.5	31.1	51.4
Pakistan	69.3	16.0	15.6	10.9	6.4	6.5
South Africa	30.9	10.6	58.5	32.9	11.8	48.6
Sri Lanka	65.6	12.9	21.5	28.2	21.4	16.8
Swaziland	86.0	2.5	10.5	49.1	16.6	40.0
Tanzania	92.3	1.6	6.1	39.3	11.5	24.6
Trinidad and Tobago	16.6	18.6	64.6	26.6	16.4	41.4
Uganda	91.1	1.4	6.5	35.8	10.2	26.6
Zambia	69.6	5.2	25.2	31.4	19.9	45.3
Zimbabwe	68.6	6.3	25.0	32.1	13.9	32.6
WORLD	54.3	16.9	22.8	36.4	26.3	36.4

¹The agriculture sector comprises agriculture, forestry, hunting and fishing. The industrial sector covers mining and quarrying, manufacturing, construction, electricity, gas and water. The services sector includes commerce, transport, storage and communications and public and private services.

²Usually excluding persons whose situation is not clear or who are seeking work for the first time; in a very few cases, unemployed women workers are also excluded.

Source: ILO, Labour Force Estimates and Projections, 1990-2000, 2nd ed., Geneva

Agrarian reform programmes of resettlement and land distribution which were popular in the past have not tackled this problem and have typically failed to recognise the land ownership rights of married women, women heads of household and women producers with partial or temporary land rights. In many cases, they have simply awarded new tenancies to men despite the women's responsibility for growing all the family subsistence food supply. Women may be prevented from owning or inheriting property by discriminatory property and inheritance laws and policies, or there may be customary laws which conflict with secular state laws. This latter factor may explain why research in Africa in particular has revealed that, though the law may be gender-neutral and appear to present no obstacle to women's ownership of land, the majority of rural women still lack control over or ownership of land, which remains in the hands of male kin. This is true even in areas where there is a high divorce or abandonment rate, or in some cases high death rates due to AIDS-related illness.

The reality is that even when there may not be any legal or *de jure* bar to land ownership, there is a *de facto* situation whereby a lack of clarity over ownership and rights of access prevents women from realising the potential of farmland. There is mounting evidence that women are disadvantaged by having their requests for land mediated through men. The need for women to secure full and independent land rights has been argued on the grounds of welfare, efficiency and gender equality (Agarwal, 1994). In the long term, political will is needed to answer the demand for land reform, and to ensure that it is carried out in such a way that women are treated equitably.

Women also need to be actively involved in policies, programmes and projects in the water and sanitation sector. Rural women and men often have different roles and responsibilities in this area, with men usually more concerned with water for irrigation or for cattle and playing a greater role than women in public decision making about water and sanitation issue. Women, on the other hand, are usually the ones who collect, use and manage water in the household. Since sources of clean water are often located some distance from the household, collecting it may take up a large amount of time. Women are also traditionally responsible for disposing of household waste and maintaining sanitation facilities (World Bank, 2000). Despite the recognition of the central role of women in the water and sanitation sector, the design of programmes until very recently had not sufficiently reflected this.

Access to credit and other support services

When women do own or have access to land they often have a limited access to agricultural support services, such as credit with which they can purchase inputs, and to advice and training in agricultural technology. This limited access may arise from a range of factors, including legal restrictions (such as the need for a male signatory); lack of collateral (e.g. land title); lack of information about credit availability; and lack of small-scale services such as micro-credit schemes.

In response to the last of these factors, many developing countries are implementing micro-credit schemes in order to stimulate the economy at the local level. Such schemes are potentially of great usefulness in helping rural women create their own paths out of poverty. They are not, however, the only answer to poverty reduction. In the design and implementation of such programmes, a number of gender-related issues arise:

- ◆ Women must have access to loans for all types of profitable agricultural activities, not just those prescribed by gender stereotyping. This will require a realistic assessment of the loan required and the likelihood of default.
- ◆ Credit facilities should be accompanied by agricultural technical skills and human development training both for women and community leaders, to enable them to utilise and receive full benefit from loans. Collective enterprises undertaken by women's groups for farming enterprises on leased land or joint ownership can succeed when the groups are provided with management training and support.
- ◆ The staffing of micro-credit programmes needs careful consideration. Field experience, local knowledge and a knowledge of participatory approaches are vital and training is essential.
- ◆ Equal access to credit means more than just micro-credit. The full range of economic policies, including banking regulations and access to commercial credit and other financial services, needs to be reviewed to ensure that there are no explicit or implicit barriers to full gender equality and equity.

Gender Differences in Roles and Activities

Another issue is the problem-ridden conceptualisation of women's and men's work in rural environments and, in particular, the failure (by census-takers and researchers who are not gender-aware, for example) to recognise the importance of their differing roles.

Analysis of the gender division of labour has revealed that women typically take on three types of roles in terms of the paid and unpaid labour they undertake (Razavi and Miller, 1997). These three roles can be described as follows:

- ◆ the productive role: this refers to market production and home/subsistence production undertaken by women which generates an income (whether financial or 'in kind');
- ◆ the reproductive role: this refers to the child-bearing and child-rearing responsibilities borne by women (which are essential to the reproduction of the workforce; and
- ◆ the community management role: this refers to activities undertaken by women to ensure the provision of resources at the community level, as an extension of their reproductive role (Razavi and Miller, 1997).

An understanding of these three roles can inform gender-aware planning that takes into account the differential impact of programmes and projects on women and men because of women's triple role. When under-estimations and under-valuations of rural women's work are found, as they so often are, in the sphere of development planning, the consequences are serious. Failure to acknowledge the importance of women's multiple contributions to rural survival means that practical policy interventions are frequently detrimental both to women themselves and to their communities.

Another factor that needs to be taken into account is that certain tasks, activities or enterprises may be regarded as 'male' or 'female'. For example, women typically gather forest products for fuel, food for the family, fodder for livestock and medicinal uses. Men more often cut wood to sell or use as building materials. In order to secure sustainable and equitable management of forest resources, therefore, both women and men need to be consulted in the design and implementation of forestry projects. Similarly, where livestock is concerned, women and men often own different animal species and use different animal products, and any policies or programmes would need to address the needs of both (World Bank, 2000).

Gender and Agricultural Extension and Research

Much has been written about the past failures of government extension services to reach women farmers and the cultural bias which has, in many countries, prevented women from active participation in group training, extension meetings and, most importantly, access to inputs such as fertiliser and credit. These services have been predominantly staffed by men – according to the FAO only 15% of extension workers are women (FAO, 1999) – and they tended to direct their services to male farmers or heads of households, excluding female-headed households and women members of male-headed households (World Bank, 2000). However, any consideration of gender in relation to these points must be considered in the context of the radical changes which are taking place as governments reduce research commitments and withdraw from the responsibility of extension services, and as NGOs increase their reach and influence.

National agricultural research institutes have been the traditional suppliers of formal research in developing countries but are increasingly being supplemented by private, co-operative, and NGO efforts, most of which are also directed towards extension

work (Carney, 1998). The previous situation, where extension services were the sole responsibility of government, no longer pertains and the efforts of farmers themselves in both experimental work and in extension is now being given due recognition, perhaps for the first time (see Box 2).

Developed countries have made enormous changes towards the privatisation and commercialisation of both research and extension and in other parts of the world, such as China, new contractual arrangements have been tried. The most radical changes have been in Latin America but in Africa too, changes are under way. The most notable change has been the acceptance by the World Bank, within its numerous extension programmes, that partner organisations have a role to play. Farmers' organisations, NGOs and CBOs and the private sector are now explicitly recognised and funded.

In this new world the role of women becomes even more critical and there are immediate opportunities for community-led ventures to be successful in rapidly developing markets. The key problem faced by governments and donors is how to improve the interchange of information between the farmer, the researcher, and the extension agent. At present, women and their views are poorly represented in agricultural research, even though they possess first-hand knowledge and insights into such things as local weather patterns, crop varieties and planting methods. In forestry, for example, women are major users of medicines, herbs and perfumes and are experienced in extracting forest products without depleting natural resources. Inadequate links between research station staff and farmers has resulted in a pitiful lack of take-up of research advances in the field and the formation of a cadre of extension staff with little empathy with their farmer clients – especially, as was often the case, when the extension agent was male and the farmer female.

Box 2

Self-Help Groups in Kenya

Over the past six years, more than 2000 farm families in western and central Kenya have achieved significant livelihood improvements with the assistance of small Nairobi-based NGO, the Association for Better Land Husbandry. The secret of this success story has been a concentrated effort on better land husbandry techniques a process to encourage the formation of self-help groups of farmers and a concentrated marketing effort. The process began with a realistic appreciation that only very limited resources of land, labour and cash were available for improvements – the idea was to stimulate change through 'near-nil investment'. Physical improvements to small, intensively-managed areas of land near people's homes have been achieved by changes in land preparation and composting. Interest in improved bee-keeping has resulted in increased production of honey and in local initiatives to protect the biological diversity of the Kakamega Forest.

A critical part of this effort has been the formation of self-help groups which have taken responsibility for contact with the NGO extension workers, acted as extension agents in encouraging the adoption of new techniques and been central in the marketing of produce. Around 80 of these groupings are now active and many have been transformed into what are now called Farmers' Action Associations. Many of these groups are built on existing women's organisations and rely on networks of women farmers. The NGO has responded by employing female extension staff offering training to women farmers.

Source: Association for Better Land Husbandry, Annual Report, 1998

Box 3 Women and Natural Resource Management

Most women in Africa are directly dependent on their local environment and sustainable natural systems for their own and their families' survival. As daily managers of the living environment, they are experienced in the management of agriculture and food production, fisheries, forests, soil, eggs and water resources and have developed skills in conservation that are built into their traditional subsistence activities. At the local level, co-operative action taken by women demonstrates that by sharing their knowledge and experience they can improve the environment and promote sustainable development.

In recognition of this, the Commonwealth has published a training module on women and natural resource management. The training module consists of manuals for the Africa, Asia, Caribbean and Pacific regions of the Commonwealth, an overview volume on issues and strategies for promoting women in environmental management internationally, and a video on the Macusi Amerindian women of the Iwokrama rainforest in Guyana. The training module is designed to enable trainer and extension workers to address gender issues in natural resource management and promote women's participation in environmental decision-making.

Source: Commonwealth Secretariat, 1992

It is now generally recognised that extension based on group contact and using CBOs can be very effective. This allows women who are at the forefront of community-based efforts not only to benefit from extension but also to influence the research agenda and the method of delivery. This is a major change and NGOs are increasingly being used as intermediaries between state and end-user, both in terms of delivering services on behalf of the state and in representing the interests of the poorer farmers. The challenge therefore is to ensure that community organisations truly have a gender dimension, that the NGOs are fully aware of the importance of women farmers, and that the research community increasingly recruits women and takes note of demands from the field which reflect the concerns of women.

The power of women in the establishment of farmer organisations is well illustrated in Mozambique where the National Farmers' Union represents some 11,000 farmers – nearly all women. The first president was a woman and the organisation has a membership which includes widows, wives abandoned by their husbands and the partners of migrant workers.

There are encouraging signs that the new ethic of participation by farmers in all aspects of project design, the involvement of the end-users in agricultural research, and the policy thrust of governments to decentralise and actively seek partner organisations such as the NGOs in development, will provide access to women in a dramatic way. Therefore, the gender dimension to the rethinking of rural development services must be understood in the context of the realisation that the older models which gave total responsibility to government are now no longer an option.

Gender, Agricultural Biodiversity and the Commercialisation of Agriculture

As predominantly small farmers, women have been largely responsible for activities such as the selection, improvement and adaptation of plant varieties. This has both supported and increased agricultural biodiversity which the Food and Agriculture

Organisation defines as 'the variety and variability of animals, plants and micro-organisms which are necessary to maintain the structure, processes and key functions of the agricultural ecosystem for, and in support of, food production and food security'.

The growing commercialisation of agriculture has led to efforts to optimise production and access to markets and this trend will force change and provide opportunities for many. However, in the move to greater commercialisation and privatisation, there is also a danger that small-scale farming will suffer. Diverse food production systems are under threat and, with them, the accompanying local knowledge, culture and skills of the food producers. The scale of loss to agricultural biodiversity is extensive, and with the disappearance of harvested species, varieties and breeds goes a wide range of unharvested species and 'wild' foods essential for food provision, particularly in times of crisis. Over the last century the industrialisation of agriculture and the 'green revolution', through which just a few varieties of rice, maize and wheat were planted around the world, have resulted in the disappearance of more than 75 percent of agricultural crop varieties (Mulvaney, 1999). The activities of multinational corporations, promoting patented technologies developed through genetic modification, also pose a threat.

The poorest farmers living in remote areas tend to be ill-served by market-driven changes. Amongst these are many women who in most developing countries have very little access to cash, since they are limited to producing household and food crops. Often, because of the marginal environments in which they live, these people also have the most complex needs. The gap between them and government research and extension workers is much wider than for farmers in the more favoured areas. This is a tension of which governments need to be aware. In this case the advocacy role of women's groups and NGOs with a strong commitment to advancing gender equality and equity will be vital in making a case for groups less able to take advantage of forms of extension that include some element of cost recovery.

There is a need for both government and the NGO sector to pay attention not only to production but also to marketing and the creation of businesses based on agriculture and natural resources. These will need to involve women to be successful in processing and marketing. This is illustrated in the example from Kenya outlined in Box 2. That venture began with a focus on production; the central need for markets and profits became apparent from a better understanding of farmers' viewpoints.

Empowerment and Access to Decision-making

This challenge is perhaps the most difficult and long-term. Externally imposed programmes such as SAPs, incorporation into the world capitalist system, the globalisation of trade and the development of significant monopoly power in certain private sector markets due to the penetration of multinational corporations have frequently had a negative impact on the lives of women in developing countries. Given that development planning can also represent an intrusion of outside influences and ideologies into rural communities, it is highly likely that the outcomes will also be unfavourable unless those responsible for designing and implementing rural development projects are aware of the potentially differential impacts of these policies on women and men.

Thus, there is a need for women to be empowered to the point where they can exert influence and participate in decision-making on issues that affect their lives. In fact, gender equity is impossible without women's empowerment. In the agricultural sector, gender-awareness in decision-making is needed at a number of levels: in the field, in

Box 4

Food from the City

This year the first 'farmers' market' came to England. Encouraged by a supermarket chain, local fruit and vegetable growers now sell locally produced fruit and vegetables once a week from the store car park. These farmers' markets are now a standard feature of North American and European city life but in developing countries the boundary between town and country has always been more permeable. The belief that the cities are for industry and the country is for farming is outdated. Urban farmers are now a life-saver for millions of urban dwellers worldwide, and a recent estimate showed that one in three of the world's urban residents grows food, either for the table or for sale.

City planners trained in the Western school of city streets are coming to terms with the idea of roadside verges growing cassava (a common sight in African cities). In Cuba, street food markets were once banned but now the government sells seed and tools to aspiring urban farmers. In Dar es Salaam, farming employs one-fifth the population and farmers form the third largest occupational category after small-traders and labourers. In Kampala, more than one-third of households grow crops, covering more than half of the city's land area. In Singapore, the city licenses some 10,000 farmers who produce about one-quarter of the city's vegetables. Many of these farmers are of course women who are able to work on plots close to home and who value the extra cash they receive. Many are recent migrants to the city and bring with them the necessary skills and interest, as well as seeds and farm implements.

Source: Spore, Issue 35, 1997.

technical positions in government and NGO agencies, in government departments such as agriculture, fisheries and forestry and at the level at which macro-economic and other macro-level decisions are made.

At the micro-level, for example, through access to credit and better equipment, change is under way and is likely to continue. Thus, in the short-term, making more material resources available to women for land, credit and technology is mostly a question of putting existing policies into practice. The pressure to advance gender equality and equity, exerted through documents such as the UNCED Agenda 21 which called for better access to all forms of credit, access to property rights, and technology, has ensured that there are sufficient budget lines and credit funds available for changes to take place and for women's farming to flourish equitably.

At the macro-level, however, changes are coming slowly and will depend on a more favourable gender balance at all levels of the power structure, from Ministers of Agriculture to agricultural researchers and field assistants. This will, in the long-term, require an essential change in the education and training of women and the girl child, and the creation of opportunities to promote the advancement of women so that they can ensure that gender-equitable policies can be put into practice. The starting point is increasing girls' enrolment in secondary schools, particularly in science courses, and the promotion of agriculture as a career for women. Specific targets for women technicians at various levels may need to be set.

4

Mainstreaming Gender in the Agriculture Sector

Given the extensive participation of women in all aspects of agricultural production, the mainstreaming of gender into the agriculture sector is a key strategy not only for the promotion of equality between men and women, but also for sustainable agricultural and rural development and economic growth in Commonwealth countries.

Gender mainstreaming, as a strategy, has developed out of a major shift in the focus of efforts to promote gender equality and equity in recent years. This shift in focus has been away from the women in development (WID) approach, towards the gender and development (GAD) approach.

The WID approach began with an uncritical acceptance of existing social structures and focused on how women could be better integrated into existing development initiatives. Targeting women's productive work to the exclusion of their reproductive work, this approach was characterised by income-generating projects for women, which failed to address the systemic causes of gender inequality. It tended to view women as passive recipients of development assistance rather than as active agents in transforming their own economic, social, political and cultural realities. A key outcome was that women's concerns were viewed in isolation, as separate issues, leading to their marginalisation in the state system and other social structures.

Box 5

From Women in Development to Gender and Development

The Commonwealth Plan of Action summarises the shift of focus from Women in Development (WID) to Gender and Development (GAD) as follows:

"WID policies aim to integrate women into existing structures and address women's specific needs and concerns. The focus is on how women must change to fit into an essentially 'man-made' world. GAD, on the other hand, seeks to integrate gender awareness and competence into mainstream development to account for the different life courses and different impacts of development policies on women and men. It emphasises that development activities may affect women and men differently and calls for appropriate 'gender planning' to address them. It also calls attention to 'outcomes', and the need to take the necessary steps to ensure that the resulting conditions and outcomes are equitable, rather than being preoccupied with giving only identical treatment. In summary, the GAD approach focuses not only on the differences between men and women but on the inequalities that emanate from these differences: women and their allotted roles have been historically undervalued and continue to be so up to the present time" (Commonwealth Secretariat, 1995: 14).

A GAD framework is more likely to result in:

- ◆ the recognition that women and men have different and special needs;
- ◆ the recognition that women cannot be effectively treated as a homogeneous group because race/ethnicity, class, age, disability and sexual orientation, among other factors, create differences among women and between women and men;
- ◆ the recognition that women tend to be disadvantaged relative to men in terms of their welfare and their access to and control over the means of production but also that, in inequitable class societies and in the present international economic order, some women are more privileged than some men;
- ◆ the recognition of the systemic and structural nature of inequality;
- ◆ the commitment to a process whereby development interventions work towards women's and men's increased empowerment and equality (adapted from Longwe, 1991: 150); and
- ◆ the recognition that gender differences can also result in men being disadvantaged. For example, the recent phenomenon of male under-achievement in Caribbean education systems is beyond the scope of the WID approach, but can be addressed through a gender-aware approach to development. Tracking gender equality in sector-specific data makes it possible to examine the comparative positions of women and men in relation to, for example, health, education, family structures, the labour market and earnings/income. 'Gender equality tracking' is thus a type of gender analysis that is useful in enabling appropriate policy interventions to be made in a timely manner to promote gender equality and equity in either direction.

The gender mainstreaming strategy focuses on the fact that women and men have different life courses and that development policies affect them differently. It addresses these differences by mainstreaming gender into development planning at all levels and in all sectors. Its focus is less on providing equal treatment for men and women (since equal treatment does not necessarily result in equal outcomes), and more on taking whatever steps are necessary to ensure that men and women benefit equally. It recognises that the empowerment of women can only be achieved by taking into account the relationships between women and men.

Policy Implications

The challenge for governments is to structure a response to the fundamental changes taking place at global, national and local levels, and to ensure that gender concerns are not lost in the flux of changing priorities. In endeavouring to meet this challenge, it is useful to examine previous efforts at addressing gender concerns and learn from past mistakes. Lessons learned from previous interventions can be summarised as follows:

- ◆ Separate, small, women-specific agricultural and rural development programmes are not usually successful in effectively reaching and assisting large numbers of rural women. The reasons for this are: (i) financial support allocations are limited because most resources are channelled into mainstream development programmes; and (ii) women-specific agricultural projects are poorly designed and often staffed with persons less skilled in agriculture. Small, women-specific projects can be of some limited value, however, in demonstrating the feasibility of particular types of programmes targeted at women and in providing specific skills training to women that enables them to participate effectively in mainstream agricultural programmes.
- ◆ The most appropriate strategy to reach and assist greater numbers of rural women is to integrate them in mainstream agricultural programmes with the objective of reaching both women and men with all types of agricultural services and resources. The integration of women in agricultural programmes can be achieved by

Box 6

Promoting Attention to Gender in Project Implementation

- ◆ Establish clear, explicit and manageable objectives for gender actions
- ◆ Draw up an implementation plan
- ◆ Assess progress on gender-related actions during mid-term reviews
- ◆ Include gender-differentiated results in the lessons learned in implementation completion reports
- ◆ Include and emphasise gender issues in Terms of Reference (TORs) of supervision, completion and evaluation missions
- ◆ Include a gender specialist on missions, particularly if (a) information on gender roles is lacking, (b) the project design contains many problems related to gender roles, or (c) a special impact on women is required
- ◆ Build flexibility into projects, particularly when not enough is known in preparation, so project actions can be modified during the project to take advantage of new information or opportunities
- ◆ Include safeguards such as timed implementation reports or mandatory reporting to ensure that attention to gender issues continues during the remainder of the project cycle

Adapted from World Bank, 2000

specifically including women as a target in all major agricultural components, such as credit, technological skills and other training, delivery of extension and inputs, access to expanding markets, agricultural research and education and price support of agricultural products.

- ◆ The changes needed to make existing policies, programmes and projects gender-sensitive will require close monitoring and evaluation (see Box 6), and are best achieved by pressure from groups within countries. The role of CBOs and NGOs in leading and setting an example is now being recognised. The Gender Management System developed by the Commonwealth Secretariat emphasises a holistic approach, with the forging of linkages between all stakeholders, including the various ministries of government, NGOs and CBOs, the private sector, the academic community and the broader civil society.
- ◆ In order to make such an approach effective, a Women's Desk or Gender Focal Point should be established at the Ministry of Agriculture, staffed by or consisting of senior women with professional training and experience in agriculture and a sound knowledge of technical and research issues, and with the authority to encourage necessary changes. The integration of women into mainstream programmes may appear to reduce the necessity of emphasising women's special needs. Hence, there is a need to build into mainstream programmes safeguards for women to ensure their involvement. Section 5 of this manual, which presents the Gender Management System, shows how this may be done.

5

The Gender Management System

To assist member governments in mainstreaming gender into their activities, the Commonwealth Secretariat has developed the Gender Management System (GMS). This is an integrated network of structures, mechanisms and processes designed to make government more gender-aware, increase the numbers of women in decision-making roles within and outside government, facilitate the formulation of gender-sensitive policies, plans and programmes, and promote the advancement of gender equality in the broader civil society.

Enabling Environment of a GMS

The establishment and operation of a Gender Management System requires an enabling environment. There are a number of interrelated factors that determine the degree to which the environment in which the GMS is being set up does or does not enable effective gender mainstreaming. These factors include the following:

- ◆ political will and commitment to gender equality at the highest levels;
- ◆ global and regional mandates such as the Commonwealth Plan of Action, the Beijing Platform for Action and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW);
- ◆ adequate human and financial resources;
- ◆ a legislative and constitutional framework that is conducive to advancing gender equality;
- ◆ the presence of a critical mass of women in decision-making roles;
- ◆ an active civil society and the role it can play in advancing gender equality; and
- ◆ donor assistance and technical inputs, such as those provided by the Commonwealth and other international agencies.

GMS Structures and Functions

The structural and functional elements of the GMS can be summarised as follows:

- ◆ a **lead agency** (usually the Ministry of Women's Affairs or other National Women's Machinery), which initiates and strengthens the GMS institutional arrangements, provides overall co-ordination and monitoring, and carries out advocacy, communications, media relations and reporting;
- ◆ a **GMS Management Team** (consisting of representatives from the Lead Agency and other key government ministries, as well as from civil society), which provides leadership for the implementation of the GMS, defines broad operational policies, indicators of effectiveness, and timeframes for implementation;
- ◆ an **Inter-Ministerial Steering Committee** (with representatives of the Lead Agency and Gender Focal Points from all ministries), which ensures that gender mainstreaming in government policy, planning and programmes in all sectors is

- co-ordinated and that strong linkages are established between ministries;
- ◆ **gender focal points** (senior staff in core and sectoral ministries), who co-ordinate gender activities (e.g. training), promote gender mainstreaming in all activities in their respective sectors and sit on the Inter-Ministerial Steering Committee;
- ◆ **parliamentary gender caucus** (consisting of women parliamentarians), which carries out awareness-raising, lobbying and promoting the participation of women in politics; and
- ◆ **representatives of civil society** (a Commission for Gender Equality, academic institutions, NGOs/professional associations, media and other stakeholders), which provide inputs to gender analysis, policy and planning and monitoring and evaluation.

For the purposes of mainstreaming gender in ministries of agriculture and rural development, the GMS structures would include two or more Gender Focal Points, at least one of whom would be a member of the Inter-Ministerial Steering Committee.

Financial Implications

The implementation of changes in agricultural policies and programmes to achieve the goal of gender equality in the agriculture sector should not require high levels of funding, since it is largely a question of bringing a gender awareness to activities that are already taking place. However, some funding will be required for training to increase gender awareness and build the capacities of staff and extension workers to carry out gender analysis. The establishment of strong and effective institutional arrangements for gender mainstreaming, such as Gender Focal Points in the Ministry of Agriculture, will also require funds.

Governments should make necessary arrangements for adequate budget allocations for the implementation of training programmes and the establishment of appropriate institutional arrangements to achieve strategic goals for the advancement of gender equality in this sector. A certain percentage of the domestic resources to be allotted for financing development projects in the agriculture sector should be made available for implementing these policies and interventions.

The World Bank, ADB, UNDP, UNICEF, WFP and other donor agencies have allocations for the implementation of GAD programmes and projects in developing countries. As most of these agencies accord high priority to women's integration in policies and programmes, it is expected that such programmes and projects would receive significant donor assistance and support.

6

Recommendations for Action

This contribution to the gender debate is not intended as a rigid template to be superimposed by governments on all the agencies concerned with renewable natural resources, in the expectation that gender mainstreaming will result. It is rather an inventory of the issues which governments are grappling with throughout the developing world in the face of rapid and far-reaching changes, together with a few suggestions which may be helpful in mapping a way forward.

In this context it is not the gender dimension which is critical but that new models which emerge have gender embedded in them from the beginning. The older paradigms have proven unsustainable and governments are searching for new approaches which will be cost-effective, be less centralised, involve a range of partners in development, tackle the mounting problem of rural poverty, avoid environmental damage and meet the demands for more participation by the end-users. This is a daunting challenge and it needs the skills of administrators, the patience and support of donors, political will and leadership and a willingness by communities to play an active role.

The advances made by women in agriculture have been impressive and the new landscape of multiple agencies involved in rural development work offers the possibilities of even greater gains. There are also threats and there remain areas where the advances have been disappointing.

In the complex area of land tenure, property rights, resettlement and access to land there is still some way to go to improve the position of women, particularly where female-headed households are concerned. In some cases the legal situation has been addressed but social norms still disadvantage women by only allowing them access to land through male kin. This land issue is one of the many which will require political will for change to happen, otherwise any possibilities of improved food security or reductions in rural poverty will be constrained.

The reform of land tenure impacts on other major areas which need to be kept in view. There is a continuous need to improve access for women to credit, agricultural services, technology and information. The collateral which is provided by land is important in obtaining credit but the increasing availability of micro-credit will, it is hoped, provide access for many women previously outside the formal banking system and consequently denied credit funds.

There has been much discussion on the availability of technology appropriate for women and there have been advances in this area. However, the main challenge is to achieve greater participation of women in assessing what is important to them, setting the priorities for research and influencing whatever form of extension service is available. As the move to dealing with farmer associations, self-help groups and co-operative movements replaces individual contact, the community skills of women will be an advantage. The previous position, that agricultural extension was the sole

responsibility of government, can no longer be supported. New partnerships are emerging, forcing governments into partnership with private industry, NGOs and community organisations. These new arrangements should present opportunities for women's empowerment with a real possibility to make a difference.

There is also the unfinished business of advancing women in key areas within all the agencies with responsibilities for rural development. This will only take place when girls have equal access to education, when there is a political willingness to promote women and when women themselves wish to make their career in sectors which have not in the past seemed attractive. Therefore, women will need to be actively recruited into the fields of agricultural research, economics and rural development in order to shift the balance. Women must play a role in shaping the new institutions and organisations which are growing in response to the desperate need of poorer people in rural areas. Any progress in development will only be sustainable if these institutions are robust and are formed from individuals coming together to solve their own problems, and if government and donors are ready to recognise and support the potential of institutions with strong local roots. These institutions can only be formed with the full participation of women, and the role of government is to foster this and be willing to address the outstanding issues.

In this context, to assist governments in gender mainstreaming in the agriculture sector, the following strategic objectives may serve as broad categories that require attention. Under each strategic objective are grouped a number of recommendations for action, from which governments may wish to select the most appropriate to their national circumstances, and incorporate them into national sectoral work plans.

1. Increase rural women's access to land and water resources, credit services and entrepreneurship training

- ◆ Ensure that any review or reform of land tenure legislation fully considers the needs of women farmers, especially in situations where there are significant numbers of female-headed households.
- ◆ Preserve women's traditional or communal land rights through non-discriminatory registration and titling.
- ◆ Amend or adopt legislation to ensure that women can own and inherit land.
- ◆ Insist that women farmers be given fair treatment in the allocation of land following any resettlement.
- ◆ Strive to prevent women being disadvantaged in land and water allocations in irrigation schemes by ensuring equality of representation in water-user committees.
- ◆ Simplify lending processes so that illiterate and semi-literate rural women can effectively make use of credit facilities.
- ◆ Enact legislation to ensure that there are no restrictive procedures for borrowing, e.g. regarding collateral, with which women cannot comply.
- ◆ Build on women's indigenous savings and credit associations.
- ◆ Provide non-formal skills development training for women in agro-business entrepreneurship and extension support services, including market outlets, backed where necessary by functional literacy programmes.
- ◆ Promote agricultural credit programmes which lead to new areas of productive activity for women, e.g. agro-based processing and marketing of produce.

2. Ensure agricultural policies and programmes are sensitive to gender differences in roles and activities

- ◆ In agricultural policy statements, explicitly mention strategies for enhancing women's participation, productivity and access to resources, inputs, support services and market outlets, and clarify that the term 'farmer' refers to both male and female producers.
- ◆ Ensure that all statistical data is sex-disaggregated, reflecting women's and men's participation and changing roles in the various aspects of agricultural production.
- ◆ Ensure that budget allocations to the agriculture sector specify unambiguously the percentage of funding that should be used to address the specific needs of women farmers, and spell out the strategies through which the resources will reach them.
- ◆ Undertake studies on the gender impact of existing macro- and micro-agricultural policies (including structural adjustment policies), particularly on women farmers from landless, marginal, small and female-headed households, and redesign policies in cases where adverse impacts on women are identified.
- ◆ Set targets for women's participation in the planning, implementing and evaluation stages of all the programmes and projects of the Ministry of Agriculture.
- ◆ Design new interventions aimed at improving the nutritional status of women and children through homestead gardening, nursery plantation, vegetable and fruit production, and similar projects.
- ◆ Using a holistic approach, develop and disseminate women-friendly technologies to increase farm productivity, family income and employment opportunities, and reduce drudgery and time spent on carrying out laborious household and farm activities.
- ◆ Aim to encourage projects which are profitable and based on marketing a product which is in demand.

3. Ensure that agricultural research and extension programmes are gender-sensitive

- ◆ Encourage governments, NGOs and commercial organisations to recruit talented female field workers and provide them with the necessary resources.
- ◆ Employ a participatory approach to training such that farmers, researchers and extension agents can play their respective roles, utilise their expertise and voice their needs.
- ◆ Redesign the training curricula of extension workers so as to include awareness-building concerning the role of women in agriculture and community-based farming systems and the agricultural potential of landless and marginal farm families, which women frequently head.
- ◆ Set targets for the participation of women farmers in extension activities and hold meetings at convenient locations, at times when they can attend and with the provision of child-care facilities.
- ◆ Provide training in gender issues to agricultural researchers so that they can prepare gender-sensitive technical innovations appropriate and acceptable to women.
- ◆ Set the research agenda taking account of the different research interests and needs of women and men, especially the former's different crops, methods of cultivation and use of produce.
- ◆ Encourage the emergence of self-help groups which can actively promote issues, including women's concerns, and influence government and NGO activities.
- ◆ Work closely with NGOs to disseminate technical messages, new knowledge and appropriate technologies to rural farmers.

4. Increase gender awareness in the commercialisation of agriculture

- ◆ Undertake special measures to improve women's access to dealers' development and agri-business programmes on equal terms with men.

- ◆ Undertake location-specific and needs-based research on food processing and preservation technologies, especially for perishable items such as fruit and vegetables, for which there is a market.
- ◆ Focus on the growth potential of such areas as intensified vegetable production, home-based livestock and poultry-raising, pond fish-farming, sericulture and social forestry programmes.
- ◆ Provide production inputs at conveniently accessible points for increased production and productivity.

5. Increase women's empowerment and access to decision-making

- ◆ Undertake research projects on the ways in which community groups can effectively build capacity in decision-making among women in rural areas.
- ◆ Promote the equal participation of women in highly skilled jobs and senior management positions through counselling and placement, stimulating the diversification of occupational choices by both men and women and encouraging qualified women to take up non-traditional jobs in agricultural research and technological innovation.
- ◆ Advocate and lobby for the use of sex-disaggregated data in all statistical information commissioned or provided by the government as it relates to agricultural and rural development.
- ◆ Establish a Task Force led by the Ministry of Agriculture and comprising representatives of the relevant agencies to monitor and evaluate all the agricultural programmes, reports on progress and problems in project implementation and carry out the formative and summative evaluation of projects.
- ◆ Establish or strengthen Gender Focal Points in the Ministry of Agriculture for the effective co-ordination and monitoring of all agricultural programmes undertaken by related government and parastatal agencies.
- ◆ Organise training/workshops on social and gender analysis for the personnel of the organisations/departments/institutes under the Ministry of Agriculture, and use all available means to enhance gender awareness and mobilise support for agricultural policies and programmes aiming to establish gender equity and bring women into the mainstream of agricultural development.
- ◆ Provide training in gender issues in agriculture to the officers, staff and other employees of relevant institutions and organisations in the public, private and NGO sectors.
- ◆ Incorporate gender aspects in the curricula of formal, non-formal and technical educational institutions.
- ◆ Incorporate appropriate curricula in various levels of educational programmes in order to orient girls and young women towards the adoption of agriculture as a profession or business.
- ◆ Encourage agricultural educational institutions to use quotas, awards and scholarships to enrol more women so that there will no longer be a dearth of female agricultural graduates.

References

- Abdullah, TA and Zeidenstein, SA (1982). *Village Women of Bangladesh; Prospects for Change*. Oxford: Pergamon Press.
- Agarwal, B (1981). *Agricultural Modernisation and Third World Women: Pointers from the Literature and an Empirical Analysis*. Geneva: ILO.
- (1994). *A Field of One's Own: Gender and Land Rights in South Asia*. Cambridge: Cambridge University Press.
- Agricultural Support Service Project (1993). *DAE-ASSP Monograph*. DAE Complex Khamarbari: Dhaka.
- Ahsan, Rosy Masud et al. (1986). *A Study of Women in Agriculture*. BRDB: Bangladesh.
- Brain, TL (1966). *Less Than Second Class: Women in Rural Settlement Schemes in Tanzania*. California, USA: Stanford University Press.
- Carney, Diana (1998). *Changing Public and Private Roles in Agricultural Service Provision*. ODI.
- Chen, M (1986). 'Poverty, Gender and Work in Bangladesh' in *Economic and Political Weekly* vol. XIII, No. 5.
- Commonwealth Secretariat (1992). *Women and Natural Resource Management: A Manual for the Africa Region*. London: Commonwealth Secretariat.
- (1995). *The 1995 Commonwealth Plan of Action on Gender and Development*. London: Commonwealth Secretariat.
- (1996). *Incorporating Gender in Food Security Policies*. London: Commonwealth Secretariat.
- (1999). *Gender Mainstreaming in Education: A Reference Manual for Governments and Other Stakeholders*. London: Commonwealth Secretariat.
- (1999). *Using Gender-Sensitive Indicators: A Reference Manual for Governments and Other Stakeholders*. London: Commonwealth Secretariat.
- Chancy, E and Schminic, M (1969). *Women in Development*. Washington D.C. AID.
- Food and Agriculture Organization (1996). *Rome Declaration on World Food Security and World Food Summit Plan of Action*. Rome: FAO.
- Food and Agriculture Organization (1999). www.fao.org/Gender/en/agrib2-e.htm
- Government of Bangladesh (1996). *National Action Plan for Implementation of the PFA*, Ministry of Women and Children Affairs.
- Hannan, Ferclous and AKM Abdul Hannan Buiyan (1994). *Role of Women in Agriculture: Some Conceptual Issues*.
- Hashem, SM (1986). *An Evaluation of Women's Entrepreneurship Development Programmes*. Dhaka: USAID.
- International Food Policy Research Institute (1995). *Feeding the World to 2020: What Role Will Women Play?* IFPRI.
- International Food Policy Research Institute (1997). *Women the Key to Food Security*. IFPRI.
- Kandiyoti, Deniz (1985). *Women in Rural Production Systems: Problems and Policies*. Paris: UNESCO.
- Massiah, Joycelin (1993). *Women in Development Economics: Making Visible the Invisible*. Oxford: Berg Publications, and Paris: UNESCO.
- Mulvany, Patrick (1999). 'Agricultural Diversity and Food Security', in *Paths to Prosperity: Science and Technology in the Commonwealth 1999/2000*. London: Commonwealth Secretariat.
- Razavi, S and Miller, C (1997). *Conceptual Framework for Gender Analysis within the Development Context*. New York: UNDP Gender in Development Programme.
- Muntemba, Shimwaayi and Rwimbo Chimedza 1995. 'Women Spearhead Food Security: Science and Technology an Asset?' in *Missing Links: Gender Equity in Science and Technology for Development*. New York: UNIFEM.

- Safitions-Rothschild, C and Simeen Mahmud (1989). *Women's Role in Agriculture: Present Trends and Potential for Growth*. Monograph for Agri. Sec. review. UNDP and UNEM: Dhaka.
- Salahuddind, Khaleda, Hannan, MA and Nilufer Karin (1996). *Report on the Sectoral Needs Assessment of Agriculture*. Department of Women's Affairs, Government of Bangladesh.
- Solaiman, M (1988). *The Impact of New Rice Technologies on Employment of Women in Bangladesh: A Case Study*. Comilla, Bangladesh: BARD.
- United Nations (1995). *Declaration and Platform for Action of the Fourth World Conference on Women*. New York: UN Division for Public Information.
- United Nations Development Programme (1996). *Human Development Report 1995*. New York: UNDP.
- (1980). *Rural Women's Participation in Development: Evaluation Study 3*, New York: UNDP.
- World Bank (1989). *Bangladesh: Recent Economic Development and Short-Term Prospects*. Report 6596 BD. Washington, DC: World Bank.
- (1990). *Strategies for Enhancing the Role of Women in Economic Development*. Washington, DC: World Bank.
- (1996). *Implementing the World Bank's Gender Policies*. Progress Report No.1. Washington, DC: World Bank.
- (2000). *Advancing Gender Equality: Action Since Beijing*. Washington, DC: World Bank.

Appendix 1 *Tools for gender impact assessment, policy analysis and implementation*

This section presents a number of tools for assessing the extent of gender equity and gender awareness in the agriculture sector, for the appraisal of government policy for agricultural and rural development and for implementing gender-aware activities to correct gender imbalances.

The tools identify critical questions and indicators pertaining to gender analysis of the agriculture sector, and they constitute an attempt to capture and summarise data on these indicators of gender equity. Care should be taken to provide the relevant data to allow for a comprehensive analysis of each indicator. Different indicators will be relevant to different tasks. Data on these should also be collected, recorded and analysed.

Analysis

Responses to the questions will yield the data necessary for comparative analysis of conditions facing women and men in the agricultural sector and of the gender impact of policies, plans, programmes and projects. These and other issues which may surface during data gathering, as well as those which may be particularly relevant to the cultural environment, should be assessed in terms of their actual and/or potential impact on gender equity. The analysis should both diagnose and prescribe. It should:

1. identify gender gaps where these exist; and
2. recommend key actions that could be taken to ensure the long-term, medium-term and short-term actions to close the gap.

1. Tool for gender analysis in the agricultural sector

This tool consists of gender-sensitive indicators which can provide some basic data on gender conditions in the agriculture sector, as well as related questions that can further assist gender analysis of the sector. If they have not already done so, governments are advised to consider including these questions and indicators in national censuses, labour force surveys and other statistical exercises.

Further information on using these indicators, on the valuation of unpaid work and on issues relating to the interpretation of gender-sensitive indicators can be found in the publication *Using Gender-Sensitive Indicators: A Reference Manual for Governments and Other Stakeholders* (Commonwealth Secretariat, 1993).

Tool for Gender Analysis in the Agriculture Sector	
Gender-sensitive indicator	Related indicator questions
1. Percentage of female/male labour force in agriculture (age 15 and over).	◆ Are there areas where women or men predominantly work? Does sex-stereotyping in employment exist? If so, what are the consequences of this?
2. Percentage of female/male labour force in managerial/sessional occupations in the agriculture sector	◆ What provisions exist to eliminate gender-based and professional discrimination in employment? How are they enforced?
3. Percentage of female/male labour force who are unpaid family workers or are working in the informal sector (age 15 and over).	◆ Are women moving to better or worse paid employment? What are the consequences of this for women and men?
4. Employment/unemployment rate of women/men, urban/rural.	◆ Are there occupations which, by law or custom, tend to be filled predominantly by or are closed to women?
5. Time use in selected activities (including unpaid employment because of a lack of child-care facilities)?	◆ Are women discriminated against in terms of housework and child care?
6. Incidence of part time/full time work of women and men.	◆ Do women and men receive equal pay for equal work?
7. Right to maternity leave/number of weeks/percentage of women who avail themselves of right.	◆ What legislation exists to ensure gender equality in terms of employment? How is this legislation enforced in practice?
8. Percentage of available credit and financial and technical support going to women/men from government and non-government sources.	◆ Is work done by women in the home counted in national statistics? Do national statistics reflect the role of women in the agricultural sector?
9. Salary/wage differentials of women/men, by category of workers.	◆ What means are being taken to ensure that censuses and other surveys accurately reflect the economic role of women within and outside of the household?
10. Percentage of employers providing child-care facilities and percentage of children 0–3 and 3–6 in child-care.	◆ Is land mainly under the control of women or men? What are the consequences of this for gender relations decisions about land sales and cropping patterns?
11. Percentage of property owned or accessible by women (land, houses, livestock) across income groups.	◆ What are the inheritance practices concerning land? If women can legally inherit land, do they do this in practice?
12. Percentage of women who have access to credit, vis-à-vis men.	◆ If women own land does this also mean that they make decisions concerning cropping and marketing of crops?
13. Percentage of rural households where female/male head is the main earner	
14. Percentage of female/male headed households without land.	◆ Has land reform benefited women and men equally?
15. Percentage average wage rates for agricultural labourers, by sex.	◆ Does access to credit for women translate into control over credit in terms of decision-making?
16. Percentage of women/men who have received land titles under land reform schemes.	◆ Is there a significant difference between women and men's agricultural labour wages?

2. Tool for gender impact assessment of government policy

Purpose

This tool provides a guide to carrying out a gender impact analysis of government policies, plans, programmes and projects in the agricultural and rural development sector. The information generated by such analysis can be used in the formulation and/or revision of policies and plans, in the planning of interventions and in the evaluation of programmes and projects designed to reduce gender inequities.

This tool can be used as a one-time assessment instrument or to provide baseline information prior to developing a plan. Use of the tool after the plan has been implemented will allow for a pre/post implementation comparison and an evaluation of its impact.

1. Gender Policy Environment

Policy Statement: Is there a stated policy related to gender? To what extent is the stated policy an effective tool in terms of guiding the goals, plans and activities at all stages of the agriculture sector as they relate to gender? Does it identify critical indicators?

Policy Implementation and Review: How effective are the mechanisms for implementing and reviewing the policy, as well as changing it if and when necessary? Is the policy limited to a specific time period or is its lifetime indefinite?

Resources: Is there any specific allocation made in the National Budget for gender mainstreaming or for women-specific programmes in the agriculture sector?

Problems and Barriers: What are the problems presented by the policy and what are the barriers to its full implementation as stated?

2. Gender and Agricultural Policy

Does government policy on agriculture:

- ◆ Incorporate equity and equality measures for women in agriculture, taking into account their interest, needs and priorities?
- ◆ Recognise differences between women and men farmers?
- ◆ Recognise differences in needs and priorities of women farmers from different categories of household, agriculture sub-sectors and agro-economic zones?
- ◆ Provide framework future planning, programming and resource allocation?
- ◆ Explore local level resource allocations?

Were women and men equally involved in the development of the policy:

- ◆ at ministerial level?
- ◆ at the level of agricultural extension?
- ◆ at research level?
- ◆ at the level of rural farming communities?

Has the government taken steps to review and amend existing policies of the Ministry of Agriculture to include an explicit acknowledgement of the role of the Ministry and its agencies in advancing gender equality and equity in agriculture?

What steps have been taken to ensure that projects/programmes reflect the needs, interests and priorities of both women and men in agriculture?

What measures have been taken by the government to develop rural-based agro-industries and entrepreneurs, to improve the agricultural productivity of women beneficiaries, including through the production of marketable quality products, and to enable them to undertake profitable economic enterprises and increase their income?

What concrete actions have been taken to increase women's access to information, institutional credit and other agricultural inputs to increase their productivity and income?

Are there any institutional mechanisms to promote collaborative programmes and linkage with other government agencies, relevant NGOs, training and research organisations and the private sector to enable the Ministry of Agriculture and related government and parastatal agencies to address gender issues in agriculture in a more comprehensive and co-ordinated way?

What measures have been taken to increase the availability of sex-disaggregated data in the Ministry of Agriculture and related agencies including extension departments, NGOs and research institutes?

To what extent do women-in-agriculture programmes include components which create an awareness of gender issues and concerns? (The level of importance attached to these issues can be evaluated through: (a) an analysis of the course content; and (b) interviews with facilitators).

Have any in-service or staff development training workshops addressed these issues? (Supply a list of such courses together with the numbers of male and female participants attending).

3. Agricultural Extension Policy

Availability: Are extension services equally available to female and male beneficiaries?

Access: Do female and male beneficiaries have open access at all levels of extension services? Is there any conflict between policy and cultural practices with regard to taking advantage of such access?

Eligibility criteria: Do any requirements discriminate against female or male beneficiaries? Are there different provisions made for female/male beneficiaries which would favour one over the other?

Participation: Is there any conflict between policy and cultural practices with regard to participation of female/male farmers at production level?

Human Resources: Have technical resource persons received training in gender analysis/planning? Do the curricula of agriculture education programmes reflect the importance of this issue in the preparation of extension workers for work at village level?

Financial resources: What is the nature of the financial support provided for extension? Is it government-supported, cost-sharing or privately funded?

Decision-making: How is resource use determined? Are women and men equally involved in decision-making on resource allocations? Are there mechanisms in place for monitoring gender policy?

Achievement/Impact: With respect to agriculture-related work, how does the distribution of economic resources and power, both within households and in the wider society, impact on the life conditions and economic and social roles of women and men?

3. Tool for gender analysis of the institutional environment

This tool can be used to determine the level of gender awareness in the Ministry of Agriculture and related departments, agencies and institutions. It is designed to reveal areas of strength and weakness in terms of gender equity and to assist in defining a strategic entry point for gender mainstreaming in the sector.

(1) Ministry of Agriculture and Related Departments/Agencies**Representation in decision-making**

What is the gender composition of the administrative set-up in the Ministry of Agriculture and the Department of Agriculture Extension regarding decision-making, reporting relationships and power structures?

Posts	Number of Women	Number of Men
Secretary		
Additional Secretary		
Joint Secretary		
Deputy Secretary		
Other officers, staff		

What are the numbers of male and female staff at different levels in different departments, organisations and other related agencies under the Ministry of Agriculture?

Organisation	Occupation/post	Female	Male	Total

What are the highest qualifications of the women and men among the staff of the ministry?

Qualifications	Number of Women	Number of Men
Doctoral degree		
Master's degree		
Bachelor's degree		
Other: please indicate		

Are there any policies in place to increase recruitment and promotion of women to policy-making, management and senior research scientist positions?

Constraints and Problems

What are the problems faced in attracting

- ◆ qualified women to work in the Ministry?
- ◆ qualified men to work in the Ministry?

What are the problems faced in retaining

- ◆ qualified women in the Ministry?
- ◆ qualified men in the Ministry?

What constraints and problems

- ◆ do women face in the Ministry?
- ◆ do men face in the Ministry?

Gender awareness

Are all staff of the Ministry of Agriculture and its agencies aware of their responsibilities in advancing gender equality within their institutions and programmes?

Do the statistical and monitoring practices of the Ministry of Agriculture incorporate sex-disaggregated data?

Are there facilities for training in gender analysis/planning for both female and male staff at all levels including management personnel?

(2) Research and training institutes**Representation in Decision-Making**

What proportions of women and men are represented in the academic/teaching cadre, in the administrative/secretarial staff and in the ancillary staff of agriculture-related research and training institutions?

Posts	Number of Women	Number of Men
Rectors/Vice chancellors		
Pro-rector		
Heads of Department		
Professors		
Teachers		
Administrative staff		
Secretarial and electrical staff		
Ancillary staff		

Do the governing bodies/executive bodies of research agencies have an adequate gender balance in their membership?

Gender awareness

Do the ordinances of agricultural research institutions acknowledge the differing roles of women and men in agricultural and rural development?

What is the quantity and quality of studies and research to identify the changing roles of women and men in agriculture in different sub-sectors, the constraints faced by them and the support, including appropriate technology, they require to increase their productivity and standard of living?

Are the staff of agricultural research institutions aware of their responsibility to advance gender equality in the sector?

Are there any facilities for training in gender analysis for both female and male staff at all levels, including management personnel and research scientists?

Personnel and Staff Development

Is there an adequate gender balance among those who recruit, reward, discipline and manage staff?

Does a system of mentoring and succession sequence planning exist? To what extent is such a plan gender-sensitive?

Institutional Autonomy

How much effective autonomy can individual institutions exercise?

What problems does the level of autonomy allowed each institution create in terms of monitoring gender policy?

(3) All institutions

Equal employment opportunities

Compensation: What are the female/male differentials in salaries and benefits; at different age levels?

Promotional opportunities: What are the female/male differentials in appointments at the various rank levels?

Dialogue with management: What formal mechanisms exist to provide for dialogue between workers and management, e.g. trade unions? Is gender a priority issue? What informal mechanisms exist, e.g. demonstrations, lobbying, petitions, etc.?

Improving conditions: Has the institution taken steps to improve service conditions for women staff to enable them to better carry out their work responsibilities?

Sexual harassment: Does a sexual harassment policy exist? Yes No

If yes, does the policy address the following issues?

	Yes	No
Harassment which may occur within the working environment between male and female staff?		
Strategies for dealing with sexual harassment at the work place?		
Strategies for dealing with sexual harassment at the Ministry of Agriculture?		

Over the past year, how many instances of sexual harassment have been brought to the attention of the authorities?

How many of these have been reported?

How many of these have been:

- ◆ female complaints of male harassment?
- ◆ female complaints of female harassment?
- ◆ male complaints of female harassment?
- ◆ male complaints of male harassment?

How are complaints of sexual harassment dealt with?

Appendix 2 *Glossary of terms*

Agriculture

Generally, the term 'agriculture' includes field and homestead crops, livestock and poultry farming and small-scale aquaculture.

Gender

Gender can be defined as the set of characteristics, roles and behaviour patterns that distinguish women from men. These characteristics are constructed not biologically but socially and culturally. The sex of an individual is biologically determined, whereas gender characteristics are socially constructed: a product of nurturing, conditioning and socio-cultural norms and expectations. These characteristics change over time and vary from one culture to another. Gender also refers to the web of cultural symbols, normative concepts, institutional structures and internalised self-images which, through a process of social construction, define masculine and feminine roles and articulate these roles within power relationships.

Gender analysis

Quantitative gender analysis is the collection and analysis of sex-disaggregated data which reveals the differential impact of development activities on women and men, and the effect gender roles and responsibilities have on development efforts. Qualitative gender analysis is the tracing of historical, political, economic, social and cultural forces in order to clarify how and why these differential impacts, roles and responsibilities have come about.

Gender-aware/redistributive/transformational policies

Gender-aware/redistributive/transformational policies seek to transform existing gender relations by changing the distribution of resources and responsibilities to make it more equitable. These policies involve altering the existing balance of power between men and women, addressing not only practical gender needs but strategic gender interests as well.

Gender-inclusive language

This is language which challenges the assumption/tradition that masculine nouns, pronouns and adjectives include both male and female. Examples of gender-inclusive language are 'staff-hours' (rather than 'man-hours'), 'chairperson' (rather than 'chairman') and 'he or she' (rather than 'he'). Gender-exclusive language, by subsuming the female in the male, acts as both a cause and an effect of the invisibility of women's contribution.

Gender mainstreaming

This term may be conceptualised in two different ways: on the one hand it is an integrationist strategy which implies that gender issues are addressed within the existing development policy, strategies and priorities. Hence, throughout a project cycle, gender concerns are integrated where applicable. On the other hand,

mainstreaming also means agenda-setting, which implies the transformation of existing development agenda using a gendered perspective. These two concepts are not exclusive and actually work best in combination.

Gender-neutral policies

These are policies that are seen as having no significant gender dimension. However, government policies seldom if ever have the same effect on women as they do on men, even if at first sight they may appear to exist in a context where gender is irrelevant. Thus, policies which may appear to be 'gender-neutral' are often in fact 'gender-blind', and are biased in favour of males because they presuppose that those involved in and affected by the policy are males, with male needs and interests. An example would be

Gender perspective

Gender perspective is a way of (a) analysing and interpreting situations from a viewpoint that takes into consideration the gender constructions in society (for women and men) and (b) searching for solutions to overcome the gaps.

Gender-sensitive indicators

An indicator is a statistical measurement that shows the change in a particular context over a given period of time. A gender-sensitive indicator is therefore a measurement of gender-related change over time. For example, a gender-sensitive indicator could show the change in the number of women studying agriculture, relative to men and over a period of, say, a decade. Gender-sensitive indicators can therefore be used to measure the effectiveness or success of a GMS.

Gender sensitivity

Gender sensitivity refers to perceptiveness and responsiveness concerning differences in gender roles, responsibilities, challenges and opportunities.

Gender-specific policies

These policies take into account gender differentials, and target women or men specifically, but leave the current distribution of resources and responsibilities intact.

Gender training

Gender training is a systematic approach to sharing information and experiences on gender issues and gender analysis, aimed at increasing understanding of the structures of inequality and the relative position of men and women in society. It goes beyond awareness-building to actually providing people with the knowledge and skills that they need in order to change personal behaviour and societal structures.

National Women's Machinery

This is a single body or complex organised system of bodies, often under different authorities, that is recognised by the government as the institution dealing with the promotion of the status of women.

Practical gender needs

These emanate from the actual conditions women and men experience due to the roles ascribed to them by society. Often, women's practical gender needs are related to

their roles as mothers, home-makers and providers of basic needs. Meeting the practical gender needs of women and men does not necessarily change their relative position in society.

Sex-disaggregated data

This is data collected – via questionnaires, observation or other techniques – that reveal the different roles and responsibilities of men and women. Having data disaggregated by sex is extremely important to being able to assess the impact of a project on women separately from its impact on men.

Strategic gender needs

These relate to women's empowerment and to what is required to overcome the subordinate position of women to men in society. Such needs vary according to the economic, political, social and cultural context. Most governments now acknowledge the need to create opportunities which enable women to address their strategic needs.

Women's triple roles

Analysis of the gender division of labour has revealed that women typically take on three types of roles in terms of paid and unpaid labour. These roles are: the *productive* role, i.e., market production and home/subsistence production undertaken by women which generates an income; the *reproductive* role, i.e., the child-bearing and child-rearing responsibilities borne by women, which are essential to the reproduction of the workforce; and the *community management* role, i.e. activities undertaken by women to ensure the provision of resources at the community level, as an extension of their reproductive role (Razavi and Miller, 1997: 14).