





Reference Framework for Gender and Rural Women



Inter-American Institute for Cooperation on Agriculture

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This reference framework was developed thanks to the contribution of consultant Ileana Ramírez Quirós and other Technical Cooperation specialists from IICA.

Also published in Spanish.

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We intend to apply a gender and sustainable development approach that makes it possible not only to understand the diversity and the differentiating characteristics of women in the countryside, but also to determine the problems that hinder their full development.

We understand that a true gender approach needs to incorporate women's experiences, knowledge, interests, and needs in order to empower them. That is the correct path towards transforming what we consider as unequal social and institutional structures into egalitarian and fair structures, for both men and women.

We are convinced that, from there, with our technical cooperation, we will contribute to the empowerment of rural women and to a social, cultural, economic, and political inclusion that is more equitable, profitable and competitive in the processes of agriculture and rural environment.

Our firm commitment—which has been steadfast and strengthened over time because it is an essential part of the spirit of IICA— is to promote and contribute to the urgent formulation of sound and long-term public policies on behalf of the women who live in rural areas.

Manuel Otero

Director General





Addressing gender-based inequalities and bridging the gaps that rural women encounter, by means of policies, programs and affirmative actions that incorporate a gender approach, requires knowledge of the daily situation that they face as producers, reproducers and members of organizations.

This group of women is characterized by such diversity that it would be incorrect to speak about a single category of "rural woman." Rural women are indigenous people, people of African descent, from the quilombola community, country folk, fisherwomen, artisans, migrants, young people and adults. They also differ, based on their geographical location, socioeconomic status, educational level, language, disability, gender identity or reproductive status.

Latin America and the Caribbean (LAC) has 58 million rural women, 17 million of whom are considered to be economically active, and only 4.5 million are regarded as agricultural producers. Even though many of them are large-scale producers, exporters and leaders of mixed organizations, they are still considered to be "the wife of the producer" or an "assistant;" in other words, they continue to be placed in a subordinate role.

Women produce half of the food consumed in the world, and up to 80% of the production in most developing countries. Seven out of 10 people

¹ The information contained in this segment is based on the content of the second edition of the book "Warriors: rural women around the world", published by the Inter-American Institute for Cooperation on Agriculture, 2019.

worldwide who are hungry are women. Additionally, women own less than the 15% of land and less than the 2% of the properties in developing countries. They receive only 10% of the income in the world, in spite of carrying out two-thirds of all the work. Of the 800 million illiterate people in the world, two-thirds are rural women and this group accounts for 43% of agricultural labor worldwide.

Young women work more hours overall, but fewer paid hours, which means that they often do not earn their own income. This makes them more dependent on their parents, brothers or partners, which, in many cases, evolves into situations of abuse and control, and other expressions of gender violence. The United Nations Children's Fund (UNICEF) points out that girls aged five to fourteen years spend 550 million hours on housework activities, 160 million more than boys in that age range, which means less access to education, rest and other activities. With respect to access to formal education, 39% of rural girls receive secondary education, in comparison to 45% of boys.

Women in rural areas have the lowest levels of employment and access to basic services, and are mainly employed in informal, poor quality, and lower income labor. If they had the same access to productive resources as rural men, their crop production yield would increase by 20% to 30%, with a reduction in hunger of 12% to 17%.

More than 60% of the poorest families are headed by women and live in marginal lands, without access to the technological advances of high-yield production. Their poverty even prevents from them accessing the most basic supplies such as fertilizers, pesticides, and basic machinery, in order to participate in production and marketing chains. This shows us the inequalities that rural women face and their reality directly affects the productivity of rural territories and the food security of the entire world.

Political underrepresentation is another aspect of this reality, in that it emphasizes the importance of women having childcare support services, and the importance of promoting collective childcare, as well as the possibility of accessing digital communication regarding their rights and their political reality, so that they can exercise their right to citizenship in decision making forums within rural areas. It is a fact that "rural"

women have less autonomy, voice, intervention, and decision making power in their family group, as well as fewer possibilities than men to be elected as representatives to most rural councils."

The World Economic Forum estimates that if the gender gap were to close, the gross domestic product (GDP) worldwide could increase by 25%, which amounts to USD 5300 million, which means that improving the economy through equal opportunities would ensure growth and greater equity.

The life of the rural women is also marked by limited access to adequate reproductive health services, health insurance, maternity leave, pension, or other guarantees. Furthermore, they work in unsafe conditions, their income is precarious and there is a high likelihood of them living their old age in poverty. The position of widows compounds this situation, as they lose their right to property or any benefit they would reap upon the death of their partner.

Agrarian reform has, for the most part, been directed towards male heads of household and policies for shared title ownership between women and men are not widespread, which would allow women to decide on the use of land and any investment that might be made. Even today, 102 of the 194 countries recognized by the United Nations Organization (UN) apply traditional laws or practices that deny women equal access to land.

The paradox is that women who receive an income are more likely than men to spend it on food and education for their children. Hence the inefficiency of discrimination accentuates poverty. The traditional assigning of gender roles relegates women to the ambit and tasks related to reproduction, ranging from the provision of energy resources to taking care of dependents. This causes them to be considered as secondary workers or assistants who supplement the income of the home or save resources, by replacing hired help and participating more in seasonal agricultural jobs.

Consequently, many rural women only obtain precarious and poorly paid jobs, which means that they become part of the group of "working poor", since their wages do not enable them to meet their basic needs,

in spite of the long working days. This situation increases the precarious situation of women and hinders their access to secure land ownership and social security.

This entire panorama shows that inequality is not only unjust, but is also inefficient, as it produces and sustains institutions that do not promote either productivity or innovation.





The main trends

The overview presented can be extremely discouraging; however, rural women continue to struggle constantly to change those living conditions and to influence policies and programs that better meet their needs and those of their families. It is not a matter of personal struggle, but a struggle for a better future for everyone.

There are successful examples of women throughout the world who are winning their daily battles and their medium-term battles, with a view to achieving, in the long run, the security of land tenure, diversified employment and involvement in various economic activities that enable them to improve their income and thus improve the living conditions of their families.

The role of **disaggregated information** by sex (qualitative and quantitative) that guides focused, evidence-based policies that improve the status of rural women is crucial. It is important to know how many they are, who they are, where they are and what activity they are engaged in, as well as to have information that sheds light on their customs, migration flows, job opportunities and access to land, productive resources, markets, quality public services, etc.

All the existing international mechanisms, such as the Sustainable Development Goals - Agenda 2030, agreements, conventions, and national public policies, should be combined with innovative programs and projects that promote significant changes that enable women to recognize their contributions, add market value to their working hours, and to have control over their resources. That empowerment has also been achieved by women who work in different ways and who, through savings and investment of their resources, have been able to become change agents and to participate in family and community decision-making.

There is need for a **transformational approach** in which efforts are made with other actors to guarantee women's rights, including the right to a life that is free from any form of violence, and to take into account their sexual and reproductive health, as well as their formal and technical educational needs. This is necessary in order to improve the lives of women and rural girls with respect to agriculture as well as food and nutritional security.

Among the trends identified is **digital inclusion**. The vast majority of rural women do not have access to digital communication. Many of them even have to manage resources in such a way as to provide energy to their homes in order to prepare food, and even collect water for use by their families.

This is compounded by the educational gap in rural areas, which means that it is imperative that proposals be developed that are directed towards young women and adult women to boost their capacities in the use of technology as a productive tool, to promote higher income generation and their inclusion in national, regional and international markets. The possibilities offered by mobile phones, the Internet, and the media, as well as educational radio, can facilitate greater participation by rural women in production, by increasing their access to markets and their conditions, to banking and its services, to organizational exchange and strengthening, and by improving the control and monitoring of their crops.

Furthermore, many women benefit from **financial inclusion**. For example, they may be able to make digital payments and to have a safe tool to control their family finances, reduce intermediaries, and improve their economic opportunities. This effort should focus on connecting women with banking and with a business vision that takes into account their reality, while abandoning traditional approaches that make them invisible or relegate them to a secondary role in production and trade.

The undeniable goal should be to design and provide women with new products and financial services that enable them to advance to a level beyond mere subsistence. Financial education and the incorporation of women into formal banking, given their specific considerations, are needs that should be fulfilled based on experiences that have taken place in various countries of the region, where they have been given financial education and technical training in order to strengthen their business initiatives and economic growth. This is essential for the economic empowerment of the women, and would result in the proper management of the resources that they generate from their agricultural or agroindustrial activities, or which come from remittances or conditional transfer programs that rural women receive.

Innovation is another trend that also finds expression in the daily life of the women who are developing important initiatives in areas such as seed banks, biofortification of food, and development of new climate change-resistant species, and which can ensure greater profitability. Additionally, they are engaged in climate smart agriculture and development of the bioeconomy.

Those women who are producing today, whether in family or community plots or through more high-tech enterprises, are incorporating agroecological approaches, are organizing themselves to sell their products in farmers' fairs, and are innovating and adding value to their products, thus making it possible for them to reach new markets and consolidate their place in rural development. Women have taken important and deliberate steps in the area of innovation with regard to sustainable tourism and handcrafts, since they apply their knowledge and ancestral techniques in order to generate new products and services that are gaining important ground in the new consumption trends.

Ancestral knowledge, seed conservation, and family orchards are key to taking care of agrobiodiversity, cultural value and food security, which are indispensable resources for innovation in bioeconomy. Women are developing varieties that are resistant to climate change and rich in nutrients in order to tackle invisible hunger.

Statistical inclusion is another aspect that is particularly important, since although there is relevant information on women and girls, there continues to be a lack of available information, broken down by gender, as well as of specific information on rural women and the diversity that this category encompasses. This make it impossible to monitor the progress of public policies or to design

other new policies that are tailored to and serve the needs of rural women. In order to improve the living conditions of women and the rural population in general—which would mean driving transformation processes to eliminate the ways in which inequality and inequity are reproduced—complete information on those differences and their causes would be required, which is something which is still outstanding.

The World Economic Forum, in its report on the global gender gap, points out that the gap in the political participation of women and men is 42%, and that the global gender gap in LAC could take up to 79 years to close, if policies are not modified to focus on reducing it. "The 2030 global and regional challenge calls on us to untie the knots of gender-based inequality. It will call on us to abandon so-cioeconomic inequality and exclusive growth and to embrace development approaches that guarantee substantive equality between men and women; and to move away from the rigid sexual division of labor and the unjust social organization of caregiving tasks towards a redistribution of time, work, and opportunities²."

It is also important to work to ensure collective progress in order to properly direct upcoming actions and to devise suitable indicators that measure the effectiveness of public policies and progress in fulfilling the national commitments of Agenda 2030.

We can conclude then that "women are capable of generating wealth and changing their environment. What is lacking is a development model, based on a comprehensive approach, tailored to the unique circumstances of rural women. It should provide them access to education, the development of entrepreneurial skills, credit and market opportunities, thus allowing them to develop production processes and chains, at the individual level, and as a group to generate collective wealth and an acceptable standard of living for themselves and for their community³." They must be guaranteed access, on equal terms with men, to all the resources and potential that the rural territories provide.

² Bárcena, A. 2019. Mujeres rurales y Agenda 2030 en América Latina y el Caribe: una mirada desde el mercado de trabajo. In IICA (Instituto Interamericano de Cooperación para la Agricultura). Luchadoras: Mujeres rurales en el mundo. 2 ed. San José, Costa Rica.

³ De León Escribano, CR. 2019. Mujer rural: la necesidad de desarrollo con mirada diferenciada. In IICA (Instituto Interamericano de Cooperación para la Agricultura). Luchadoras: Mujeres rurales en el mundo. 2 ed. San José, Costa Rica.





The way forward

The abovementioned statements place women at the center of this gender and rural women frame of reference, recognizing the key role they play in rural development and food security, despite facing inequality, bias and gender gaps. These issues prevent them from being the protagonists and beneficiaries of human and sustainable development.

The goal of this proposal is for IICA and its member countries to reaffirm their commitment to achieve the landmark Agenda 2030 and Sustainable Development Goals (SDGs), paying special attention to SDG 5, Gender Equality and Women's Empowerment.

In order to promote concrete measures, affirmative action and the use of instruments that are conducive to increased inclusion and equality for rural women in all development initiatives carried out in rural territories, as well as in local and international trade, food quality and safety standards, bioeconomy, productive risk management and climate change, we propose four (4) areas of focus for our work:

Generation of quantitative and qualitative data on gender relations, and the status and needs of rural women in Latin America and the Caribbean, aimed at highlighting their importance and the existing gaps.

The focus of this area is to measure, analyze and highlight the importance of rural women, their living conditions, inequalities and the discrimination they experience, as well as to understand how this affects their living conditions and the position of women and men. Understanding this will enable the development of affirmative actions that help bridge the existing gender gaps and will empower women to make economic, productive, social, cultural and political decisions.

Development and proposal of actions aimed at achieving the financial autonomy of rural women.

One of the main elements perpetuating unfair and unequal relations between men and women is the absence of an income of their own, failure to recognize the economic value of their work and the time dedicated to productive activities. For this reason, it is paramount to recognize and value the economics of caregiving, to allow more free time for women to invest in other areas. Likewise, efforts must be made to better position women in the financial dynamics of rural territories and to recognize the untapped potential of agriculture to promote changes in gender relations and income generation for rural women.

Incentives to include women in decision-making forums on rurality in general and agriculture, in particular, based on women's empowerment, with a view to building more inclusive and equitable dynamics.

IICA recognizes the importance of promoting and consolidating the active participation and leadership of rural women in women's organizations (groups, associations, cooperatives or production centers, savings and credit banks, agroindustries) as well as in mixed organizations (unions, guilds and federations). Additionally, women should be included in coordination platforms with rural stakeholders, such as territorial rural development councils⁴, which

14

⁴ These entities have different names, depending on the institutional structure of each country. For example, in Honduras and the Dominican Republic they are known as Grupos de Acción Territorial (Territorial Action Groups); in Guatemala they are called Núcleos de Gestión Territorial (Territorial Management Hubs); in Brazil they are called Colegiados Territoriales (Territorial Associations); and in Uruguay they are Mesas de Desarrollo Rural (Rural Development Committees).

constitute one of the main avenues for women to express their voice in discussion forums, and to propose and analyze public policy proposals.

Contribute to the development of policies and institutional innovation (public and private) for rural women at a national and international level.

It is necessary to mainstream the gender issue when developing public policies on competitiveness, rural development and the well-being of communities, to ensure that they translate into benefits for women and men. This requires an identification of affirmative actions focused on rural women, and involves the (re)organization, improvement, development and assessment of public policy management processes, aimed at ensuring gender equality at all levels and phases.



IICA's experience with rural women and gender perspective

IICA's work on the issue of rural women and gender began in the late 1980s and has formed part of its activities ever since. Some of the most important initiatives undertaken by the Institute are as follows:

Between 1990 and 1995, working in tandem with the IDB, IICA conducted a regional assessment with information from 18 countries on the true participation of rural women in agricultural and food production in the region. The work was carried out under the program "Analysis of Agriculture Sector Policy and Women Food Producers in Latin America and the Caribbean," which began in 1992 under this partnership.

In collaboration with the Swedish International Development Agency (SIDA), between 1993 and 1999, IICA executed several programs including the Regional Program for Joint Action on Communication, Gender and Sustainable Development, which promoted the use of specific communication and training tools to promote the coordination of communication, sustainable development and gender approaches in governmental and nongovernmental organizations involved in rural development in Central America. Afterwards, the Institute created the Hemispheric Program for Gender Equity and the Entrepreneurial Development of Rural Women (PADEMUR), to promote projects that afforded women access to productive assets. Another program was the Gender in Sustainable Rural Development Program, also in collaboration with the SIDA.

In the following decade, IICA promoted a series of actions in the countries and participated in region-wide joint actions with the United Nations Food and Agriculture Organization (FAO) and the Economic Commission for Latin America and the Caribbean (ECLAC), carrying out assessments and regional strategies. It also produced concept papers and technical notes on the relationship between the gender perspective and the territorial approach to rural

development. It launched the International Forum of Women in Agriculture, where it emphasized the role of rural women in food security and presented the document 'Policies to strengthen the contribution of women to agriculture and food security'. Furthermore, IICA promoted the design of the Central American Strategy for Rural Area-based Development (ECADERT), subsequently providing technical support for its implementation, which included the development of the cross-cutting area of focus of "Equity and social inclusion in rural territories." In addition, different seminars and events were organized to ensure the visibility of this issue.

In 2018, a new administration took office at IICA and has been championing the issue of gender and rural women in agriculture and rural territories. It is developing a reference framework on rural women in agriculture and rural areas and spearheaded the publication of the book "Warriors – Rural Women around the World: 28 Enlightened Voices", which features articles by recognized public figures and photographs by Sebastião Salgado. A joint initiative was implemented with Vogue Brazil magazine for the publication of a special edition on rural women in Latin America and the Caribbean, accompanied by a photographic exhibition - "The Soul of Rurality" – which was mounted with support from Vogue Brazil and other private firms.

The International Day of Rural Women was celebrated with simultaneous events held at Headquarters and several IICA delegations in member countries, laying the foundation for the discussion and promotion of public policies and technical cooperation actions that address the specific needs of rural women. The Institute also participated in the discussions of Women 20, serving as Co–Chair of the *Segmento de Mujer Rural* (Rural Women Segment) and helping to identify the challenges that need to be addressed and that are of strategic importance for the G20.



Definitions as a starting point

Two approaches

This strategy is based on two approaches in particular, which are described below:

Sustainable human development (SHD) approach^a

This combines two definitions (human development and sustainable development) into one concept. Sustainable Human Development (SHD), adopted by the international community, continues to evolve and be developed further through the different thematic conferences of the UN. In the Rio Declaration (1992), it was defined as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs." Thus, it incorporates the need to achieve environmental sustainability, considering the future of the planet and of humankind. The Copenhagen Declaration on Social Development and the Program of Action of the World Summit for Social Development (1995) established a new consensus on the need to place humankind at the center of the concerns with regard to sustainable development and the commitment to eradicate poverty, the promotion of full and productive employment, and the promotion of social integration

Gender perspective²

According the United to **Nations** Development Program (UNDP, 2004), the gender approach is a tool, an analytical category based on sex and gender variables, that makes it possible to identify the different roles and tasks that men and women perform within a given society, project, office etc., as well as the asymmetries, power relationships and inequities that exist, while taking into account diversity and individual differences. It also helps to identify the underlying causes and to formulate mechanisms to bridge the gaps, as it does not consider women or men to be the problem, but rather the social construct of relationships based on power and exclusion.

The gender approach also helps to explain and expand on aspects of the situation that had not been considered previously, and is applicable to all areas of life: work, education, the personal sphere, etc. Analyzing the situation from this standpoint makes it possible to develop a deeper understanding of development processes and to contribute to the transformation of inequity.

In addition to be a concept and a tool, gender is also a political option, because it highlights the fact that the situation is different for men and for women, with women being at a serious disadvantage. This compels us to work toward transforming the inequity.

⁵ Ministry of Foreign Affairs and Cooperation. 2007. Secretariat of State for International Cooperation. Directorate General for Development Policy Planning and Evaluation. Available for download (in Spanish) on October 18, 2018 at http://intercoonecta.aecid. es/Documentos%20de%20la%20 comunidad/Estrategia_G%C3%A9nero.pdf

⁶ United Nations Development Program.





Key concepts

Outlined below are the key concepts proposed in this gender and rural women strategy. As is the case with most definitions of this kind, these concepts are the subject of ongoing discussion, both internally and outside of IICA, which allow us to incorporate continuous improvements for the benefit of greater gender equity.

Gender

We agree with the definition proposed by the United Nations (UN) that gender "refers to the roles, behaviors, activities, and attributes that a given society at a given time considers appropriate for men and women. In addition to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, gender also refers to the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/time-specific and changeable. [...] Gender determines what is expected, allowed and valued in a woman or a man.⁷

Gender equity

A series of measures to compensate for historical disadvantages that prevent men and women from equally enjoying the benefits of development and having equal access to decisions, opportunities and power. A substantial part of gender equity is the identification and development of affirmative actions aimed specifically at women, with a view to offering them the same advantages that were historically enjoyed by men, due to their gender.

Gender equality

The acknowledgement of the fact that women and men must have equal rights, opportunities and conditions, thereby allowing them to realize their full potential in order to contribute to political, economic, social and cultural development.

Such equality does not mean that women and men are the same, but that their rights, responsibilities and

⁷ UN Women. Training Center. Gender equality glossary. Available October 18, 2018 at https://trainingcentreunwomenorg/mod.glossary/viewphp?id=150&mode=letter&hockG&sortkey=&sortorder=asc.

opportunities do not depend on whether they were born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men.

Empowerment

The process that leads to the attainment and development of capacities that enable people to access positions of authority and decision-making, and to gain control over their lives. This process leads to changes in the way people think, cultures, institutional structures, and the distribution of resources within organizations and societies. In the case of women, empowerment is essential

to ensuring changes in relationships and to rectifying the inequalities imposed, reproduced and exacerbated by patriarchy.

Gender mainstreaming

The process of assessing the implications for women and men of any planned action, policy or program, in all areas and at all levels. It is a strategy for making women's and men's concerns and experiences an integral part of the design, implementation, monitoring and evaluation of policies, initiatives and programs. Thus, gender mainstreaming ensures that women and men benefit equally from the development process or that at least inequality is not perpetuated.⁸

⁸ IUCN (International Union for Conservation of Nature), UNDP (United Nations Development Program), GGCA (Global Gender and Climate Alliance). 2009. Training manual on gender and climate change. San Jose, Costa Rica, Masterlitho. Available up to November 2, 2009, at https://portals.iucn.org/library/node/9396



Our mission

To encourage, promote and support our Member States in their efforts to achieve agricultural development and rural well-being through international technical cooperation of excellence.

Since its establishment more than seven decades ago, IICA has served as a bridge between all of its member countries, supporting them in their efforts to achieve agricultural development and rural well-being, as well as building channels of understanding through technical cooperation. In doing so, the Institute has continuously adapted to the evolution of agriculture in the hemisphere, by addressing its challenges and opportunities.

IICA's mission and vision are based on a number of values, including respect for political, economic, social, cultural and environmental diversity, as well as for gender equality and equity, which is promoted in its internal institutional management and in the technical cooperation it provides.

As part of its effort to achieve agricultural development and rural well-being, IICA has established four strategic objectives and five hemispheric action programs, described in its 2018-2022 Medium-term Plan (MTP)⁹, which lend uniqueness to IICA's vision; channel the Institute's programmatic actions toward the identification of cooperation actions through the design and implementation of projects; and provide technical advice and assistance to governments and other social and economic stakeholders involved in agricultural and rural life in the Americas. Additionally, the Institute has identified two cross-cutting issues: innovation and technology as well as gender and youth.

Within this framework, as part of the Institute's efforts to incorporate gender and youth as a cross-cutting issue in its institutional work, and in order to guarantee the effective and sustainable achievement of the proposed strategic objectives, the Institute has established this *Reference Framework for Gender and Rural Women* for the 2018-2022 period.

9 IICA (Inter-American Institute for Cooperation on Agriculture). 2018. Medium-term Plan 2018-2022. San Jose, Costa Rica. Available at http://opackoha.iica.int/cgi-bin/koha/opacdetail.pl?biblionumber=39054

The Reference Framework for Gender and Rural Women is the result of efforts and discussions with IICA technical teams throughout the hemisphere and international experts on the matter.





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