



**NO SECURITY  
WITHOUT FOOD SECURITY  
NO FOOD SECURITY  
WITHOUT GENDER EQUALITY**

**REPORT OF GOOD CONFERENCE  
18-20 SEPTEMBER 2002**

**Kappel am Albis, Switzerland  
Hosted by HEKS / Bread for All**

No Security without Food Security-  
No Food Security without Gender Equality

Report of APRODEV GOOD Conference  
Published April 2003-07-25  
Editor: Catherina de Kat-Reynen  
Final editing& production: Karin Ulmer

Comments, enquiries and requests for copies  
Of this report should be addressed to:

APRODEV  
Boulevard Charlemagne 28  
B-1000 Brussels  
Tel: 0032 (0)2 234 56 60  
Fax: 0032 (0)2 234 56 69  
Email: [aprodev@aprodev.net](mailto:aprodev@aprodev.net)  
Website: [www.aprodev.net](http://www.aprodev.net)

## TABLE OF CONTENTS

|   |           |
|---|-----------|
| Executive Summary.....  | 5         |
| Glossary.....   | 9         |
| Introduction .....  | 11        |
| Trade, food security and gender – biblical insight and encouragement<br>By Dr Christoph Stückelberger .....   | 12        |
| Case study from Switzerland.....  | 15        |
| <b>PART A: GENDERED DYNAMICS OF FOOD SECURITY.....</b>  | <b>17</b> |
| Gendered dynamics of food security at the household level<br>By Dr Anke Niehof.....   | 17        |
| Case study from India.....  | 18        |
| <b>PART B: IMPACT OF TRADE LIBERALISATION ON FOOD SECURITY<br/>AND GENDER RELATIONS .....</b>   | <b>20</b> |
| Effect of trade liberalisation on women’s and men’s livelihoods<br>By Marianne Hochuli .....  | 20        |
| Assessing the likely impacts of EU trade liberalisation on poor women and men -<br>a research initiative carried out in Zimbabwe<br>By Nonto Mugabe ..... | 23        |
| Workshop: Gendered effects of markets on food security .....  | 24        |
| Impact of the EU Common Agricultural Policy on food security in developing countries<br>By Dr Rudolf Buntzel-Cano .....                                   | 26        |
| A rights-based approach to food<br>By Anuradha Mittal.....  | 28        |
| Workshop: A rights-based approach to global agricultural trade and gender .....   | 30        |
| Case study from Mexico.....   | 33        |

|                |   |           |
|----------------|---|-----------|
| <b>PART C:</b> | <b>TOOLS AND FRAMEWORKS FOR MAINSTREAMING GENDER IN PROGRAMMES AND BUDGETS .....</b>  | <b>35</b> |
|                | Gender budget implications for food security and trade liberalisation<br>By Pethu Serote .....                                | 35        |
|                | Workshop: Applied gender budget initiatives to food security - challenges and lessons<br>learnt in South Africa .....         | 37        |
|                | Workshop: Mainstreaming gender into food security programmes - application of<br>frameworks to development interventions..... | 39        |
|                | Case study from Ethiopia .....  | 41        |
|                | Case study from India.....  | 42        |
| <b>PART D:</b> | <b>CONCLUSIONS .....</b>  | <b>43</b> |
|                | Synthesis and conclusions<br>By Clive Robinson.....   | 43        |
|                | Ways forward .....  | 45        |
| <b>PART E</b>  | <b>BACKGROUND INFORMATION.....</b>  | <b>48</b> |
|                | Presentation of speakers .....  | 48        |
|                | Participants list .....   | 50        |
|                | Table on selective activities on food security, gender and trade<br>By APRODEV agencies and partners .....                    | 54        |
|                | Reference list .....  | 58        |
| <b>PART F</b>  | <b>FULL PAPERS .....</b>  | <b>61</b> |
|                | Gendered dynamics of food security<br>By Dr Anke Niehof.....  | 61        |
|                | Mainstreaming gender into food security programmes<br>By Lyda Res .....   | 69        |

## EXECUTIVE SUMMARY

---

The APRODEV GOOD Conference set itself a tough task in selecting three themes, each with its own framework, and tracing the linkages between them.

In **food security**, the framework followed was of food availability, access to food and food utilisation, all in the context of livelihood security. The global, national and household levels of food security were taken into account, as well as the intra household level, as the household is often the arena of domestic competition for resources. Examining **gender**, the Conference recalled the productive and reproductive (including care) roles of women as well as their practical and strategic needs. Decision making, and the right to choice and to voice, for women and men, were seen as paramount. **Trade liberalisation** did not have a framework as such. But the analysis was based on the three main impacts of the Common Agricultural Policy and WTO policies:

- Dumping of cheap subsidised food from industrialised countries;
- Restricting the right of developing countries to provide their food producers with domestic support and protection;
- Limiting access by developing country exporters to the EU and other Northern markets.

The links between food security and gender were usually explicit: indeed, the Conference identified many shared values between the two, such as empowerment and self-determination. The links between gender and trade liberalisation were often implicit, based on the assumption that, if liberalisation damages poor countries, women will be among the first to bear the brunt of retrenchments resulting from adjustment measures taken in response to trade liberalisation.

## CONFERENCE FINDINGS

### Gender dynamics of food security

Food security needs to address gender dynamics *within* the household as unit of daily interactions of care for primary needs. Food security of the household and nutritional status of individual household members are outputs of household production, for which resources are needed as inputs. The uses of resources depend on intra-household variables, such as the intra-household division of labour and dependency relationships. Meeting practical and strategic gender needs depends on the power in decision-making of individual household members.

Women are key actors in achieving food security for their households. Because of their reproductive responsibilities and the tasks in the food system that ensue from these, women will evaluate resources and assets differently from men. They will have their own classifications and socio-cultural ordering of their environment, in which the underlying value is food security. Stating that the household food system is a female domain, it follows that food and nutrition interventions will have to follow women's own logic, knowledge, experience and strategies in identifying constraints and finding solutions.

### Trade liberalisation and gender equity

Food security cannot be discussed without putting it in a wider context of trade liberalization and gender equity and equality. Households need to be addressed as units embedded in a social, economic and political environment that reinforces or challenges unjust access to and control over resources.

Trade agreements are presented as gender-neutral; however trade, and economic policies are formulated within a social context that enables or disables women to gain access to and control over productive resources.

Women's realities, their key role and multiple responsibilities within the household and their communities in securing sustainable livelihoods are ignored at all levels of decision-making; this despite the fact that women are key contributors to food security, producing about 78% of food in most African countries.

Opening up of markets in developing countries for agricultural products generally results in massive pressure on local small tenant structures. Previously female-intensive staple food crops are put on export lists with men taking over control once this trade becomes lucrative - and women are left with no land or their labour exploited. Corporate export-orientated and agro-industrial monocultures lead to increased competition and privatisation of land, production of luxury commodities (shrimps, flowers, tobacco, etc). Women find themselves in precarious employment opportunities in the agro-industry sector. The highly protected and subsidised system of the Common Agricultural Policy aims at helping European farmers to become competitive in world markets, resulting in cheap subsidised exports of food. External effects of the CAP on development countries and gender relations are not taken into account by the EU. Yet, small scale and women farmers lose their market access at local and regional level as they are faced with highly competitive cheap agricultural imports. Their economic possibilities in traditional agriculture are severely reduced.

Food insecurity leads to the destabilization of local communities and family structures. One of its features is migration of men to urban areas and another is trafficking of women and children. Each trafficking of women and girls can be traced to food insecurity of women, leaving them with no other choice to secure the livelihoods of their families. The great risk of trafficking of women and children is the increased spread of HIV/AIDS. Trafficking is not happening in a neutral space, but uses illegal markets on which womanhood is sold as a commodity. This discloses the potentially violent nature of markets.

### **The human right to feed oneself**

The economic policy of free trade arrangements is built on the denial of human rights of the dispossessed and marginalised. Their right to food is on sale, their land, homes and livelihoods are jeopardized. Access to and control over resources are denied, revitalisation of local governing bodies and diversification of agriculture are undermined.

Dalit women farmers in India have fought for their right to produce and for autonomy over what to produce at local and sub-regional level, and have managed to achieve a comparative advantage vis-à-vis bigger or commercial farmers. They request that priority be given to food sovereignty for people and farmers, not only to nation states.

Civil society organisations in Mexico mobilise against the large-scale and genetically manipulated imports from the US which threaten corn production, Mexico's traditional and basic food crop providing secure livelihoods for Mexico's rural population. They request that priority be given to biodiversity and bio safety; if not, food insecurity will not be solved.

Research carried out by non state actors, including women's groups, in Zimbabwe argues that poor women and men need to be enabled to participate effectively in the trade debates to challenge their government's policy. The research asks what is needed to protect or increase their economic space and activities, and what needs to be put in place to equip poor women to compete effectively under free trade agreements.

Many grassroots and women's organisations see their rights to protect and preserve their livelihoods threatened by the major players at the negotiation tables, who rarely negotiate on behalf of small scale and women farmers. In view of the inaccessibility of multi-layered and distant power structures, they claim the right to opt out of liberalisation of agricultural trade.

### **Gender budgeting initiatives and gender mainstreaming of programmes**

Lack of food security has led many nations in the developing world to depend on food donations from affluent countries, which come with many sorts of conditions. Not recognising the important role and contribution of rural women to the economic development of countries has led not only to their marginalisation, but also to the gradual erosion of the prime source of food security and sustainable development.

Policies need to be translated into gender-sensitive and gender specific project design of food security programmes. Programmes should build on women's knowledge, their self-determination, their right to access and control natural resources and on women's *and* men's responsibilities. Gender budget initiatives in South Africa have engaged in budget analysis of allocation of national resources to bring about gender redistributive policies and practices.

Food security is an achievable goal, but it cannot be realised if half the world population is left without any means and is not allowed to fulfil its potential to contribute to sustainable development or to enjoy its benefits. "Mainstreaming budgets into gender" calls for a rational allocation of resources to those who produce more than half of the world's food, instead of pushing them off their lands and leaving their local markets without any protection against unfair competition.

## RECOMMENDATIONS

### ▪ **Develop an analytical framework on linkages of gender, food security and trade**

A solid analysis of gender dynamics and impacts must be the starting point for an analytical framework, which seeks to clarify the relationship between gender, food security and trade. Factors need to be identified which affect women and men, girls and boys differently. Linkages between individual, household, community and national food security need to be elaborated. The effects of change of trade arrangements at macro and micro level and their impact on the livelihoods of women and men need to be addressed. Case studies should be used to provide evidence on how trade is impacting on food security and gender disparities at micro level and as a result provide a reality check at grassroots level. Alternative models are voices of vision and hope, which are urgently needed. However, case studies and alternative models cannot stand on their own, but need to be embedded in analytical frameworks and strategies which address micro and macro level policies.

### ▪ **Raise moral and ethical voices on agricultural production**

Food is an important part of our way of living, the essence of who and what we are. Agricultural production is about secure livelihoods and about "sustainability of farming and life". The definition of our relationship to food should not be left to agro-business, commercial farmers and Trans-national Corporations (TNCs). Women should be recognised as leaders in challenging the global marketing of the human right to feed oneself, and not be seen as "burden carriers". Grassroots women should reclaim the lead in the quest towards a responsible, moral approach to food production. Church and faith based organisations are called to take a lead in moral and ethical discussions on "our daily bread".

### ▪ **Reinforce and complement each other**

New networking efforts are needed to link the development, social, environmental and women's movements or peasant organizations and increase our constituency. These efforts should be based on our search to complement each other with respect for our differences, not to discriminate against each other. The relationship between donors and partners or NGOs has to be such that they reinforce each other in international negotiations and bring vital discussions onto the global arena.

In view of current famines in Southern Africa and other food aid needs, more cooperation and dialogue is needed between APRODEV agencies on development and emergency work.

## PROPOSAL FOR ACTIONS

- **Build up broad campaigns on dumping and TRIPS:** The Conference identified a clear consensus and priority on campaigns on dumping and subsidies issues. This should go hand in hand with capacity building for partners and agencies to understand the complex issue of dumping. There was also consensus on campaigns on seeds and transgenic food (TRIPS). In

particular, church and faith based organizations should raise their voice on the moral and ethical issues in this debate.

- **Call for an impact assessment of CAP on developing countries and gender equity:** The external impacts of the Common Agricultural Policy on developing countries and gender equity are not addressed in the reform process of the CAP. The EU should be held accountable on its commitment made in Johannesburg to take global sustainable development into account in its reform of the CAP.
- **Address links of gender, aid and trade:** More analysis is needed to identify the links between trade and aid and the impact on gender equality. Within ACP-EU development cooperation practice, women have been largely marginalised and a small group of men have been the main beneficiaries. Annual income from trade arising from preferential access to EU markets often provides an income transfer greater than the annual aid allocation to a country under the EU-ACP Cooperation Agreement. Trade benefits and aid should be used to enhance the capacity of poor women and men to engage effectively in economic activities. The lack of effective gender mainstreaming and budgeting, which would facilitate more rational distribution, should be considered further on the basis of case studies of some selected countries.
- **Mainstream budgets into gender:** Gender budgeting is an extremely important tool to address increasing gender gaps and lack of progress made on effective gender mainstreaming. With increasing budgetary support by the donor community, accountability of the use and outcome of budget support needs to be requested. Work done by APRODEV on EU aid programming and budgeting, monitoring of gender aspects in budgeting at EU level should be complemented by existing efforts of partners on gender budgeting in their country.



## GLOSSARY

---

|                                |   |
|--------------------------------|---|
| Agenda 2000                    | In 1999, the European Council agreed on the Agenda 2000 reform of the Common Agricultural Policy (CAP), a new and important step in the agricultural reform process. Agenda 2000 gives a concrete form to a European Model of Agriculture, aiming at preserving the diversity of farming systems throughout Europe, increased market orientation and competitiveness, food safety and quality, stabilisation of agricultural incomes, integration of environmental concerns into agricultural policy, development of vitality of rural areas, simplification and strengthened decentralisation. |
| Agreement on Agriculture (AoA) | One of the Uruguay Round agreements signed by governments in 1994 at the Marrakech Ministerial. It sets in place rules for agricultural trade for all WTO members. Its implementation period was five years for developed countries and ten for developing.   |
| Amber Box                      | Payments and subsidies paid to producers that were to be reduced, but not yet eliminated. These measures are based on the Aggregate Measure of Support (AMS), which is a cash equivalent of total government support for agricultural producers, including both direct and indirect spending (for example input subsidies and price supports). The AMS excludes certain kinds of spending that is exempt under various articles of the Agreement on Agriculture.  |
| Blue Box                       | The result of an agreement between the US and EU in 1992 that broke the deadlock in the Uruguay Round negotiations. Article 6.5 of the AoA allows countries unlimited spending for direct payments to farms, as long as these are linked to production-limiting programmes based on fixed areas and yields, or per head of livestock. Ironically, government support to limit production is allowable, while many forms of government support to increase production are not, even though that is precisely what is needed to tackle food insecurity in many developing countries.              |
| CAP Mid-Term Review            | The European Commission adopted the Communication on the Mid-Term Review: Towards Sustainable Farming (July 2002). The Communication provides an assessment of the evolution of the CAP reform process since 1992 and makes proposals on further reforms. It is called the Mid-Term Review because Agenda 2000 covers the period 2000-2006.   |
| Development Box                | Measures proposed to give developing countries the flexibility needed to enhance domestic agricultural production for home consumption and to take other measures needed to ensure food security, protect farmer livelihoods and reduce poverty.  |
| Doha Agenda                    | The November 2001 declaration of the Fourth Ministerial Conference in Doha, Qatar, provides the mandate of negotiations for a wide range of subjects and other work, including issues of implementation of the present agreements. The negotiations include those on agriculture and services which began in 2000. A number of other issues have now been added. The declaration sets 1 January 2005 for completing all but two   |

issues. Progress is to be reviewed at the Fifth Ministerial Conference in Cancun, Mexico, on 10-14 September 2003.

|                  |  |
|------------------|--|
| Dumping          | Occurs when goods are exported at a price less than their normal value, generally meaning they are exported for less than they are sold in the domestic market or third-country markets, or at less than production cost.  |
| Food security    | All people, at all times, having physical and economic access to sufficient safe and nutritious food for an active and healthy life.   |
| Food sovereignty | The right of countries and peoples to define their own agricultural and food policies which are ecologically, socially, economically and culturally appropriate for them.<br>(see <a href="http://www.voiceoftheturtle.org/library/viacampesina.php">www.voiceoftheturtle.org/library/viacampesina.php</a> )   |
| Green Box        | A list of domestic payments in the AoA that are exempt from the AMS (Amber Box) calculation. The Green Box list includes payments linked to environmental programmes, pest and disease control, infrastructure development, and domestic food aid (paid for at current market prices). It also includes payments to producers that are not linked to changing levels of production (so-called decoupled payments) and government payments to income insurance programmes. Also exempt from AMS commitments are levels of spending on the agricultural sector and on particular commodities that fall below a specified ceiling – the so-called de minimis levels, which are 5 per cent of the total value of production of that crop for developed and 10 per cent for developing countries. |
| Red Box          | Measures outlawed by the Agreement on Agriculture. For example, non-tariff measures such as variable levies had to be replaced by tariffs in a process known as “tariffication”.   |
| Right to food    | The right to adequate food is a fundamental human right firmly established in international law. This right flows from the Charter of the United Nations, the Universal Declaration of Human Rights and the International Covenant on Economic, Social and Cultural Rights (ICESCR) of 1966 and has been reaffirmed in many pronouncements of the international community over the last fifty years.   |
| TRIPS            | WTO Agreement on Trade Related Aspects of Intellectual Property Rights, aimed at establishing minimum standards of intellectual property rights’ protection for all products and services, covering copyrights, trademarks, geographical indications, industrial designs, integrated circuits, patents and trade secrets (Marrakech, 1994).  |

## INTRODUCTION

---

Women account for 70-80% of the work on agriculture and food production in Sub-saharan Africa, and 60% in South and Southeast Asia. Policy makers fail to recognise the central role played by women in food production and the nutritional well-being of the family and community, as well as the particular impact of trade liberalisation on women. This has led not only to women and rural communities being marginalised but also to the gradual erosion of the prime source of food security and sustainable development.

Current schemes of trade liberalisation often impact negatively on food security through increasing competition of already scarce resources. Further marginalisation of small-scale farmers accentuates gender inequalities by pushing poor and women farmers into the backyard economy and by reducing their local market space. People everywhere lose control over their means of survival, and become dependent on world market forces of trade and finance. They are excluded from progress, by being first integrated into the world market and then alienated from their means of survival. The increasing number of undernourished people proves both the lack of political will and the failure of the markets. The scope of local and national governments to secure the right to food depends increasingly on rules of future liberalisation of agricultural trade.

A large number of countries are beginning to lose ground in terms of food security. Many already depend on international food aid to cover their nutritional supply, and foodstuffs are becoming increasingly a strategic resource for foreign policy. Societies, which ignore the most basic need of food and deny access to resources and entitlements, create a fertile ground for local upheaval, undermining national and international systems of security. *And women are asked to produce heroes, not fathers or citizens.*<sup>1</sup> “A human group that feels permanently excluded from the bare necessities of existence, preyed on by the market and by modernity, will finally turn upon its predators, resorting to varied forms of treatments ranging from delinquency to terrorist fanaticism.”<sup>2</sup>

### **No security without food security – No food security without gender equality**

APRODEV agencies have a longstanding involvement in food security programmes, which increasingly include advocacy activities addressing issues such as export orientation and integration into the world market, the impact on food security and local subsistence economies, production and marketing of organic products, land reform, protection of biodiversity, access to resources and root causes of injustice and poverty.<sup>3</sup>

In 2002, a number of Aprovev agencies started working together in a Joint Advocacy Project “No security without food security”, focusing on issues related to EU trade and food security policies from a gender perspective. Major areas identified for joint cooperation are the reform of the Common Agricultural Policy of the EU with the aim to eliminate all forms of export dumping, more flexibility for developing countries to protect and support their food system, and improved market access for developing countries agricultural exports to the EU.

It was in this context that the GOOD conference chose the topic of “No security without food security – No food security without gender equality”. The objective of the 2002 APRODEV GOOD Conference was to examine the links between trade, gender and food security, and to use these new insights to find ways to ensure the human right to food security. How gender affects food security and the gendered impact of trade have both been important topics of research and discussion, but it is a new challenge to identify and attempt to influence the links

---

<sup>1</sup> APRODEV GOOD Conference on Gender and Violent Conflict (2001)

<sup>2</sup> Oswaldo de Rivero, *The Myth of Development* (2001)

<sup>3</sup> See table on policies and practice in APRODEV agencies in the annexe

between all three themes. This Conference represents a first step, but more work is still needed to incorporate the results into programming, advocacy and decision making at all levels. The scope of the Conference was limited to the trade in agricultural products as they have the most direct effect on food security in developing countries.

In keynote speeches and workshops the Conference looked at gender dynamics of food security, trying to explore linkages between the macro, meso and micro levels. Concepts used were the right to food, livelihood systems and gender budgeting. A focus was on the EU position on future trade liberalisation of agriculture and its likely impact on local tenant structures, with a majority of women farmers. Various tools were presented for mainstreaming gender in national budgets and intervention programmes, with the specific emphasis on promoting food security. Case studies illustrated the concrete effects of free trade agreements on developing countries, as well as possible steps that can be taken to help strengthen local capacities and men's and women's empowerment. A group of panellists were invited to present their views on the outcomes of the conference and to suggest ways forward.

Partners from the South highlighted the importance of providing a multilateral forum to enhance cooperation among diverse actors and the APRODEV network, and to allow the amalgamation of different viewpoints. The distinguishing church-related character of the agencies underlies the issue of morality and ethics, something urgently needed in this debate. It was suggested that many groups could be united to find an effective way to deal with the specific issue of dumping and to lobby the EU to effectively reform the CAP agreement. Important issues that need more attention are: corporate dominance in trade negotiations, the accuracy and meaning of the terms we use in the trade debate, the importance of biodiversity, and the devastating effect of dumping practices on the livelihoods of small farmers and rural communities.

## **TRADE, FOOD SECURITY AND GENDER – BIBLICAL INSIGHT AND ENCOURAGEMENT**

---

*By Dr. Christoph Stückelberger, Director, Bread for All*

*“For you have taken my silver and gold... You have sold the people of Judah and Jerusalem to the Greeks. Your revenue was the grain of Shihor, the harvest of the Nile”.*

*“But your merchandise and wages will be dedicated to the Lord. Your profits will not be stored or hoarded, but your merchandise will supply abundant food and fine clothing for those who live in the presence of the Lord.”*

*Source: Joel 3.5-6; and Isa.23.18*

### **Unfair Trade Leads to War and Oppressive Security Systems**

After the fall of Tyre, the farmers in Tharsis were encouraged by the prophet Isaiah to replant their land, to overflow the land like the Nile instead of producing beaten silver and iron for the trades in Tyre.

### **Tyre – a Global Trade Centre: From Flourishing Trade...**

The Phoenician city of Tyre, with its two ports on the Eastern rim of the Mediterranean, was one of the major trade centres in Old Testament times. The main period of long-distance trade lasted from the second half of the 8<sup>th</sup> century to the first half of the 6<sup>th</sup> century BC. From Tyre,

trade routes led deep into the Arabian heartland and as far as China, North Africa, Spain and the Mediterranean islands. Even in the ancient Orient, long-distance trade produced prosperity and growth. The prophet Ezekiel worked in exile in Babylon from about 597 to 571 BC. He interpreted Tyre's trade in theological terms. The Book of Ezekiel (27.3-28.19) in the OT details the goods and trade routes and praises them in all their splendour. In 585-573 BC the city had to capitulate before Nebuchadnezzar II, and in 332 BC, it was conquered and razed by Alexander the Great. Ezek. 27 bemoans the sinking of the grand ship of Tyre and names two causes for the decline of flourishing trade. First, the king, owing to his trade successes, turned himself into a God: "your heart has become proud in your wealth. [...] you compare your mind with the mind of a god" (28.5-6). Second, the king abused his trading power for the purpose of exploitation: "In the abundance of your trade you were filled with violence and you sinned" (28.16).

### **...to Oppression**

King Solomon, too, was a trader. He partially owed his power to his policy of occupying significant trade routes and controlling them by military means (II Kings 10.15). This confirms the natural affirmation of world trade, i.e. long-distance trade that goes beyond domestic trade; yet it also indicates Solomon's dangerous proximity to pure power politics. Trade agreements were a matter of course even in those times, for instance between Israel's King Ahab and Damascus (I Kings 20.34). The slave trade, an offshoot of trade proper, particularly from Tyre, was heavily criticised in the prophetic tradition: "For you [Tyre] have taken my silver and my gold [...]. You have sold the people of Judah and Jerusalem to the Greeks" (Joel 3.5-6). Tyre "delivered entire communities over to Edom" (Amos 1.9). Moreover, there is criticism in the Bible that profits are made particularly from trade and do not sufficiently accrue to producers. The merchants of Tyre's neighbouring trading city, Sidon, also brought home riches: "Your revenue was the grain of Shihor, the harvest of the Nile" (Isa. 23.3). Trade brought wealth and an increase in economy, but it also brought oppression.

### **Oppression of Women and Violation of Food Security**

The "wise" King Salomon forced the non-Israelite men to work for him to build his temple and serve on his fleet of ships (I King 9.21 – forced labour without sufficient payment). We can imagine that the women were left alone at home to do the agricultural work and to guarantee food security.

The farmers in Egypt were exploited; their food production was sold too cheaply. International trade of agricultural goods was the reason for the wealth in Tyre and the poverty in Egypt.

Wealth inequality also led to extreme forms of polygamy. It is reported that King Salomon had 700 wives and 300 concubines (I Kings 11.3) whereas poor farmers could not afford to have one wife and to feed a family.

Unfair trade leads to war and oppressive security systems.

### **Fair Trade and Modest Faith as the Solution**

After the destruction of the trade metropolis of Tyre – according to the prophet Isaiah – there will be opportunity for fairer trade.

Tyre's "merchandise and her wages will be dedicated to the Lord; her profits will not be stored or hoarded, but her merchandise will supply abundant food and fine clothing for those who live in the presence of the Lord" (Isa. 23.18).

After the fall of Tyre the farmers in Tharsis in Spain were encouraged by the prophet Isaiah to replant their land, to overflow the land like the Nile in Egypt (Isaiah 23.10) instead of producing beaten silver and iron for the traders in Tyre (Jeremiah 10.9). "Food security first" was the

slogan of the prophet 750 years before Christ! He showed a way in which just trade can contribute to food security and gender justice.

The most important issue for this new trade policy was to accept the limits of human action. Traders are not like Gods! They have to accept democratic control. Fair trade is rooted in the faith in God as the enabling creator, the liberating and limiting power and the reconciling Christ. In this point the gender perspective means that men and women are called to strengthen together their faith in this liberating God.

### **Jesus: Overthrown Merchant Tables in the Temple**

This faith is also the basis of the trade vision in the New Testament. Trade is regarded as a matter of course as much as in the Old Testament. The New Testament's appeal to change our ways means turning towards God and to the justice of His kingdom. It is in this *spiritual* perspective – in the sense of a perspective that is oriented towards God and thus towards fellow human beings in a new manner – that Jesus' casting out of the money-changers from the Temple, which is reported in all four gospels (Matt. 21.12 par), may well have to be seen. In this manner, Jesus directs trade back to its justified but also limited position on the way towards liberation and salvation. Once the view of God and His kingdom of justice is no longer obstructed by the merchants' tables, trade can again be an instrument in the service of justice.

The *prophetic* call for fair trade is renewed in the Epistle of James: "Listen! The wages of the labourers who mowed your fields, which you kept back by fraud, cry out. [...] You have condemned and murdered the righteous one" (James 5.4-6). Then again, trade is always seen in the *eschatological* perspective – i.e. the perspective that takes into account the final things – of the coming kingdom of God. The parable of the money placed in trust until the return of the king (Luke 19.11-27) makes this appeal: "Do business with these until I come back." (13). The natural activities of this world are supposed to be continued, yet not in one's self-interest but in the service of God. This eschatological perspective casts doubt on putting one's trust in possessions (which are the result of trade) and so relativises the importance of trade for a life full of meaning and hope. Thus the Epistle of James warns: "Come now, you who say, 'Today or tomorrow we will go to such and such a town and spend a year there, doing business and making money.' Yet you do not even know what tomorrow will bring" (James 4.13f). In the *individualised* view of the virtues catalogued in the NT, the "sanctification of life" does not only extend to relations with the family, with husband or wife, but also to professional ethics, for instance "that no one wrong or exploit a brother or sister" (I. Thess. 4.6). In Revelations, there is a drastic description of the merchants' despair and the futility of the magnificent trade ships as a result of the decline of Babylon (Rev. 18.9-19).

### **Summarising observations**

1. Trade, both domestic and long-distance (international), is regarded as natural and affirmed as a matter-of-course reality in the Bible. Long-distance trade was an important motor for growth/prosperity even in the times of the ancient Orient.
2. Then again, the texts reveal the transitoriness of trade relations – flourishing world trade centres have always come and gone – and the various dangers arising from their abuse. The prophets reveal the tightrope walk of trade: it is judged as favourable, but at the same time criticised if it is associated with expectation of salvation. The prophets revealed the limits of global trade.
3. In biblical terms, trade is fair if it
  - is not abused for purposes of power politics (Ezek. 28.6),
  - does not oppress and exploit anyone (Ezek. 28.16) - women in particular are victims of this exploitation,
  - deals in goods, but not in people, i.e. slaves (Joel 3.6; Amos 1.9),
  - grants producers a fair wage (Isaiah 23.3),

- admits of redistribution, and of fair and widespread profit participation (Isaiah 23.18).
4. The texts in the New Testament place trade, like any other activity in life, into the perspective of the kingdom of God and his justice. This is also the yardstick against which trade must be measured.
  5. Unjust and unfair trade destroys lives. Just and fair trade enhances life. So direct and simple – despite all the detailed differentiation – is the biblical ethic of trade.

## CASE STUDY FROM SWITZERLAND

---

### Food security, gender and trade in the Monastery of Kappel am Albis

*By Christoph Hürlimann*

The building in which this Conference is hosted is over 800 years old. Four different historical periods determined the life of this location. Each period has brought signs of justice and injustice or selfishness. The understanding of injustice changed over the course of time. Until the beginning of the 19<sup>th</sup> century, justice in this place meant to give bread to everybody and sometimes clothes in winter. The French concept of “l'égalité” became an ideal only with Napoleon entering this country. But the first success was painful. And voting only came to Switzerland 165 years later. Nevertheless, every period was trying to realise some bits of justice.

**12<sup>th</sup> Century – the Cistercians.** The first period started in 1185 when Cistercians came to this place. They lived according to the rule of the Holy Benedict. During this peak a very important chapter was dedicated to hospitality. This chapter says that the abbot has to break the fast to dine with the guest. Hospitality was at those times of great importance for the monastery. The monasteries were the hotels of the Middle Ages. Hospitality was offered to pilgrims and to the poor. In this place, you did not get any meat as a guest. The Cistercians lived as vegetarians. But you got some fish. To the East of the monastery was a fish pond. You got some wine too. The cellar in which you are dining was the wine cellar. A vineyard was to the South. For social life in this region another thing was very important. The Cistercians had to earn their living by their own hands. They worked in the garden and in agriculture. As they came originally from Burgundy, a very rich place at that time, they brought a highly developed experience in agriculture to this place. It was a kind of help for the development of the region. The noble families brought the monastery to this place to develop the region. By looking for a monastery they did a good thing for this world and at the same time they looked for a better life after death. During the Middle Ages, everybody had to pay more and more for the post martial life of the noble families and at the same time for the life of the church and the monastery. This was one of the roots of the Reformation. As we see it today, monasteries brought at once justice and injustice to the region.

**16<sup>th</sup> Century – the Reformation.** 1527, during the Reformation, the monastery of Kappel was closed and then the bailiffs of the City of Zürich lived here. They held the former monastery for another 300 years. They had a good life, but at the same time, they had the duty to care for the population. In 1525, Zwingli and the Council of Zürich had passed new social laws, according to which everybody had the right to sufficient bread. Zwingli had the intention to install something like a government of God in Zürich and all over Switzerland. Social justice was very important for him. From 1527 to the 19<sup>th</sup> century, this place was transformed into a bakery to make bread for hungry people. The bread of Kappel was distributed in this region and to the left river of the lake of Zürich. Each Saturday the bread was taken to the places and on Sunday morning it was distributed after the service in the church. The fish pond of the Cistercians was now the mill pond of the bakery. The bread was made of dinkel and oats. Every week, 400 loafs of bread were produced. The midwife and poor women in childbed got bread, wine and money. The teacher got grain and money. The buildings of the former monastery served as a logistic centre for a welfare institution. The book-keeping shows us the details. We have even the names of the persons who got the bread. For example, in Bonstetten was a woman with two children whose husband was at war for the French King. The Rev. Ekisendanger wrote to Kappel that the woman was only earning 9 Batzen a week. She got three loaves of bread from Kappel on a weekly

basis and 1 Franken. The question “money or clothes” was often discussed. But it was not possible to change from clothes to money. The guild of shoemakers in Zürich wanted to deliver the shoes and claimed a monopoly and fought against the freedom of buying shoes. The ‘Almosenordnung’ of 1525, which was practiced in Kappel for 300 years was in one way a good thing. At the same time the application was fairly cruel. When poor people needed bread they had to go to the baptism font in church when the community was still in the church. It was an educational humiliation.

**19<sup>th</sup> Century – Napoleon enters Zürich.** When Napoleon entered this country, laws changed in Switzerland. In 1799 the last loaves of bread (15,323) were delivered to the places of the region. The Canton of Zürich was installed and the Bailiffs had to return to the City. A new period began. In 1836, an old peoples’ home was opened in the monastery of Kappel. The house had a new function for another 150 years. What about justice and injustice for the habitants of the home of these years? In the 19<sup>th</sup> century, the press became more and more important. On 10 September 1893, an article appeared in the newspaper in Zürich (“Neue Züricher Zeitung”) reporting a protest of the government of Glasgow challenging the government of Zürich by saying that food was very bad in Kappel and that habitants of the institution were beaten by the manager. The government of Zürich made an investigation without any result. Not only journalists were now looking at Kappel. In 1882 an inhabitant of the institution wrote a letter to the President of the Swiss Federation. In this letter he wrote: “Before the doctor comes you can die 490 times. The minister never comes, living just beside the institution. The manager beats everybody who tries to escape.” The history of the institution shows on the other side that there was a lot of traditional ‘bienfaisance’ to improve the life of the inhabitants. For example, the descendants of Dr. Frei gave 4000 Franks to the institution to hand out sausages to the inhabitants twice a year. A ‘Pauline Esther Fond’ was dedicated for a good meal on Ascension Day.

During the 19<sup>th</sup> and 20<sup>th</sup> century things changed more than during 650 years from 1200 to 1850. Social welfare and social justice became increasingly the duty of the state. Consequently, 30 years ago, we had to look for the fourth time at the use of the old buildings of Kappel.

One thing at the end: Yesterday, the Swiss Federal Parliament voted for a new law stating that animals, until now considered as objects by law, are no longer things but real subjects. This shows you one thing, which we try to respect these days in Kappel: respect for the creature. Justice is extending to animals, to plants, even to water, air and the earth. The organic kitchen and garden of the house is a contribution to this extended justice. And the former fishpond and millpond are now used as the pond of the fire brigade of Kappel.



## **PART A: GENDERED DYNAMICS OF FOOD SECURITY**

### **GENDERED DYNAMICS OF FOOD SECURITY AT THE HOUSEHOLD LEVEL**

*By Dr. Anke Niehof, Lecturer, Wageningen University, The Netherlands*

*Anke Niehof's presentation is based on the definition of food security as "People's access at all times to sufficient safe and nutritious food for enjoying an active and healthy life." <sup>4</sup>*

This definition includes the dimensions of food availability, access, and nutrition and health. In these, both activities and resources play a crucial role. The gendered nature of the dynamics involved is illustrated in the gendered division of labour (activities) as well as in gender-differentiated ownership of and access to resources and assets.

To make food security more tangible, the level of the household is chosen as the level of analysis. In the model of household food security, food security of the household and nutritional status of individual household members are seen as outputs of household production, for which resources are needed as inputs. The model allows looking at external relationships of the household and use of resources as well as looking into the household and assessing the importance of intra-household variables, such as the intra-household division of labour and dependency relationships. Gender roles are analysed by using the concepts of practical and strategic gender needs. The latter type of gender needs addresses issues of decision-making and empowerment.

#### **Implications of Women as Key Actors in Achieving Food Security**

Within households, women are key actors in achieving food security for their households, because it is part of their reproductive role. Because of the fact that the household functions as a unit of consumption, women's reproductive role extends to food and nutrition security of the household as a whole and is not confined to that of their children. Production of household food security and nutrition comprises a number of interrelated activities: food crop cultivation, food procurement, collection or exchange, food processing and preparation, and, finally, distribution so that it may be consumed. Almost all these activities are delegated to women. Obtaining or accessing resources to be able to carry out these activities is also women's business. From this, a number of practical gender needs arise. Environmental and social constraints that impede women in getting access to enough resources to carry out all their tasks in the food system create severe problems for women in fulfilling their reproductive responsibilities and may jeopardise their children's nutrition.

#### **Implications**

- Because of their reproductive responsibilities and the tasks in the food system that ensue from these, women will evaluate resources and assets differently from men. They will have their own classifications and socio-cultural ordering of their environment, in which the underlying value is food security.
- If the household food system is a female domain, it follows that food and nutrition interventions will have to follow women's own logic, knowledge, experience and strategies in identifying constraints and finding solutions.

---

<sup>4</sup> Definition used by the World Bank (Maxwell and Frankenberger 1992)

- Important practical gender needs faced by women in poor rural areas often do not relate directly to food, but rather to lack of resources.

Lack of wood fuel, or another source of energy, and inadequate access to clean water have a double effect on women's ability to carry out their reproductive role. The first one is the direct effect on household food security and nutrition. The second is the effect on women's time, through which their own health and capacity for care labour are affected, and which thus – indirectly – affects household food security negatively.

### Practical versus Strategic Gender Needs

It is clearly important to address these practical gender needs, but is it enough? Is it necessary to go further to solve their strategic needs (resulting from women's subordinate position), i.e. to bring about a change in the division of labour?

The option of enhancing the reproductive role of men does not seem to be a very feasible one, and will not necessarily be favoured by women. The option of enhancing women's productive role seems more promising, especially because research has shown that having an income of their own empowers women. However, the feasibility of this option depends on the extent to which women's practical gender needs are met, which closes the circle. Clearly, it is immensely important to invest in female human capital, in women's education and health, not only for women themselves but also because of its positive impact on child health and nutrition. But these objectives can not be achieved unless we at the same time do something about the practical problems and constraints women face in carrying out their reproductive role, which for the women concerned constitutes everyday reality. **Interventions must therefore work through structures that exist in the environment of the household.**

## CASE STUDY FROM INDIA

---

### Food security as livelihood security and changing land tenures

By Neelima Khetan, Seva Mandir, India

*Seva Manir is an NGO which has been working in the Udaipur district of Southern Rajasthan, India, since 1966. It aims to strengthen sustainable livelihoods of village communities; enhancing local capabilities to achieve well-being in terms of health, education and gender-equal relations; and to create autonomous and stable village-level institutions. For the last two decades, a gender programme has been implemented, including capacity building, leadership development, awareness building, income-generating activities, child and health care, and gender sensitisation.*

The organisation supports a demand-driven agenda for development from within the village communities. It emphasises ownership of citizens to take responsibility for their development and engage in problem-solving activities, enabling them to take advantage of opportunities offered at state level. Seva Mandir focuses on land distribution and promotion of transparency, respect, and equal power relations in their community-based work.

**From State to Collective Ownership of Land.** Although once well stocked with forests, most of the abundant hills in the Udaipur district are now depleted and covered with rocky soils. 70% of the land is publicly owned and only 27% is private. The low-lying areas are used for agricultural production. Public lands are illegally encroached upon by individual farmers, so land ownership is severely contested. Most of the public land is being used by politicians to extend their patronage. Thus, the more powerful farmers have encroached on the better lands. There is little evidence of traditional land tenure systems; and the few communal plots that do still exist are generally the worst managed and most depleted. Agricultural productivity is low, because there is very little irrigation and because of the depletion of the higher areas. The district's productivity rate is only 50% of the national average. The district's literacy and health standards are

also low. Household income is mostly generated from wage labour because of the low productive capacity of the land. The average size of a land-holding is one hectare.

Until recently, property was very much state owned and managed, but eventually the state started realising the disadvantages of this system and it made a radical shift in land policy. Forest management was completely decentralised and policy limitations related to land ownership were removed. In the late 1980s, there was a lot of excitement among NGOs about this new direction taken by the government.

**Encroachment of public land.** Unfortunately, after 25 years of experience working in 500 mostly tribal villages, Seva Mandir has seen only limited positive change. Progress in releasing public lands to the poor has been very slow. Even where ownership has been transferred to the village level, collective and sustainable management of land has not occurred for many reasons.

**One critical constraint is the imbedded power relations.** The encroachment of public land entails an unequal power relation. Rather than having horizontal ties of solidarity, the farmers have stronger vertical ties of dependency. Even though the state changed its policies and offered villagers incentives to move to community-owned plots, it has not been easy for the farmers to shift from an individual connection to the land to a communal system. They have no reason to trust others act in solidarity and they do not have a stake in managing the lands as long as the benefits of production are still contested. Some NGOs have moved to promoting individual rather than collective ownership of land, but this creates a number of additional problems: On what basis do you divide it? There is very little hard evidence for the duration of a family's encroachment. A lot of powerful people have also encroached on the land - how do you define the poor? The hilly area is not suitable for sustainable agriculture. Some of the land that is now encroached upon by farmers should be under grasses and forests. If you give the land away at household level today, 50 years from now the problem of landless farmers will still exist. Where would the poor get the resources to invest in the land? Improper management of even small parcels located within a forest block, for example, may render the entire block unviable. What is needed are more sensible policies to compensate people for moving to community-owned land. Seva Mandir is trying to find imaginative ways to compensate the people, for example, by putting irrigation in lower productivity areas in exchange for strategically important land now being encroached upon. Creative solutions can be found but the constraints need to be recognised by the government and the NGOs.

**A second constraint is that the vertical ties of dependency** inherent in land encroachment diminish the power of the poor to protest and thereby weaken communities. However, after releasing public land to the village level, the state assumes the communities are willing and able to take on this new responsibility. It assumes people will work together in solidarity and that NGOs will be able to change people's mindsets if necessary. But it is not necessarily so that in a given society the NGOs will be gender-sensitive or egalitarian. These values have to be built up within the NGOs and the community. There is a large difference between assumed norms and the social base. In the West norms are by and large followed. If you change policy and norms they will become a reality on the ground. In India, everything having to do with norms is negotiated. On the ground any norm is translated as a patronage. A solid base for ideas is as important as the ideas themselves. However, even the NGO sector does not challenge these assumptions, because if you take away people's dependence, you take away the reason for the NGO's existence. Everyone thus has a stake in perpetuating the assumptions.

Sanda Mandir has promoted notions of democracy and equality at community level. There is not only resistance to a gender discourse among the rural poor, but to every discourse that is aimed at respect, diversity and equality. Seva Mandir has not segregated these different priorities in its work but has made an effort to create a climate in which there is transparency and respect for others. In the Indian context, if the discourse is largely along the gender axis, people will suffer disrespect on other levels. In order to create a climate in which norms and values can be introduced, one must speak of respect along many axes; only then can you bring everyone on board. By trying to integrate gender in a somewhat muted way in this complex discourse, Seva Mandir may not appear to be a very gender-activist organisation on the surface. But within the organisational culture and by various parameters it rates very high in terms of enabling and empowering women.

**Lessons to be learnt.** The wrong assumptions are often made in trying to translate policies into practice at the ground level. If you have a social base that is fragmented and compromised, giving rights will not automatically change the base. One important step is to create the capacity within institutions to empower people more effectively. It is usually assumed at the community level that this ability already exists, but this is often not the case. It is also important to remember to include multiple perspectives, including gender, in the discourse on sustainable livelihoods. Do not assume that other discourses are at odds with gender, because you may then miss critical constraints to improving livelihoods.

## **PART B: IMPACT OF TRADE LIBERALISATION ON FOOD SECURITY AND GENDER RELATIONS**

### **EFFECT OF TRADE LIBERALISATION ON WOMEN'S AND MEN'S LIVELIHOODS**

---

*By Marianne Hochuli, Berne Declaration, & International Gender and Trade Network (IGTN)*

*The Berne Declaration is a Swiss NGO which has been working since 1968 towards equitable North-South relations through research, public education and advocacy work. It monitors the role of Swiss corporations, banks, and government agencies. It addresses the problems of unequal international trade and financial relations, unsustainable consumption patterns and cultural prejudices. It calls on all Swiss actors - the private sector and the state, citizens and consumers - to assume their responsibility in resolving these problems.*

#### **Gender bias in trade agreements**

Trade liberalisation seeks to establish a level playing field for trade among developed and developing nations. The process ignores the economic and other asymmetries that exist between developed countries and developing countries. Moreover, the process ignores the fact that trade impacts men and women differently. The gender-neutral trade agreements within the WTO have resulted in a gender bias, which worsens conditions for women, particularly women in LDCs, whose livelihoods are largely dependent on agricultural produce. Trade affects women differently from men because of the difference in the roles that men and women play in all societies. Women have both productive and reproductive roles. Quite a lot of work undertaken by women does not result in products that are traded in markets and as such is left out of the national accounting system.

The reality of women, including their multiple responsibilities, is ignored at all levels of decision making of WTO, at the negotiating tables, in the implementation of agreements and settlement of disputes. It is assumed that women and men participate in trade in the same way and, therefore, that the effects are the same for both. But women often have less access to land, credit and education, and they are frequently responsible for the sustenance of the entire family. In Uganda, for example, only 8% of women own land. It is known from the results of the structural adjustments imposed on developing countries by the International Monetary Fund and the World Bank since the 1980s that the deregulation of trade may have a particularly negative effect on women.

#### **Contradicting policies of national food security**

The commitment to open up their markets that governments of developing countries had to make is essentially a policy of obligatory imports and as such contradicts a policy of national food security. In the WTO Agreement on Agriculture countries are expected to import their agricultural products from those countries that can produce them cheaply. This threatens food security in developing countries since it is only those countries with enough foreign exchange that can afford to buy goods on the market. It is therefore important for countries to have as much domestic production of necessary food items as their land resources permit, irrespective of production cost levels.

Opening of the market of developing countries for agricultural produce in general results in massive pressure on local small tenant structures. Farmers producing staple food to be sold on regional markets cannot keep up with the low prices of goods produced by the agricultural industry. They cannot compete with the highly subsidised products from the EU, which

contribute to a sinking of world market prices for agricultural products, among others. This may create a benefit for us consumers in the Northern hemisphere, but certainly not for small farmers in poor countries who are working mainly in agriculture.

**Rice import in the Philippines.** Thus, as an example, the government of the Philippines in accordance with the WTO agricultural agreement is committed to import rice. This will destroy the livelihood of about 750 000 rice farmers, mostly women, as the federation of rural women AMIHAN calculated. The government therefore recommends that small farms produce flowers, asparagus or broccoli for the world market instead. Already, onions, garlic and potatoes are imported to the Philippines from abroad; products for which there used to be an import ban. These are cheaper than locally grown products. A further consequence of the deregulation of trade is the inflow from the USA of machine-cut potatoes ready for frying. The price for locally grown potatoes therefore dropped to almost half of the price of 1990, reducing the income of farmers.

**Export crop tobacco in Kenya.** The argument of WTO is that, because of international competition, the prices will be cheaper for consumers. This is not true for the poor in Southern countries who now are forced to buy the food they were able to grow themselves before. In Kenya, for example, tobacco is now widely planted instead of food. The disappearance of small farms is by no means a new phenomenon, but the process has accelerated in the past decades. The farmers can - if they do not migrate to the towns - at best find a job as a house servant or seasonally employed harvester, which will earn them a minimal wage and place them at great risk in terms of health (because of the large amounts of pesticides used in all monocultures).

**Milk powder imports in India.** India is experiencing an unprecedented surge in imports of milk powder following trade liberalisation, thus threatening the country's self-sufficiency in milk as local farmers experience stifling competition from low-cost producers. Countries which were not using protective measures like import restrictions and domestic subsidies are prohibited from introducing them. So the WTO has caused developing nations to become even more vulnerable to dumping by low-cost producers. In South and South East Asia, women perform 60% of the work in agriculture and food production. In rural Africa, about 80% of the food is produced, processed and stored by women. Trade liberalisation policies therefore impact directly on women and rural communities.

**Export promotion of coffee in Uganda.** In the 1990s coffee sales as a cash crop increased household incomes in coffee-growing areas, especially central Uganda. But the cash crop income is controlled by men in male-headed households. So the coffee boom and its higher farm prices for coffee increased incomes for men rather than boosting the pooled household income. Women were employed as casual workers to sort coffee beans during the harvest (this is seen as a female task), but the wages for this work are very low compared to the wages paid during other stages of the coffee processing cycle. Maize, beans and sesame were previously female-intensive staple food crops in Uganda, where women controlled their marketing. But, in 1993 these food staples joined the export list and there was a rise in export incomes and volumes from these crops. When the trade in them became so lucrative, women were forced to surrender the cash to men after selling. The trade was shifting away from women into the hands of men. Women are still carrying food crops and products for sale, even across borders, but this trade is non-monetised and is regarded as smuggling. Owing to their dire need to obtain cash income, women sell amounts of food crops suspected to be from the food granary, for cash. This may not be a food secure marketable surplus. Moreover, women are finding it more difficult to get land to grow food crops now that the men control the land where new non-traditional cash crops are being grown.

**Mexican agricultural policy** has experienced profound changes since the beginning of trade liberalisation and structural adjustment in 1982. The new policies emphasised competition, reduced support to producers, and sought to increase foreign investment in the sector. In response to the reduced economic possibilities offered by traditional agriculture, the migration

of rural women to work in the agro-industry sector has increased significantly. The agricultural export industry depends fundamentally on unqualified labour, the majority of which comes from the countryside. The notable incorporation of women in agro-industry is a result, on the one hand, of increased economic pressure experienced by women; and on the other hand, of the demand by this industry for labourers willing to work under unstable conditions and for low salaries. A contract in the agro-industry sector is normally verbal and for the duration of a single day. Both women and men daily waged workers face extremely difficult living conditions, a heavy workload, and the lack of employment benefits. Also, women often have to work soon after giving birth or carry their babies with them in order to contribute to the family budget. In some cases, they continue working while they are pregnant which puts their health at risk. The pesticides have affected women's reproductive systems, causing abortion, low birth weight and birth defects among children.

### **Devaluation of Traditional Knowledge**

Women are affected adversely through TRIPs (the WTO Agreement on Trade Related Aspects of Intellectual Property Rights), as this agreement ignores issues of national development by making the life of a patent to be 20 years, even in categories like medicine and agricultural products. TRIPs allows transnational corporations to control ownership of seeds and drugs. Food insecurity is on the rise due to the fact that under TRIPs farmers are denied the right to store and exchange seeds among themselves. Increased commercialisation of agriculture due to implementation of TRIPs has resulted in the introduction of seed technology which is very unfriendly to the soil, further threatening food security in both developed and developing nations. This has raised questions about trade and the environment. Most women in Least Developed Countries (LDC) are engaged in small-scale farming mainly for subsistence purposes; their activities are therefore directly affected by TRIPs, which denies them their rights as custodians and owners of seeds. A large number of women in LDC are also custodians of indigenous knowledge on medicinal plants and plant species.

In Southern countries women often are responsible for the seeds. After the harvest the women farmers first put away what they will need for the next sowing. Experience has taught them to evaluate keeping quality and taste, suitability for certain soils, resistance to disease, drought or humidity. They swap seeds with their neighbours and bring along the best varieties as a gift when they visit their sisters. With the opening of the borders to companies that make genetically modified seeds available, the women are affected in many ways: Their knowledge about varieties and seeds is devalued and they are deprived of their function as keepers of the seeds and their genetic variety.

### **Recommendations by African Women's Caucus**

Governments need to create the right balance between macro-economic policy objectives and food security needs.

1. Female farmers dominate food production in most African countries. Women who work on plots produce about 78% of the food produced in Africa. They work on farms in which they hold no title deeds, yet women receive only about 18% of the region's total technical assistance and training. African governments should set up funds for training women on sustainable agriculture.
2. African governments should also ensure that food security is based on self-sufficiency, small-scale and diverse agriculture instead of corporate export-oriented, agro-industrial monocultures. Demand for more export-oriented produce is causing people to use arable land unsustainably. The revitalisation of local self-governing bodies, public distribution systems and price controls are mechanisms to be considered in order to achieve food security and sustainable agriculture.

3. Co-operation among developing countries and within regions should be strengthened to tackle common problems, by learning from each other's experiences and by channelling regional resources to solve regional problems.

### **ASSESSING THE LIKELY IMPACTS OF EU TRADE LIBERALISATION ON POOR WOMEN AND MEN – A RESEARCH INITIATIVE CARRIED OUT IN ZIMBABWE**

---

*By Nonto Mugabe, Gender and Trade Research Initiative, Zimbabwe*

*The preliminary results of the Gender and Trade Research Initiative in Zimbabwe are intended to provide capacity to civil society and inform the trade debate to challenge the Zimbabwean government's policy in relation to ACP-EU trade agreements<sup>5</sup>*

#### **Gender and Trade Research Initiative**

The Gender and Trade Research Initiative was the result of networking with European organisations and discussions with a consortium of civil society groups in Zimbabwe. It was intended to provide background information and capacity to civil society, including many women's groups, to enable them to participate in the trade debate and challenge the government's policy in relation to ACP-EU trade negotiations on Economic Partnership Agreements. The information obtained will also be of use to advocacy efforts at European level by APRODEV to petition the EU to address important issues in trade negotiations on gender and therefore on poverty reduction. New trade arrangements involving exports to and imports from the EU should benefit poverty reduction. If trade arrangements are to contribute to poverty reduction, then a whole set of issues and questions needs to be raised.

#### **Past Benefits of Trade**

The first step was to analyse the economic and social position of women in Zimbabwe by looking at products that had been traded in the past. In what sectors were women participating? How were women affected by trade liberalisation? Research shows that most trade between ACP countries and the EU does not benefit women, but mostly big companies. It is thus important to make sure that the policies that come out of negotiations promote economic sectors and products of importance to women.

#### **Position of Women as Social and Economic Actors**

The second step was to look at issues up for negotiation in ACP-EU trade that could improve the position of women as social and economic actors. Unfortunately, the major players at the negotiating table are men who represent commercial groups, so the chances of them negotiating on behalf of small holders and women in particular is limited. Collaboration is necessary between small holders and commercial farmers. Commercial farmers have built up resources on government funds that should have been available to the whole population. If reciprocity is introduced and the system of trade preferences is reduced, the situation for women and small holders will become even worse. Can certain products be completely excluded in order to give producers time to prepare for the increased competition? What products are subject to devaluation at the end of the process? What will happen to products traded under current trade preferences expiring in 2008? What can we put in place to equip poor women, and other social

---

<sup>5</sup> The publication of this research 'EPAs-What's in it for Women – A gender based impact assessment on Women in Zimbabwe: Issues in future trade negotiations with the EU' is available from APRODEV

and economic groups to compete effectively? What can we do to help women to participate in the process and to make their voices heard?

The current research was limited to information that could be obtained about the past, focusing on 14 products for which there is existing experience and infrastructure. It could not take into account new opportunities for women-friendly crops or the rapidly changing situation in Zimbabwe that affects many related issues, such as race, land ownership, reduced food production as a result of the increase in export commodities, and the emergence of more women farmers.

### **Identified Priorities**

The research initiative defined a list of priorities which need to be taken up if poor women are to benefit from future trade agreements:

- Design programmes that will improve women's position as economic actors and major participants, so that they can compete effectively in the market and gain control of resources in other areas (not just horticulture).
- Equip civil society groups to enable them to have an informed debate on trade with different stakeholders and commodity groups.
- Ensure that the debates about trade and aid are not done in isolation but are connected in the discussions. Inevitably, aid will affect the trade side and enable or disable women and other social and economic groups to get prepared for new challenges of competition under moves towards free trade.
- Much responsibility lies with the ACP countries and their own governments, but they need to have tools, such as research initiatives, to ensure that the discussion is focused on gender and therefore on poverty reduction.

### **WORKSHOP: GENDERED EFFECTS OF MARKETS ON FOOD SECURITY –**

---

*Resource persons: Nonto Mugabe, Gender and Trade Research Initiative, and Marianne Hochuli, Berne Declaration*

*The workshop participants discussed the possible or likely impact of trade liberalisation on food security. The study on Zimbabwe has addressed issues of importance under moves towards free trade, but has not yet looked in detail at impacts and concerns of food security.*

Focusing on the case of Zimbabwe and the preliminary results of the study conducted, questions were raised with regard to effects on the markets and on food security of women and men. When Zimbabwe was successful with trade, did this lead to food security in Zimbabwe? In which way should the policies of NGOs take into account the gender effects of the market on food security?

The study in Zimbabwe focused on three areas: reciprocity, maintaining access to the market and improving women's effective participation in the economy.

Trying to identify the issues of general concern for other countries, the following recommendations for policy formulations were made:



1. **Trade - Conducive or counter-productive for food security?**

Is the effect of free international trade conducive to or counter-productive for food security? For free trade to be beneficial to the poor and to women, major changes have to be initiated by national governments, such as: control and ownership over resources (choice over use of land) and agrarian reforms. Although there is no certainty that women will grow cash crops if they own the land, it is important to consider the possible implications of changes of ownership.

2. **Evidence from past experiences with free trade**

The EU-ACP should look carefully at effects of free trade in countries which have already entered free trade agreements. There is a need to look not only at gendered effects on food security at local level, but also at the ways national governments use increased revenues and benefits of trade to reduce poverty (e.g. in Zimbabwe, 35% of government benefits come from trade).

3. **Exposure of negotiators and decision-makers**

Decision-makers are often not familiar with or prepared to enter into trade negotiations. Moreover, the negotiators are not always aware of what poor women and men have to cope with, and the export orientation of developing countries is often driven by the need or requirement to serve the country's debts rather than the benefit of their own people. Therefore, Southern and Northern NGOs should work together on capacity building and awareness raising for members of parliament and governmental representatives, to provide them with information, expose them to the realities of international trade negotiations, and involve them in discussions and debate (e.g. exposure visits). Emphasis should be put on questions of coherence and commitment to poverty reduction and sustainable development as a crucial part of the EU-ACP agreement. The proposal to incorporate a development box into the EU-ACP agreement was put forward, and should be further discussed.

4. **Need for capacity building process**

There is a need for a capacity building *process* and effective mechanisms, rather than one-shot activities. There is no need for new institutions, as existing NGOs are capable of participating in the negotiations as long as they are committed to the long-term process. But they do need ideological, physical and material support from the North to stimulate and improve their capabilities to do this sort of work.

5. **Informed discussions based on local realities**

APRODEV should share and provide information on EU-ACP trade negotiations in cooperation with other networks, such as the Cotonu Monitoring Group and the European Trade Network, and provide access to discussions and information for Southern organisations. Newsletters, websites etc. should be used to help organisations in the South prepare themselves for lobbying. Studies such as that done in Zimbabwe should be shared and distributed. Donors should initiate and support further case studies on gender and trade including concerns of food security or food sovereignty to deepen the discussions and make the resulting decisions more profound and based on local, national and regional realities.

**IMPACT OF THE EU COMMON AGRICULTURAL POLICY ON FOOD SECURITY IN DEVELOPING COUNTRIES**

---

*By Dr Rudolf Buntzel-Cano, Church Development Service (EED)*

*Rudolf Buntzel reviewed the impact of the EU Common Agricultural Policy on food security in developing countries, important upcoming rounds of multilateral trade negotiations and the different standpoints held by NGOs in the trade liberalisation debate.*

**Common Agricultural Policy**

The Common Agricultural Policy (CAP) has evolved from a policy aimed at helping European farmers become competitive in world markets to a highly protective and subsidised system. A fantastic sum of 320 billion US\$ of agricultural support is spent annually in the North. The important question is what is the impact of this amount on international agricultural markets and trade relations. How can we get this figure down? NGOs go one step further in proposing that this amount be converted into fresh resources for development aid. After a decade of damaging policies, this money could be used as compensation for the damage done in the past.

Agenda 2000 will expire in 2006. If the Mid Term Review Proposal is not adopted, the whole reform debate will shift towards the end of the Doha Round in 2005. This represents a point in history at which more fundamental changes in world agricultural policies can be made.

**NGO Debate**

Developing countries have a variety of interests with regard to the WTO and CAP, but NGOs do not represent a homogenous block with respect to most of these issues. The block that supports taking agriculture out of the WTO, for example, is against any expansion of international agricultural trade. They consider demands for improved market access and trade facilitation to be counter-productive. The other block among the NGOs advocates in favour of improved market access for developing countries and retention of the ‘Development Box’, which allows exceptions for specific countries and products. Both groups are united in opposition to the dumping of cheap agricultural products on world markets. The positions of the two groups on various issues can be briefly summarised as follows.

| <b>‘Take agriculture out of WTO’ block</b>   | <b>‘Reformist’ block</b>  |
|--|---|
| <ul style="list-style-type: none"> <li>• Ban all forms of dumping</li> <li>• Limit international trade</li> <li>• Increase capacity building</li> <li>• Against Development Box</li> <li>• Promote national and regional trade policies</li> </ul> | <ul style="list-style-type: none"> <li>• Ban all forms of dumping</li> <li>• Promote improved access / reduction of Technical Barriers to Trade</li> <li>• Increase trade-related technical assistance and capacity building</li> <li>• In favour of Development Box</li> <li>• In favour of conversion of subsidies into development assistance</li> </ul> |

## Agricultural Negotiations in the Doha Round

Various issues are currently being negotiated in preparation for the Doha Round of agricultural negotiations. The three main issues are:

- market access,
- export competition,
- domestic subsidies.

Under the current global agricultural regime, limited market access has led to protectionism; export competition has led to dumping; and domestic subsidies have led to trade distortion.

Four more issues are of special interest to developing countries:

- **Technical barriers to trade:** As industrialised countries move away from traditional protectionism, they move towards setting more technical standards for products (such as environmental protection and animal welfare requirements), thereby excluding other producers. Some WTO agreements deal with this new type of protectionism.
- **Special and differential treatment (the so-called Development Box):** This clashes with the position of Northern countries, which say that all countries should follow the same rules but at different timescales.
- **Trade-related technical assistance (money for capacity building):** This form of assistance is intended to help developing countries catch up to the level of the North.
- **Erosion of preferences:** For example, beef producers in Zimbabwe only get the price being paid to European producers.

Some domestic subsidies are less trade distorting than others, and they have therefore been categorised by the WTO into separate coloured boxes. Red box support had to be discontinued immediately. Yellow box support had to be reduced by 46%. All green box supports are supposed to be trade neutral and can be given indefinitely. Red box supports have gone, but the EU and the US made a special deal, creating the blue box. Blue refers to the premium per hectare per head of cattle granted as compensation for the price cuts that occurred when the WTO was introduced. These blue box measures will probably have to stop too. They are considered distorting, but, if they are accompanied by production reduction measures, they are accepted.

According to the WTO agreement, total subsidies in the US and EU have to be decreased, but the response of these countries has been to shift subsidies into other boxes. The total amount of subsidies has not decreased; the subsidies were just painted green or blue. The US claims that everything it does is green, which is open to dispute. The new Farm Bill in the USA increases total subsidies, but calls them green, while the reform process in the EU is shifting subsidies from the blue box into the green box. Blue measures are paid per hectare, and the new entitlements are per farm, based on the farmer's fulfilment of minimum standards, which effectively decouples the subsidies from the market and trade interests. In this way, even if a new agreement requires the industrialised countries to reduce subsidies by 50%, they will still be safe.

One problem with trade rules is that you cannot target them towards the poor or women or any other group. Money you can target. Trade opportunities you cannot. Assistance is still underdeveloped. All developing countries support their industries much less than industrialised countries do, simply because they don't have enough money to do so. If more development aid is invested in capacity building, it could be targeted more effectively.

## A RIGHTS BASED APPROACH TO FOOD

---

*By Anuradha Mittal, Co Director, Food First, US*

*Anuradha Mittal presented the human-rights approach to food security and the position of those NGOs that advocate taking agricultural products out of the WTO. This group believes that multilateral trade agreements are made between unequal partners and will never be based on a level playing field. Free trade measures further the interests of agro-business and hurt small farmers in both the North and South. Anuradha stressed that change has to come from the grassroots level, and these social movements must, therefore, be supported and strengthened to ensure the right to food.*

**A common tale.** A woman in India breaks stones methodically for hours in the hot sun to earn a meal as part of the Food for Work Programme started by the Indian government in response to the area's drought and famine. The woman is one of over two million small farmers who lose land each year in India - a large number of them being women. Last year starvation deaths were reported in over 13 states while godowns of the Food Corporation of India were full of grain.

The Indian government adopted the New Economic Policy, a prescription forwarded by the World Bank and the International Monetary Fund (IMF), to promote trade liberalisation in 1990. It assumed that more trade equals market access and therefore higher national income. Higher national income trickles down. And higher household income means better individual security.

But the outcome of the new economic policy is a flood of cheap subsidised imports of food into the country; privatisation of land to produce cash crops such as flowers and luxury commodities such as shrimps; phasing out of subsidies for farmers; removal of food subsidies; and the disappearance of a public distribution system for the poor.

The New Economic Policy promoted by the free trade agreements has been built on the denial of human rights of the dispossessed--those who live on the peripheries of the nation state - their rights to common property, rights of slum-dwellers to homes, rights of peasants to land, seeds and the ecological gene pool. This tale is common throughout the Third World.

### **Exacerbating the Problem – the US Farm Bill**

Rather than protecting small farmers and helping to alleviate the harmful effects of existing trade agreements, the recently enacted 2002 U.S. Farm Bill will increase subsidies paid to U.S. agribusiness by 80 percent. This amounts to \$180 billion in new money over the next 10 years to keep U.S. corporate farmers growing surplus crops to remove competition and dump on the world market. As a result of the ever-larger farm surplus, the U.S. will dump its products on the world market at even lower prices, depressing the market value of the crops that developing countries count on.

For example, half of the income of the 25,000 cotton farmers in America will come from subsidies. In 2001, U.S. farmers harvested a record crop of 9.74 billion pounds of cotton, aggravating a U.S. glut and pushing prices far below the break-even point of most growers around the world. While growers in Africa earn 35 to 40 cents a pound for cotton, growers in the U.S. earn about 70 to 75 cents a pound, due to government subsidies.

## **The Impact on Women**

Women have title to only one percent of the world's land. Yet they produce more than half of the world's food. Moreover, out of 1.3 billion people living in absolute poverty, over 70 percent are women. The combination of structural adjustment programmes (SAPs), NAFTA and WTO-style free trade policies have led to peasant women being forced to grow cash crops, use expensive chemical inputs, import cheap food products and be pushed off their land in numerous ways.

## **The Grassroots Response**

While governments are turning a blind eye to the ways their policies create hunger and destitution for hundreds of millions of people, social movements see this harsh reality with absolute clarity and protests are increasing around the world. This issue is bringing together farmers from both the North and South who are being hurt by trade liberalisation measures. Social movements like the Via Campesina<sup>6</sup> have demanded:

1. National Food Sovereignty: the right of countries and peoples to define their own agricultural and food policies which are ecologically, socially, economically, and culturally appropriate for them.
2. WTO out of agriculture: Placing priority on food production for the domestic market.
3. Ensuring fair prices for farmers: protecting internal markets from low-priced imports.
4. Community control over productive resources: as opposed to corporate ownership and exploitation of food production resources.
5. Protecting seeds for free exchange and use of farmers: No patents on life

Social movements have to be supported and strengthened to ensure the right to food. Human rights are never won without a fight.

Arguing this way does not mean being against trade in general, but assessment of the current situation shows there is no hope for food security through WTO negotiations. The WTO is a farce because it works for the interests of corporations not people, and it is based on racism and exploitation. Moreover, multilateral trade agreements are made between unequal partners: it is never a level playing field. One alternative is bi-lateral agreements, where there is more equal bargaining power. Alternatives have to be sought that fit each culture and situation. Above all it is important never to underestimate the power of people to effect change.

---

<sup>6</sup> Via Campesina is a People's Food Sovereignty Network, a loose global coalition of peasant-farmer organizations and NGO's working on food & agriculture issues.

## **WORKSHOP: A RIGHTS-BASED APPROACH TO GLOBAL AGRICULTURAL TRADE AND GENDER**

---

*Resource persons: Anuradha Mittal and Rudolf Buntzel*

*The workshop concentrated on advocacy and policy levels and the differences between the two sides of the NGO debate on free trade, the reformist approach and the more radical viewpoint. The task to identify how a gender perspective would (re)shape the debate remained difficult.*

### **Lack of Gender Perspective**

Gender is often missing in discussions on trade liberalisation and food security, even (as in the case of this workshop) when the explicit intention is to view these issues through a gender lens. Some attention is focused on the impact of certain policies on women, but what about the impact on men and on the relationship between men and women? And what about including gender from the outset in the design and implementation of these policies and programmes? Gender mainstreaming and advocacy is a new area and many questions remain that will need further elaboration. Thinking about how these trade scenarios impact the relationship between men and women provides another angle from which to approach this problem and it may be a way to find more common ground to include the gender perspective.

### **What is the Right to Food?**

What does this say about human rights for women? It doesn't mean that the government will come with food handouts. Government policies have to protect, facilitate and promote the right to food. This could entail a policy of guaranteeing a minimum living wage or ownership of land. Women's economic human rights also include control of title to land. It is possible for trade agreements to create the right conditions to guarantee these rights.

The right to food is also linked to the right to produce and to social and cultural rights, such as the right to conserve the seeds (biological diversity charter) and the right to maintain cultural eating patterns. This is important because it allows the possibility for centres and regions of origin of seeds to protect themselves against trade agreements and treaties that hurt native crops.

### **International framework of human rights**

The international framework of human rights is important because these rights are universal and indivisible. If we don't work on the global level, successes at other levels will be marginalised. International treaties can be used as a political tool by NGOs to push for laws, principles and the moral commitment of national governments. It is also important to look at the connections and hierarchy between the various international treaties. Which takes precedence and which is ethically more important? Who decides?

Agreement on the theoretical level is simple, but what can we agree on in concrete terms to reach the goal of global food security? There are different strategies at the global level: to put pressure on international bodies, i.e. to make the most of existing structures; or to refuse to compromise and withdraw from international trade negotiations. Of course, there also has to be strengthening from the bottom up. Civil society has to be empowered to challenge the agreements and policies of governments.

### **Legal rights approach**

Rudi Buntzel provided an overview of the struggle to promote recognition of the right to food in international treaties. The European Commission is against the right to food because it is seen as an initiative that could undermine WTO agreements. However, contrary to the wishes of the

Commission, all individual EU member states have agreed to recognise this right. Guidelines must still be agreed, defining what this means for the obligations of governments- including their responsibility to protect people's right against the input of other countries. The right to food has not been accepted by the WTO, since trade negotiators view human rights as a possible trade barrier and fear that the right to food could challenge a lot of liberalisation policies. The basic thinking shared by many is that liberalisation and other processes will create winners as well as losers, but that they generally make a positive contribution to poverty alleviation. Recognition of the right to food would mean that immediate action has to be taken to protect those who do not benefit, i.e. a safety net has to be provided for the losers so they don't starve.

The struggle is in fact on both levels: the WTO has to respect the right to food, and national governments have to commit themselves to guaranteeing these rights. In Mexico for example, the government is opening up its market to U.S. imports faster than it agreed to do in the NAFTA treaty, to the detriment of its own people.

### **Human rights based approach**

Anuradha Mittal argued in favour of removing agricultural products from the WTO agreement. No one has ever taken a survey to see who is willing to be the losers. There is in fact enough food in the world to feed everyone. Hunger is not caused by a food shortage or the presumed inevitability of losers and winners; it is caused by the failure of governments to provide for and protect their people through their socio-political policies.

The power of governments is being replaced by the power of the WTO. The WTO can say that the right to food will be fulfilled because living standards will go up, but in reality inequities have increased. Human rights should be used to analyse any new agreements. Any policy or trade agreement should go through a human-rights litmus test. The important things to remember are that starvation is torture and availability of food is a form of control.

Further questions were identified and criteria for prioritising the alternative advocacy approaches will need more reflection. For example, even if governments have done a good job with negotiations, the agreements still have to be applied, and beautiful policies still need to be implemented. Would excluding basic foodstuffs from the WTO be a possible compromise? Do we really have to fight for the right to food again (in addition to existing treaties)? Is that the best way to advocate?

We must not forget the economic perspective. It is easy to say that everyone should have the right to food, knowing that policy regulations passed by governments will influence the economy and that outcome will in turn influence how rights are fulfilled. If we refrain from discussing the economy, then we leave out the main conflict of whether those policies will drive the economy in the right direction. We still have to discuss whether the means are appropriate.

### **Is the right to food a precautionary tool or just the end of pipeline?**

### **Conclusions and recommendations**

The right to food is indivisible from other basic human rights and it encompasses nutritional aspects (food must be safe and healthy), cultural aspects (people have the right to maintain their food-related customs), temporal aspect (long-term food security rather than a temporary handout), and autonomy over production (of agricultural products).

Conditions necessary for food security to be realised are:

- At the global level, an international framework of human rights has to be in place that defines universally accepted standards and that can be used as an advocacy tool.
- At the national level, through their socio-political policies, governments have to fulfil their obligation to provide for and protect men's and women's right to food.

- At the local level, individual men and women and communities have to be empowered to create sustainable change.

### **Ways forward to realise these conditions**

#### **1. A range of actions and requests need to be supported and strengthened at the local level.**

With emphasis on women, given the current imbalance in power relations between men and women, these are:

- Promote control over productive resources, for example water, and ownership of land, particularly by women. The emphasis on women is needed given the current imbalance in power relations between men and women.
- Strengthen the status of women and support efforts to improve the power relationship between men and women.
- Improve women's access to credit and markets.

With regard to small-scale farmers and agricultural trading:

- Ensure fair prices are paid to small-scale farmers. This could be done, for example, by campaigning for fair trade.
- Provide incentives for organic agriculture.
- Ensure that men and women who are employed receive a living wage and that they have the right to organise themselves in order to have equal economic bargaining power.

With regard to community's capacities to advocate for change:

- Promote community ownership of seeds, biodiversity, and the free exchange of seeds versus corporate ownership of seeds. Promote the protection of women's role as seed/biodiversity savers and the recognition of women as innovators.
- Ensure that local groups and NGOs have easy access to understandable information and see that structures are in place to ensure that their voices are heard at regional and national levels.
- Strengthen local advocacy, and make sure that women's groups are included right from the beginning.

#### **2. At national level, partners and NGOs need to be supported in their advocacy efforts to bring about changes of policies, which include the right to food, and to strengthen their voices for alternatives:**

- Advocate and support partners and NGOs lobbying in their own countries for ratification of international human rights treaties and other treaties, e.g. biodiversity. Support groups in lobbying for national legislation to implement the treaties, and for enforcement of that legislation.
- Produce alternative national reports on the status of your own developed country's economic, social and cultural rights. Support partners and Southern NGOs in producing such alternative national reports for their own countries. This should include an assessment of whether the right to food is compatible with poverty reduction strategies, and whether the PRSP should meet the right to food criteria.
- Support the efforts of NGOs in lobbying for a GNP which takes into account women's reproductive work, i.e. mostly invisible and unpaid, with particular emphasis on food production.
- Encourage NGOs to assess the gender impact of free trade agreements.



- Ensure that national governments recognise the strong link between food security and HIV/AIDS, and that they make a political commitment to challenge this pandemic and its gendered effects.
- Empower civil society to take a more active role in national decision-making by: increasing public education, increasing economic literacy and an understanding of the impact of trade agreements on the division of labour and on productive and reproductive work. Aim in this way towards participatory, public consultation on national policies that have implications for the right to food, such as environmental policies and trade agreements.

### 3. Advocacy positions to be supported at international fora:

- Lobby the UNDP to include reproductive work in the human development indicators of the Human Development Report.
- Advocate the supremacy of human rights over international treaties, especially the WTO agreement.
- NGOs should use all the means available to them to codify and enforce the right to food, such as:
  - the proposed guidelines, written at the World Food Summit in Rome this year, to concretise implementation steps for countries to guarantee the right to food;
  - the reporting procedures drawn up by UNCHR, which allow NGOs to provide counter-evidence on the status of economic, social and cultural rights in their countries;
  - filing political and legal cases if governments have clearly violated the right to food;
  - international awareness campaigns to expose the contradictions between international agreements such as human rights treaties and the WTO agreement.
- Organise consultations with partners, including women's organisations, to find out whether they want to exclude agricultural products from the WTO agreement.
- Put more effort into assessing the gender impact of trade, since this analysis is still very weak.

## CASE STUDY FROM MEXICO

---

### Biosafety and biodiversity: A struggle for sustainability and food sovereignty

By Catherine Marielle,

*Grupo de Estudios Ambientales, GEA (Group for Environmental Studies), was founded in 1977. GEA works with peasant organisations and promotes an ecological approach. GEA challenges the devastating effects of the NAFTA agreement on the livelihoods of Mexico's rural population, with Mexico's traditional and basic food crop, corn, being threatened by large-scale and genetically manipulated imports from the US.*

**Mexico is widely recognised as one of the biggest centres of biodiversity in the world.** Among its numerous contributions to the world, corn (*Zea mays*) occupies a very significant place as it represents a huge biogenetic heritage. Men and women cultivators who have inherited the traditional knowledge still preserve more than 45 corn "races" (with hundred of native varieties), in accordance with the biological regions where 62 ethnic groups still live. This corn diversity sustains the livelihoods of almost the whole Mexican population and is the basis of the globally recognised Mexican cultural and culinary richness.

In the second half of the 20<sup>th</sup> century the Green Revolution, based on fertilisers and pesticides, brought hybrid seeds with high homogeneity, monoculture, irrigation, mechanisation and land concentration. Mexico

was encouraged to export corn based upon seeds created for rich countries (yellow no. 2) to feed livestock. This corn was created in a laboratory to resist parasites (such as *Ostrinia nubilalis*, a corn parasite found in USA, Canada and Europe, but not in Mexico) and tolerate herbicides (which would finish off the traditional mixed farming system).

Moreover, as a consequence of massive imports resulting from international trade liberalisation and the USA refusing to label products containing GMOs, corn is now being polluted at the centre of its origin by transgenic *Bt* corn: in several communities in Oaxaca and Puebla, native corn seeds have been detected to contain transgenic sequences, confirming the new threat to food sovereignty and sustainability at a national scale and for food security at a global level, since corn is such an important biogenetic resource for present and future generations.

The social effects of these economic policies have been appalling. In 1996, one in two Mexicans did not have access to the minimal 2340 calories of daily food recommended by FAO. Of the two million children born each year in the country, 158,000 die before the age of 5 due to diseases related to malnutrition, and one million live with physical or mental defects due to insufficient food. According to World Bank data revealed in July 2002, 73% of the rural population live in extreme or moderate poverty versus 63% a decade ago.

It is especially important to note the impact of poverty on women: traditionally they take care of domestic tasks, their children's health and their family's food, and additionally they have to work in order to help their family earn a livelihood -being frequently the main or only financial support. For rural poor women, the situation is even worse: temporary or permanent emigration of men (mainly to the USA) forces many women to resolve all their family's problems alone, including the education of their children. However, many women are developing a great sense of enterprise; some of them really assume an important leadership role in community life, and in some cases in local politics.

**At a local-regional level, more synergy of efforts is needed** within the association, i.e. on water projects and agricultural and food programmes, and with the regional state government responsible for agricultural programmes. The capacity of *campesinos* needs to be strengthened to resist the serious structural agricultural crisis they are facing, increased by the actual perspective of major loss of crops, due to excessive dryness or floods in the region, with the consequent need to emigrate and find temporary jobs.

**At a national level, a declaration of an immediate moratorium on transgenic corn imports, repair of Mexican native corn varieties, and reliable studies and environmental and health impact assessments are needed.** Reliable information for consumers and producers (peasants, indigenous groups, women, consumers, young people, etc.) and labels on food products and seeds containing GMOs are envisaged actions. Furthermore, the regulation of biotechnology and biosafety in Mexico, renegotiation of NAFTA, particularly concerning the basic grains chapter, and the enforcement of a rights-based approach through the application of the right to safe water are needed. In order to support all these national priorities, the interaction with civil organisations and producers' organisations needs to be strengthened and opened up to consumers. In this respect, a coalition with rural and environmental groups was formed with the task to define a strategy to create the necessary links with millions of Mexican consumers in order to set new values and criteria for responsible consumption and fair trade.

**At an international level the ratification of the Protocol of Cartagena on Biotechnology Safety could be supported by individual EU member states.** Biotechnologies injurious to the environment and biodiversity and to producers' and consumers' rights should be prohibited. A renegotiation of NAFTA is needed, particularly concerning the basic grains chapter, before the complete liberalisation of agricultural products in January 2003.

The recognition of peoples' and communities' right to food and food production means that the WTO should withdraw from food and agriculture domains and all governments should adopt and recognise in their constitutions the Code of Conduct on the Right to Food, ban all dumping practices, develop and ratify a World Convention on Food Sovereignty and guarantee legal and institutional structures to safeguard genetic resources for the benefit of humanity.

## **PART C: TOOLS AND FRAMEWORKS FOR MAINSTREAMING GENDER IN PROGRAMMES AND BUDGETS**

### **GENDER BUDGET IMPLICATIONS FOR FOOD SECURITY AND TRADE LIBERALISATION**

*By Pethu Serote, Director, Gender Education and Training Network (GETNET), South Africa.*

*GETNET has produced a training manual together with the Women's Budget Initiative based on the research of the women's budget. The value of the production of training material has been that more women and men have benefited from the materials than would have been the case if they were left as research publications.*

#### **Inequalities, insecurity and denial of right to food**

Food security is not just a survival issue; as the very base of the survival of the human species, it is also a human rights issue. Many countries, including South Africa, have based their constitutions on human rights, among which is the right to health care, food, water and social security. Therefore, the absence of food security is equivalent to a denial of one of the basic human rights.

At the heart of the absence of food security are the inequalities in access to resources between the developed and developing countries. The global inequalities link with, work with and intersect with other inequalities that exist in the different countries and societies. These inequalities may be based on "race", gender, sexual orientation, class, age and other aspects of identities. Unless we tackle the unequal power relations at global and national level that lead to the predominance of food insecurity and thus anti-human policies, we cannot hope to achieve security, let alone food security.

Many countries have had their self-reliance eroded by years of exploitation of their natural resources, markedly agricultural resources, by redirecting agricultural production from food crops to crops that were geared towards exportation. Failure to recognise the important role and contribution of rural communities and women to economic development has led not only to them being marginalised but also to the wearing away of the prime source and actors of food security and sustainable development.

The HIV/AIDS pandemic has put a further strain on food security. The dietary requirements for people living with the virus are difficult to meet. And women have to strain their own health to continue to fulfil their roles as carers and food providers within the household and their communities.

Inequality in gender relations contributes to the absence of food security. Although the world is much more aware than ever before of gender inequalities, this awareness has not translated in any substantive way into concrete changes to better the lives of women, especially the most marginalised. **This has often been blamed on scarce resources to implement the changes.** The gender analysis of government budgets becomes very crucial for this reason.

## **Gender analysis of government budgets**

Gender analysis of government budgets is a process in which we use the tools of gender analysis, that have been developed and tested over many years, to analyse the impact of the budgets on women and men. Starting from the premise that government policies should be linked to sustainable development, an analysis of these policies should be the starting point of examining the priorities they articulate. The gender analysis of government budgets is crucial to understanding the policies (both explicit and implicit) for the allocation of national resources, because the budget is a tool by which government implements its policies.

The first step is to analyse the situation on the ground. The second step is to analyse budget allocations. One has to work hard to get the information needed to make a gender analysis of a budget, as disaggregated data are seldom readily available. Part of the process is learning how to make the information accessible. The next step is to make sure that gender budgeting has an impact. **The Women's Budget is not just an analysis that will sit on the shelf; it is meant to inform the actions of those people who have responsibility for budgets.**

Gender analysis of budgets is thus used as a mainstreaming tool. The government has a certain amount of money available to ensure that its policies are implemented. Its budget goes to every department and sector that the government works with. Ensuring that it is gender sensitive, together with other efforts, will result in improved mainstreaming of gender equality. If we want to prevent the exclusion of women from government funding, one of the tools is the redistribution and re-allocation of the budget. Of course this assumes that the government is interested in gender equality and the fair redistribution of resources that will enable each citizen in the country to perform to his or her optimal potential.

### **The Women's Budget in South Africa**

The Women's Budget is an initiative of the new government of South Africa, which is struggling with systems it has inherited. When the Women's Budget initially came to South Africa, it was an exciting concept that offered the opportunity for NGOs working together with the government to work with parliamentarians. The situation in South Africa was very fluid at the time, which allowed NGOs to try out various ideas and to do things that people who live in the same countries with jelled governments cannot do to the same extent. After eight years of governing, the window of opportunity is now slowly shutting. The government of South Africa is jelling. It is our duty to ensure that gains made in the first five years are not lost.

The information gathered from the Women's Budget project should be linked with the work others are doing around food security and trade liberalisation. In terms of gender analysis and food security, we could look at government budgets with regard to agriculture only and analyse whether the government has delivered adequately to women and men. International instruments and multilateral trade agreements are important, but it is also important to look at the policies within one country. What are the budgets attached to the commitments made at an international level? How does national policy answer to food security? In the future we will also have to look into the spending of the global development line. What is the impact of EU money as it is being spent? This is an opportunity for more dialogue with partners on gender budgets.

### **... it is achievable**

If we think we want to make an impact in the world, we need the courage to do the things that look too big to tackle. Food security is achievable. But it will not be realised if half of the population in the world is not able to reach its full potential in contributing to sustainable development and is not able to enjoy the benefits thereof. Those who have lived through great changes know that the ideals we are working for are within reach.

## **WORKSHOP: APPLIED GENDER BUDGET INITIATIVES TO FOOD SECURITY - CHALLENGES AND LESSONS LEARNT IN SOUTH AFRICA**

---

*Resource person, Pethu Serothe, GETNET*

*The 'Women's Budget' is a method initiated in South Africa to evaluate the gender impact of the national budget. Ensuring that government budgets are gender-sensitive will contribute greatly to mainstreaming of gender equality and to achieving redistribution of national resources, which are prerequisites for food security. The workshop looked at potentials and limitations of gender budget initiatives and possibilities for cooperation between Southern and Northern NGOs.*

### **Main Principles**

Gender budgeting as a lobbying tool could give more weight to work on gender mainstreaming in national policies. Looking at the principles and process of gender budgeting, three main principles were important in the work on the 'Women's Budget' in South Africa:

1. Demystifying the national budget to induce citizens to look into it: 'You need not be afraid to tackle the budget.'
2. Simplifying the content of the budget to make it accessible.
3. Spreading the message and knowledge among citizens who have an adequate level of literacy education to integrate it.

### **Major steps of the Women's Budget Exercise in South Africa**

1. **Analysis of the situation of women and men** in the country on the basis of existing classical tools of gender analysis.
2. **Identification of the practical and strategic needs** of women.
3. **Analysis of the budget, i.e. political choices that are made, priorities that are selected, etc.** For each allocation main beneficiaries were identified and implications for women were analysed. Allocations were classified into three boxes.
  - Box 1:* Allocations that are set aside for a specific gender objective and thus have a direct and expected impact on women, e.g. specific allocation in education.
  - Box 2:* Affirmative action or positive discrimination action with the aim of improving gender equality, e.g. in the employment budget.
  - Box 3:* Mainstreamed budget allocations that are not framed to have an impact on gender equality, e.g. the defence or natural resources budgets. The objective is to identify priorities and beneficiaries. It is also possible to look into one problem, and not necessarily the whole budget.
4. **Analysis of the way the budget is used and its affects:** What happened? Was the allocation used, by whom, did it reach the target? How did it affect women and men?
5. **Assessment of the outcomes and impact of the budget.** Outcomes might only appear after several years, which is why the gender budgeting process is long and fastidious and must be sustained over a period of several years.

What about the possibilities to apply such an analytical tool to one's own organisation's budget and work programme? How could it be combined with other tools such as gender audits, and what about the technicalities and practice of gender budgeting?

It was concluded that gender budgeting is applicable at different levels and as a tool can be applied to any budget, be it a sector, a programme or an institution budget. For example, gender budgeting could be a useful instrument to make local authorities and municipalities more accountable to their population because the relation is closer and the impact of budget decisions more visible and direct. Gender budgeting applied at local level could thus represent a powerful instrument for accountability and empowerment at grassroots level.

Work done by NGOs and APRODEV regarding the EU budget could relate to the work of partners at country level through the country strategies programming exercise. The EU aid budget can thus be influenced from both sides.

## Conclusions

- **Budgets represent the link between policies and practices.** Gender analysis of the budget is a good way to assess how serious the state or an organisation or a donor agency is about implementing its gender policy. Performance-based budgets (with targets and indicators) are the easiest to approach.
- **Gender budgeting is thus not about a separate budget specifically for women.** It is an instrument for mainstreaming, which analyses how allocations of resources affect women and men. However, specific allocations directed to women can be included in the budget analysis (i.e. in 'box 1' described above).
- **Gender budgeting has limitations** and we should not expect more from it than it can offer. Each organisation should identify the level at which it can be the most efficient and for which it has sufficient knowledge. A major difficulty in gender budgeting is to get the proper information from the state's administration and municipalities. Accessing the information depends on the way in which people who work on financing and budgets are made aware of this need. It requires determination and patience! Another limitation regarding women's work and food security in particular is the fact that unpaid work activities in the informal sector are not visible in the state budget.
- **Gender budgeting can be applied at different levels**, such as (a) national (focusing on certain key areas), regional or local, (b) sector or programme, (c) state, donors or organisation, and (d) NGOs in both the North and the South.

## Recommendations

- Gender budgeting should be integrated as a tool into organisation analysis and assessments.
- The work done by APRODEV at EU level should be linked with the work done by partners at national level regarding EU aid policies and disbursements.
- The same analysis should be applied to Northern governments' aid policies.
- APRODEV should be instrumental in encouraging networking and the sharing of information and tools relating to gender budgeting. It could prepare checklists, etc., that can be used by others at their own national or local levels.

## **WORKSHOP: MAINSTREAMING GENDER INTO FOOD SECURITY PROGRAMMES - APPLICATION OF FRAMEWORKS TO DEVELOPMENT INTERVENTIONS**

---

*The following are the results of a workshop discussion, in which Lyda Res presented ways to combine various frameworks in order to analyse the effects of change in the environment and of interventions on the food security situation of men and women. The full paper from Lyda Res can be found in the annex.*

### **Frameworks for analysis of food security**

Various frameworks exist for the analysis of food security, and there are different methods to mainstream gender into food security projects and programmes. The frameworks can be combined in different ways in order to analyse the effects of change in the environment and of interventions on the food security situation of men and women. A focus was given to the following frameworks:

#### **Analytical frameworks**

- **Anke Niehof's food security framework** analyses the gender dynamics of food security at the household level.
- **The UNICEF framework on the causes of malnutrition** allows further analysis of the relation between household food security, individual food security and nutrition security.
- **The DFID sustainable livelihoods framework** can be used to analyse the contribution of livelihood systems to food security.
- **The Hoddinott framework on the impact of development interventions** on household food security links food security analysis with the development interventions and projects that are designed for food security. This instrument can help to analyse different interventions to find out where to expect their impact.
- **The gender analysis framework** is applied to look at the entire analysis through a gender lens.

#### **Implications for project design and strategies**

How to achieve successful gender mainstreamed food security programmes:

- Gender and food security objectives have to be formulated as part of the project design.
- Empowering women is the key to achieving food security.
- It is important to strengthen the women, but the men must not be forgotten. Special attention for men in food security programmes is also needed.
- Participation of both men and women is a prerequisite.

A synthesis of these frameworks can be used as a more comprehensive tool for assessment, analysis and action proposals. It could be applied to understand the dynamics of food security and analyse the impact of potential change on the entire household. One must always look at the possible consequences, as any new technologies may in the end not be good for people and food production. With the objective of food security at household level, some technologies have to be adapted, taking into account the local situation and experience.

Norwegian Church Aid (NCA), Ethiopia, works with local partners on income-generating activities to empower women. The instrument they have been using since 2001 addresses practical and strategic empowerment factors by posing 10 questions that lead to an empowerment score. They have found that it is important to encourage women in decision-making. One way to start with a new group is to ask men and women separately what they do and what they expect the others to do, and then discuss the differences with both groups. Instead of imposing male priorities on women, it is important to look properly at whether the new initiatives address women's priorities and whether the women will benefit. For instance, the first priority of women is often drinking water and food crops, rather than irrigation activities for cash crops.

More research is needed on traditional agricultural practices. How did the traditional practices disappear? New products have been imposed, but this is probably also due to changing environments. Mixed cropping systems were less vulnerable to diseases and, as illustrated with the example of DDS in India, people had food available from their own land for a longer period of the year.

### **Conclusions and Recommendations**

There are two guiding principles that must be applied in all aspects of programmes:

- look at processes not only outcomes,
- look at sustainability in every step.

### **Five important elements for mainstreaming gender into food security programmes:**

1. **Knowledge:** Build on the basis of women's knowledge and encourage processes of horizontal learning between different knowledge systems, where community knowledge and formal knowledge systems are treated with equal respect and given equal status.
2. **Women's self-determination:** Strengthen women's self-determination through an empowering process of participation and organisation in order to enable them to change power relations.
3. **The right to access and control over natural resources.**
4. **Gender-sensitive project design:** There is a need for participation of women at all levels from project identification, food security problem analysis to gender impact analysis.
5. **Men's involvement:** Ensure that responsibilities of men are addressed.



## CASE STUDY FROM ETHIOPIA

---

### Norwegian Church Aid, Ethiopia

By Dawit Kebede, NCA, Ethiopia

*Norwegian Church Aid (NCA) Ethiopia addresses the critical issue of food security with a particular emphasis on the vulnerable position of women. NCA has conducted a number of awareness workshops and trainings for NCA and partner staff, as well as gender analyses and empowerment assessments at various stages of projects in order to mainstream the integration of women in project plans, implementation and reporting. Efforts are also being made to improve the collection, dissemination and use of gender disaggregated data on agriculture and rural development.*

Food security is a critical problem in the socio-economic development of Ethiopia. It demands a strenuous effort to build "the ability of household members to assure themselves sustained access to a sufficient quantity of food to live an active and healthy life". Women are critical for food security in Ethiopia. They are the primary agricultural producers, the preparers of food and the care-takers of the family. Yet they are in a more vulnerable position than men, for a variety of reasons.

Gender is an issue in food security at global, national and local level because women and men play crucial roles in food production, post harvesting, storing and marketing. Generally both men and women in the rural areas of Ethiopia lack or don't have adequate access to productive resources. In particular, women farmers' access to productive resources is even more limited than that of their male counterparts, due to their low political, social and economic status and due to their additional reproductive role.

To address these realities, NCA conducted a number of awareness workshops and trainings for NCA and partner staff. Gender analyses were conducted for some projects and used to mainstream the integration of women in project plans, implementation and reporting. In the implementation of a relief programme in the Bale and Somali area, women were given the responsibility of collecting relief food aid to avoid mishandling of the food by their respective husbands. Women participated in soil and water conservation activities (construction of terraces, tree seedlings production in the nurseries and tree plantations) implemented by REST, which is one of NCA's partners operating in Tigray.

Projects provided gendered opportunities for education and training in agricultural production and marketing. Training has been provided to a women's group in Borena in hay making strategy. Partner projects (Wag project) facilitated adult education and also enrolment in primary and secondary schools through the provision of education materials and the assignment of teachers, as well as by constructing primary schools. Projects also provided different skill and business trainings for women to increase their income-generating capacity.

With the objective of reducing women's workload (food security can be adversely affected by a heavier workload for women), and thereby freeing up time, which they can devote to income-generating activities, projects developed and facilitated access to potable water, grinding mills, improved technology, etc. Another strategy has been to increase economic opportunities for women by facilitating access to credit facilities to undertake income-generating activities (equal access to credit institutions). Women in Borena have shown good growth in their economic activities through credit facilities provided to them by the project. Through saving and credit schemes, some women are currently saving part of their income to buy productive assets of their own.

Plans have been introduced to use the Gender Empowerment Assessment (GEA – developed by NORAD for assessing empowerment of men and women) as a standard routine in various stages of projects. Efforts are also being made to improve the collection, dissemination and use of gender disaggregated data on agriculture and rural development.

## CASE STUDY FROM INDIA

### Deccan Development Society (DDS), Andhra Pradesh

By Shateesh Periyapatn, DDS

*DDS works with poor Dalit farmers, the majority being women, in India. DDS has shown that it is possible to increase food production and local food security for people who have been increasingly marginalised from the mainstream agricultural system in terms of their land, their traditional preferred crops and their ability to earn a livelihood.*

*“Safe food and a variety of options are on the women’s menu... Forgotten foods from the past...are back in the kitchen. So are more pulses (read protein) and more vegetables (read vitamins)... Many people have started approaching the sangham [project group] women for seeds. This process helps people move away from the organised, externally controlled market and re-establish a self-reliant seed economy.... Marginalised crops have started moving centre stage defining a new relationship with people. Low status foods which have greater nutritional value but were forced to recede into the background...are gaining new strength...Agricultural processes have become internalised. No external input is being sought... It helps poor Dalit farmers (those people formerly known as harijans or untouchables), particularly women, to increase their food production, and the community to collectively strengthen its food security. There is also a process of strengthening the community against the new seed colonialism replete with the TRIPS and IPR regimes, which are going to manifest themselves very heavily on the food and farming scene.”<sup>7</sup>*

DDS works in villages around the town of Zaheerabad in the Medak District of Andhra Pradesh in South India. The small plots owned or leased by the poor Dalit farmers are mostly on ridges and slopes of non-irrigated, stony wastelands. Previously, totally neglected by the mainstream government agricultural services, they were able to grow little or nothing on these lands. Now, with investment help from DDS and the introduction of sustainable agriculture techniques, things are beginning to change.

New techniques help prevent erosion and loss of soil and hold the rainfall long enough for some of it to percolate into the ground. Manure, together with compost, are applied to add fertility and help hold moisture in the soil. A range of crops and varieties of the same crop are grown at the same time or in succession. If one fails, others will succeed.

DDS encourages food production before cash crops. ‘Our forefathers used to grow a variety of crops’, says Lakshamma from Humnapur Village. ‘We have forgotten that and many people are going after cash crops. We must reverse this. We must have enough to eat at home.’ DDS also encourages seed saving by individuals and by the community through a Community Gene Bank where local crop varieties appropriate to the local area and to the needs of the people are once again available. This has resulted in a huge increase in the variety of crops grown – from 25-30 when the project began in 1996 to over 60 now.

DDS is also collecting community knowledge about the crops people grow, and how they grow them, in what DDS calls a Community Biodiversity Register. This covers such things as the soil types best suited to the crop, a calendar of sowing, maturing, seeding, harvesting, etc., what pests occur and which crops are most resistant, drought resistance, storing methods, food and medicinal uses.

Food security is not just about production. It is also about availability of food at a reasonable cost during those seasons when little can be grown. DDS has therefore also established a Community Grain Fund and community-managed Public Distribution System that provide further local food security. Farmers who are assisted in developing their land repay with grain that is then made available as food during the lean summer season.

DDS, together with the farmers, is conducting research into pest management avoiding the use of chemical pesticides. This involves studying and documenting the many methods farmers already use, together with monitoring pest occurrence and population size, and the timing of actions taken and their effectiveness.

Despite their achievements and optimism, DDS would readily admit that there are limitations and that there is much more to be done. There are still poor people unable to command all the resources they need to improve their land to cultivate it efficiently. They must also cope with unreliable rainfall. Emergency expenditures, such as for health care, can still knock them back.

<sup>7</sup> Quoted in Christian Aid (2002) *Forgotten farmers: Small farmers, trade and sustainable agriculture*, p.24

## PART D: CONCLUSIONS

### SYNTHESIS AND CONCLUSIONS

---

*By Clive Robinson, consultant*

The conference set itself a tough task in selecting three themes, each with its own framework, and tracing the linkages between them. In food security we followed the framework of food availability, access to food and food utilisation, all in the context of livelihood security. We also took into account the global, national and household levels of food security, as well as the intra household level, as the household is often the arena of domestic competition for resources. Examining gender, we were reminded of the productive and reproductive (including care) roles of women as well as their practical and strategic needs. But a fuller checklist of questions seemed appropriate to identify the roles played by women and men:

- Who produces/reproduces?
- Who earns?
- Who owns?
- Who controls?
- Who benefits?
- Who cares?
- Who participates?
- Who decides?

Decision making, and the right to choice and to voice for women and men, were seen as paramount. Trade liberalisation did not have a framework as such. But our analysis was based on the three main impacts of the Common Agricultural Policy and WTO policies:

- Dumping of cheap subsidised food from industrialised countries
- Restricting the right of developing countries to provide their food producers with domestic support and protection;
- Limiting access by developing country exporters to the EU and other Northern markets.

The links between food security and gender were usually explicit: indeed, we identified many shared values between the two, such as empowerment and self-determination. The links between gender and trade liberalisation were often implicit, based on the assumption that, if liberalisation damages poor countries, the women in them are especially vulnerable.

#### **Food security**

Women produce more than half the world's food and own one per cent of the land. Starting with the comprehensive World Bank definition of food security ("access by all people at all times to enough food for an active and healthy life"), the conference was called to adopt the politics of courage and reclaim the human right to feed oneself, still denied as the basis for some international negotiations. Food sovereignty meant that both individuals and countries had the right to determine their own food policies. All international treaties should acknowledge the supremacy of human rights. We examined a model of food security processes in which the role of men decreases, and the role of women increases, as we move from the production/procurement end of the spectrum to the end concerned with processing, preparation, consumption and nutrition. At this end the household food system follows women's logic and emphasises moral responsibilities as well as instrumental ones. Because of their responsibilities for care, women will evaluate resources and assets differently from men. Food security requires control over resources and assets; rights to natural resources need strengthening and value was expressed for traditional practices, though we recognised cases where traditional systems

reinforce gender inequalities or where our partners did not own gender concerns. Integration into the world market risks increasing insecurity and dependency for the poor. We heard examples of alternative models at grassroots level based on the production and autonomy of local women. We also saw the potential for finding ways of bringing cash into rural communities without the need for them to embark on export crops (eg payment for productive work, such as small-scale irrigation). There is scope to enhance the care responsibilities of men; owing to the empowering effect of income, women's role in production could also be enhanced if they have more resources.

## **Gender**

Women's productive and reproductive roles are left out of national accounts. The "woman in the field" does not get the tax breaks on offer to the "man in the street" or, even more, to big companies and commercial farmers. Government budgets are therefore a good place to start in the effort to redress gender inequalities. Gender budgeting is a tool for macro-level gender analysis, for analysing how resource allocation affects men and women. It is not about separate budgets for women. Its objective is mainstreaming. As it is the crucial tool for implementation, it can be made gender-sensitive and used for the redistribution of resources. It can be used at different levels, national, regional or local; in sectors, programmes or organisations. It should be an integral part of organisational analysis. This work has been pioneered in Africa. Work also done by APRODEV on the EU development budget should be linked with the work of partners at the level of their national governments (especially important in the light of the donor trend towards budgetary support). Southern partners should take the lead in carrying out necessary local research. There is scope also to develop gender performance indicators, in order to propose gender audits to the EU and national auditing authorities.

The conference also highlighted the importance of rural women's knowledge and recognised the additional strain on the women in rural communities whose burdens are increased when they become the carers of the HIV/AIDS pandemic.

## **Trade liberalisation**

Over US \$ 300 billion per year of support are given by industrialised country governments to their agricultural sectors, more than the GNP of sub-Saharan Africa. Since the Doha ministerial meeting of the WTO, a new Agreement on Agriculture is being negotiated in Geneva. Many peasant organisations would like to see agriculture taken out of WTO jurisdiction, while others in development agencies ("the reformists") are seeking continued protection for developing country interests in the WTO talks. The conference saw no contradiction in supporting local communities but working for damage limitation in such fora as the WTO and strengthening the capacity of developing country negotiators. The violence of the WTO TRIPS agreement denies farmers the right to store and exchange their seeds; women are the traditional seed savers. The conference heard calls to prevent the import of polluted transgenic crop varieties, injurious to biodiversity and producers' and consumers' rights, into developing countries which did not want them. Policies which support the self-sufficiency of families will tend to strengthen the role of women, while world market integration is inclined to strengthen men's economy. Liberalisation promotes commercial farming and tends to neglect subsistence production and women. Over the next five years ACP countries will also face negotiations for the future trade regime of the Cotonou Agreement. In ACP countries where employment opportunities for women are concentrated in agriculture and agro-processing for exports, there is a need to assess the impact on women of adjustment to the free trade areas which the EU is seeking. How will women be affected by the phasing in of reciprocal trade preferences? Which products will be liberalised? We need to identify the sectors of greatest importance to the employment of women. What will happen to sectors which enjoy existing preferences under Cotonou and will there be new market access opportunities? How can benefits be maximised and costs borne by women minimised? What measures are needed to respond to the fiscal implications of moves towards free trade with the EU?

It was in trade discussions that the conference registered the special importance of its themes for a network of church related agencies. Although gender was not strongly highlighted in Biblical times, the prophets chided Old Testament kings who abused their success in trade for the purpose of oppression. In the cause of trade, farmers were exploited and men pressed into forced labour. And the conference was reminded that the patenting of life is one more delusion of grandeur on the part of those for whom trade takes top priority.

## WAYS FORWARD

---

*Four panellists were asked to react to the synthesis of the conference presented by Clive Robinson, to share their own perspectives on what was discussed, and their ideas on how to move forward.*

### ***Linda Hartke, Ecumenical Advocacy Alliance***

The Ecumenical Advocacy Alliance (EAA) is a new and broadly ecumenical network for international cooperation in advocacy on HIV/AIDS and global trade. The alliance is involved with many of the issues raised at the conference, and can be seen as one important vehicle for following through on some of the themes talked about. The alliance will be taking up these issues from an advocacy perspective. Recommendations from the working experience of the Ecumenical Advocacy Alliance are:

1. **Building broad alliances.** The ability and willingness of various actors to work together on the advocacy side of issues is very important. The need for strong engagement, ownership and involvement among those dealing with emergency response needs to be emphasised. Agencies have to be open and flexible in working with peasant groups, labour unions, etc.
2. **Articulate moral and ethical message.** What was not stated explicitly enough during the conference is the distinguishing church-related character of the APRODEV agencies. The world needs to hear the moral and ethical message that the earth is God's gift to us. Therefore, agencies should articulate this message from the gospel and make it more visible at the forefront of their work.

### ***Gunnel Axelsson Nycander, Church of Sweden***

Church of Sweden participates in the Joint Advocacy Project which was set up within APRODEV. Current plans are to produce three position papers advocating a 'reformist line' with respect to dumping, market access and the 'development box', i.e. preferential treatment within the World Trade Organisation agreement. APRODEV would like to see new rules introduced that create a better balance between gender and food security on the one hand and agricultural trade and CAP (Common Agricultural Policy) on the other.

Two concrete proposals for follow up actions were presented:

1. **Gender based impact assessment of the Common Agricultural Policy.** The proposal is to urge the EU Commission and member state governments to assess the impact of the existing CAP agreements, as well as the proposed changes under the Mid-term Review, on food security and gender relations in developing countries. This assessment should be carried out in a transparent and participatory manner. The findings should be taken into account in reforming CAP, and flanking measures should be designed and implemented to ameliorate any negative impacts and strengthen any positive impacts. The aim is to have an input in

this process as comprehensive decisions will take place in 2006 that will determine policies for the subsequent seven years.

2. **Building of a broad-based campaign on dumping.** The suggestion is to build up a broad-based campaign specifically targeting the dumping issue. Many groups could be united to find an effective way to deal with this issue and to lobby the EU to effectively reform the CAP agreement. With figures from each EU country, for example, on the cost of producing wheat and to what extent the price paid to the producer actually covers this cost, the APRODEV agencies could talk about dumping in a more comprehensive matter. Many attendees of the conference supported this idea, but others did not have enough information on CAP or its implications, nor sufficient mandate from their own organisations, to act on the proposal.

***Satheesh Periyapatna, DDS, India***

The Deacon Development Service works with poor Dalit female farmers in India to increase their food production and with the community to strengthen its collective food security.

The conference offered a much appreciated opportunity to focus on gender and food security from different perspectives and viewpoints. From a grassroots perspective, a number of points need to be emphasised:

1. **Option to drop out.** Countries have to have the option to drop out of international trade liberalisation. In many cases they are not ready to deal with all of the forces and dynamics involved in international trade.
1. **Food sovereignty for farmers not only countries.** Men and especially women need both control and ownership of land. They have to have the right to produce, but also the right to decide what to produce. This issue is even more important than national food sovereignty: not just countries, but also the farmers themselves must have the right to decide what to grow. Similarly, women need not only the right to employment, but the autonomy to decide what kind of employment they want! They need control over the decisions that lead to food security.
2. **Redefining the language.** We must redefine the language we are using, regarding gender budgets for example. Gender budgeting is an important tool in maintaining linkages between international donors and the national governments that receive their budget supports. The cited objective is “to mainstream”, but who is mainstreaming what? The government represents the small minority and claims to be the mainstream; while actually the budget is being mainstreamed by putting gender into it, not the other way around. Also, when we talk about subsistence farming, what we really mean is sustainability of farming and life.
3. **Tracing trafficking to food insecurity.** For a long time HIV/AIDS has been seen from the African perspective. But the Asian perspective should also be considered, especially with respect to how it is impacting the trafficking of women and children. This activity can always be traced to food insecurity in families and communities. Everyone is urged to combine these perspectives.
4. **Home-grown solutions instead of transgenic imports.** The industrial world has to understand that transgenic varieties of maize and rice, for example, are not welcome in our countries. They will not solve food insecurity. Let us find our own ways to solve our problems.
5. **Leaders of civilisational responsibility, not burden carriers.** The biblical reference is indeed very fruitful because it underlies the issue of morality, which is often missing in these discussions. Moral production and agriculture is a civilisational responsibility that

belongs to everyone. Women should be seen not as the burden carriers, but as the leaders in taking forward this responsibility. They have to put civilisation back on track.

***Victoria Tauli Corpuz, Tebtebba, Philippines***

Victoria attended the UN World Summit on Sustainable Development in Johannesburg as a representative of Tebtebba. Tebtebba Foundation, the Indigenous Peoples' International Centre for Policy Research and Education, was established in 1996. Tebtebba is firmly committed to the recognition, protection and promotion of indigenous peoples' rights worldwide. Tebtebba's main thrust is to help build the capacity of indigenous peoples to assert their rights and articulate their own analyses and perspectives on issues directly affecting them.

The conference synthesis is a very good framework with which to start further discussion and action. However, a few elements were missing in the discussions:

1. **Corporations defining our relationship to food.** Corporate dominance is a key problem because those who define national policies and our relationship to food are the corporate farmers and agro-businesses. It is important to consider this problem in debating how to protect and preserve biodiversity in all corners of world.
2. **Forgotten people, protectors of biodiversity.** The term agrarian does not include hunters and gatherers, pastorals, and fisher folk, who supply food for many peoples in the world. This part of the world population, which includes many indigenous peoples, is often forgotten. But indigenous people have contributed over centuries to the protection and preservation of biodiversity. Representatives of indigenous groups attending the summit in Johannesburg also raised this problem.
3. **Strengthen each other to challenge power to define.** Although industrialised countries have most of the power in defining the agendas and substance of international negotiations, it is important to remember that even small NGOs in developing countries can do something to change the trend of negotiations. For example, at the Johannesburg summit, one sentence in a draft text that could have been very detrimental to developing countries was scrapped after considerable lobbying efforts by small NGOs. The relationship between donors and partners or NGOs has to be such that they can reinforce each other in international negotiations and bring these discussions into the global arena. There are many examples of success stories, but they have to be shared in order to strengthen the efforts of others.
4. **Dumping, a key issue.** It really causes a loss of livelihood for hundreds of thousands of farmers and indigenous people, especially women. We have to increase our understanding of the dumping issue and how it is very much linked to subsidies. How do we protect the livelihoods of those producing for their own subsistence?
5. **Gender budgeting – a tool for many? (Simplify tools to be of use to many).** Do we have to go through the whole gender budgeting process to make use of this tool? How can we simplify tools so that they can be useful for many people. What are the stories that can be used by partners in the South?
6. **Need of ethical and moral frameworks.** Church-based organisations are in the best position to come up with strong moral and ethical frameworks that show that genetic engineering technologies are not needed at this point. We need regulations to keep these crops out as this is very much related to food security. Biodiversity is essential, but it is being diminished at a very fast pace as indigenous varieties are being destroyed. Indigenous agricultural food systems are diverse and have been maintained for hundreds of years despite many hurdles. This demonstrates their viability and sustainability. Support should be extended to strengthen these systems. Thus, we need to go into more depth on the issues of trade and corporate dominance and their effects on food security.

## PART E BACKGROUND INFORMATION

### PRESENTATION OF SPEAKERS

---

**Dr. Rudolf Buntzel** Rudolf Buntzel is an economist at the University of Heidelberg, specialising in rural sociology (of developing countries). He is a staff member of the Church Development Service (EED), first in the Policy Planning Unit and then for 23 years focusing on rural education on development issues.

**Marianne Hochuli** Marianne Hochuli is coordinator of the Berne Declaration, a Swiss NGO which has been working since 1968 towards equitable North-South relations through research, public education and advocacy work. The Berne Declaration monitors the role of Swiss corporations, banks and government agencies. It addresses the problems of unequal international trade and financial relations, unsustainable consumption patterns and cultural prejudices. It calls on all Swiss actors - the private sector and the state, citizens and consumers - to assume their responsibility in resolving these problems.

Marianne Hochuli is also a member of WIDE Switzerland and of the International Gender and Trade Network IGTN. The IGTN is an international network of gender advocates actively working to promote equitable, social and sustainable trade.

**Anuradha Mittal** Anuradha Mittal is Co-Director of Food First. Prior to her appointment as Co-Director, she was the Institute's Policy Director and coordinated Economic Human Rights: The Time Has Come!, a national campaign in the United States, which organised several Congressional hearings on growing hunger and poverty and the loss of family farms in the U.S.

She is co-editor of *America Needs Human Rights* (Food First Books, 1999). Her articles and opinion pieces on trade, women in development and food security have appeared in numerous national and international newspapers and journals including, the *New York Times*, *Los Angeles Times*, *Chicago Tribune*, *Washington Post*, *Bangkok Post*, *The Times of India*, *Economic and Political Weekly*, *Seattle Times* and *The Nation*. Anuradha is a jury member of the Right Livelihood Award (also known as the Alternative Nobel Prize) and is a Board Member of the Turning Point Project.

Trained as a Political Scientist in India and England, she was a visiting scholar at UC Berkeley and has taught at the New College of San Francisco and Dominican College of San Rafael. Prior to coming to the U.S.A., Anuradha worked with the Society for Participatory Research in Asia (PRIA), a major development group in India.

**Nonto Mugabe** Nonto Mugabe is the coordinator of Aprodev research on Women in Zimbabwe, focusing on issues in future trade negotiations with the EU. Nonto works with the Gender and Trade Research Initiative in Harare, Zimbabwe – in cooperation with the Non-State Actors Forum in Zimbabwe.

**Dr. Anke Niehof** Anke Niehof (1948) studied anthropology and demography. She obtained her PhD in 1985 on the basis of a thesis entitled "Women and fertility in Madura, Indonesia". Her working experience includes four years as policy staff holding the portfolio of 'culture and development' at the Dutch Ministry of Foreign Affairs and ten years living and working in Indonesia, primarily in the field of family planning, reproductive health and income generating activities for women. In 1993 she became a full professor at Wageningen University, the Netherlands, holding the chair of household sociology. She is presently involved in research about household livelihood and food security and elderly care in Indonesia, the Philippines, South Africa, Ethiopia, Nepal, Bangladesh and the Netherlands. She chairs the academic



advisory committee of a project called “The role of women in African food systems”, in the framework of which twenty African women will come to Wageningen University for their PhD, starting in spring 2003. The project director is Dr. Julia Gitobu (Nairobi) of AWLAE (African Women Leaders in Agriculture and the Environment), a pan-African organisation founded by Winrock International. The project is funded by Dutch government development cooperation. Anke Niehof is the coordinator for gender courses at Wageningen University. She also has several public functions, among them the presidency of the board of the Prince Claus Fund for Culture and Development. She lives in Renkum, the Netherlands.

**Lyda Res** Lyda Res is a specialist in gender issues in agriculture and rural development. After she obtained her MSc degree at Wageningen Agricultural University, with specialisations in extension education, social geography and household studies, she carried out research for the International Rice Research Institute on the impact of new rice technology on households and women in the Philippines. In Benin (1986-1988) she was engaged in a community action-research programme and set up a primary health care system that was based on a multi-sectoral approach, with a gender-sensitive community participation strategy. She compared various participation strategies, and worked with Rural Appraisal methodologies.

During short consultancy missions and advisory activities at the International Agricultural Centre related to rural development projects she acquired considerable knowledge and experience of gender issues in all phases of the project cycle. Ms Res gained experience in curriculum development, teaching and course management as a lecturer at the Wageningen Agricultural University, the Netherlands (1984-1986), and in the training programme of the International Agricultural Centre in Wageningen (1989-present). Within IAC she is the focal point for consultations in gender issues. For five years, she was the co-trainer of the 3-month course on Local Level Management of Trees and Forests. Presently she coordinates and partly facilitates the 3-week course on Gender Organisational Change Agriculture and Leadership. She has a special interest in gender related to natural resources management, participation, rights to land and water, and food security.

She has completed long-term assignments in Benin and the Philippines and short-term assignments in Belgium, Benin, Burkina Faso, China, France, Gambia, Hungary, India, Italy, Kenya, Nepal, Niger, the Philippines, Senegal, Sri Lanka and Zambia.

**Pethu Serote** Pethu Serote, currently Director of the Gender Education and Training Network (GETNET) in Cape Town, has extensive experience in teaching, training and facilitation, curriculum building, research, materials development, communication, conflict resolution and evaluation of programmes and projects. Ms Serote has been working as a gender and development specialist consultant since 1991. She was educated in South Africa, Lesotho and Britain and holds a Master of Arts (Education) degree from Southampton. She has taught at primary, tertiary and adult education levels, and her research covers a wide range of topics, including education, national liberation, gender issues and teaching methodologies.

She was in exile from 1977 to 1991, during which time she worked and lived in Botswana and taught at Solomon Mahlangu Freedom College in Tanzania. Since her return to South Africa, she has been employed as a lecturer and trainer at the University of the Western Cape and as a consultant with the consultancy “Unlearning Racism” under the Partnership Serote, Smuts and Zanda. In the positions that she has held, she has worked with a range of non-governmental organisations, government departments, parliamentarians, organised labour and donor agencies in South Africa, the SADC region and internationally. She has also served on the Boards and Advisory Committees of a number of non-governmental and community-based organisations in South Africa.

## PARTICIPANTS LIST

---

### **Christina Alff**

Project Officer  
World Prayers' Day of Women  
Deutenbacher Str.1  
D-90547 Stein  
Germany  
E-mail: [alff@weltgebetstag.de](mailto:alff@weltgebetstag.de)

### **Gunnel Axelsson-Nycander**

Policy Advisor, Trade and Food Security  
Church of Sweden  
Syslomagsgatan 4  
S-75170 Uppsala  
Sweden  
E-mail:  
[Gunnel.AxelssonNycander@svenskakyrkan.se](mailto:Gunnel.AxelssonNycander@svenskakyrkan.se)

### **Gweneth Barry**

Policy and Programme Assistant  
Christian Aid  
PO Box 100  
UK-London SE1 7RT  
United Kingdom  
E-mail: [GBarry@christian-aid.org](mailto:GBarry@christian-aid.org)

### **Uta Bracken**

Project Officer, West Africa  
Bread for the World  
Stafflenbergstr.76  
D- 70010 Stuttgart  
Germany  
E-mail: [u.bracken@brot-fuer-die-welt.org](mailto:u.bracken@brot-fuer-die-welt.org)

### **Sylvia Broyer**

Secretariat Press Officer  
Bread for the World  
Stafflenbergstr.76  
D- 70010 Stuttgart  
Germany  
E-mail: [s.broyer@brot-fuer-die-welt.org](mailto:s.broyer@brot-fuer-die-welt.org)

### **Dr. Rudi Buntzel**

International Food Security Advisor  
EED – Church Development Service  
Ulrich von Hassell Strasse 76.  
D-53123 Bonn  
Germany  
E-mail: [R.Buntzel@gkke.org](mailto:R.Buntzel@gkke.org)

### **Maria-Elena Capristo**

Project Secretary  
Weltgebetstag  
Deutenbacher Str.1  
D-90547 Stein  
Germany  
E-mail: [capristo@weltgebetstag.de](mailto:capristo@weltgebetstag.de)

### **Annette Dietschy**

Responsible for Development Education  
OeME – Protestant Church  
Oberer Graben 31  
CH-9000 St. Gallen  
Switzerland  
E-mail: [a.dietschy@ref-sg.ch](mailto:a.dietschy@ref-sg.ch)

### **Helga Dietz**

Secretary  
Coordination Office, Women and Development  
HEKS/EPER & Bread for All  
PO Box 332  
CH-8035 Zürich  
Switzerland  
Email: [studer@hekseper.ch](mailto:studer@hekseper.ch)

### **Patricia Dlamini**

ESSET-Ecumenical Service for Socio-  
Economic Transformation/  
EJN - Economic Justice Network of FOCCISA  
PO Box 2296  
Cape Town 8000  
South Africa  
E-mail: [patricia@sn.apc.org](mailto:patricia@sn.apc.org)  
Email: [ejnetwork@mweb.co.za](mailto:ejnetwork@mweb.co.za)

### **Timo Frilander**

Advocacy Officer  
FinnChurchAid  
PO Box 185  
SF-00161 Helsinki  
Finland  
E-mail: [timo.frilander@evl.fi](mailto:timo.frilander@evl.fi)

### **Markus Glatz**

Head of Policy Department  
Bread for All  
PO Box 5621  
CH-3001 Bern  
Switzerland  
E-mail: [glatz@bfa-ppp.ch](mailto:glatz@bfa-ppp.ch)

### **Marijke de Graaf**

Programme Officer, Andes Region/LA  
ICCO  
PO Box 151  
NL-3700 AD Zeist  
Netherlands  
E-mail: [marijke.de.graaf@icco.nl](mailto:marijke.de.graaf@icco.nl)

**Linda Hartke**  
 Coordinator  
 EAA - Ecumenical Advocacy Alliance  
 PO Box 2100  
 CH-1211 Geneva 2  
 Switzerland  
 E-mail: [lha@wcc-coe.org](mailto:lha@wcc-coe.org)

**Marianne Hochuli**  
 Bern Declaration  
 Quellenstrasse 25  
 CH-8031 Zürich  
 Switzerland  
 E-mail: [trade@evb.ch](mailto:trade@evb.ch)

**Annet IJff**  
 Food Security & Sudan Project Officer  
 ICCO  
 PO Box 151  
 NL-3700 AD Zeist  
 Netherlands  
 E-mail: [annet.ijff@icco.nl](mailto:annet.ijff@icco.nl)

**Anne-Lise Jaccaud-Napi**  
 Commission WID  
 Bread for All  
 Grammont 9  
 CH-1007 Lausanne  
 Switzerland  
 E-mail: [jaccaud@bfa-ppp.ch](mailto:jaccaud@bfa-ppp.ch)

**Catherina de Kat-Reynen**  
 Conference Report Editor  
 Langohoven 40  
 NL-6721 VT Bennekom  
 Netherlands  
 E-mail: [dekated@bos.nl](mailto:dekated@bos.nl)

**Dawit Kebede**  
 Programme Manager  
 Norwegian Church Aid Ethiopia  
 PO Box 1248  
 1000 Addis Ababa  
 Ethiopia  
 E-mail: [dawitk@nca-ethiopia.org](mailto:dawitk@nca-ethiopia.org)

**Gaim Kebreab**  
 Policy Officer for Eastern Africa  
 Norwegian Church Aid  
 PO Box 4544 Torshov  
 N-0404 Oslo  
 Norway  
 E-mail: [gaim.kebreab@nca.no](mailto:gaim.kebreab@nca.no)

**Neelima Khetan**  
 Seva Mandir  
 Old Fatehpur  
 Udaipur 313 001  
 Rajasthan  
 India  
 E-mail: [smandir@vsnl.com](mailto:smandir@vsnl.com)

**Gertrude Klaffenboeck**  
 Regional Office Director  
 EAEZ - WIDE Austria  
 Schreinergerasse 1  
 AU-3100 St Pölten  
 Austria  
 E-mail: [gertrude.klaffenboeck@24on.cc](mailto:gertrude.klaffenboeck@24on.cc)

**Riborg Knudsen**  
 Regional Coordinator for West Africa  
 Norwegian Church Aid  
 PO Box 4544 Torshov  
 N-0404 Oslo  
 Norway  
 E-mail: [riborg.knudsen@nca.no](mailto:riborg.knudsen@nca.no)

**Angela König**  
 Gender Advisor  
 EED – Church Development Service  
 Ulrich von Hassell Strasse 76.  
 D-53123 Bonn  
 Germany  
 E-mail: [angela.koenig@eed.de](mailto:angela.koenig@eed.de)

**Dr. Annette Luibrand**  
 Project Officer, Philippines  
 Bread for the World  
 Stafflenbergstr.76  
 D- 70010 Stuttgart  
 Germany  
 E-mail: [a.luibrand@brot-fuer-die-welt.org](mailto:a.luibrand@brot-fuer-die-welt.org)

**Erika Märke**  
 Asia Desk  
 EED - Evangelical Development Service  
 Ulrich von Hassell Strasse 76.  
 D-53123 Bonn  
 Germany  
 E-mail: [erika.maerke@eed.de](mailto:erika.maerke@eed.de)

**Catherine Merielle**  
 Coordinator of Programme SAS  
 GEA- Grupo de Estudios Ambientales, A.C.  
 Allende 7  
 Colonia Santa Ursula Coapa  
 D.F. 04650 Mexico  
 México  
 E-mail: [geasas@laneta.apc.org](mailto:geasas@laneta.apc.org)

**Anuradha Mittal**  
 Co-director  
 Food First – Institute for Food and  
 Development Policy  
 398 60<sup>th</sup> Street, Oakland  
 CA 94618  
 United States of America  
 E-mail: [amittal@foodfirst.org](mailto:amittal@foodfirst.org)

**Margreet Mook**

Gender Research  
 ICCO  
 PO Box 151  
 NL- 3700 AD Zeist  
 Netherlands  
 E-mail: [margreet.mook@icco.nl](mailto:margreet.mook@icco.nl)

**Michele Morier-Genoud**

Project Officer and Gender Desk  
 Bread for All - EPER/PPP  
 CP 616  
 CH- 1000 Lausanne 7  
 Switzerland  
 E-mail: [secretariat@dmr.ch](mailto:secretariat@dmr.ch)

**Nonto Mugabe**

Impact Development Associates  
 25 Connaught Road  
 Avondale  
 Harare  
 Zimbabwe  
 E-mail: [impactd@mweb.co.zw](mailto:impactd@mweb.co.zw)

**Ingrid Müller**

Gender Advisor  
 Bread for the World  
 Stafflenbergstr.76  
 D- 70010 Stuttgart  
 Germany  
 E-mail: [i.mueller@brot-fuer-die-welt.org](mailto:i.mueller@brot-fuer-die-welt.org)

**Carsta Neuenroth**

Consultant for Agriculture  
 and Rural Development  
 FAKT- Consult for Management,  
 Training and Technologies  
 Gänsheidestrasse 43  
 D-70184 Stuttgart  
 Germany  
 E-mail: [carsta.neuenroth@fakt-consult.de](mailto:carsta.neuenroth@fakt-consult.de)

**Dr. Anke Niehof**

Lecturer  
 University of Wageningen  
 Sociology of Consumers and Households  
 PO Box 8060  
 NL-6700 DA Wageningen  
 Netherlands  
 E-mail: [anke.niehof@soc.hhs.wau.nl](mailto:anke.niehof@soc.hhs.wau.nl)

**Eric Nilsson**

Head of International Department  
 Diakonia  
 Starrbäcksgatan II  
 S-172 99 Sundbyberg  
 Sweden  
 E-mail: [eric.nilsson@diakonia.se](mailto:eric.nilsson@diakonia.se)

**Renate Of**

Project Information and Publicity-Africa  
 Bread for the World  
 Stafflenbergstr.76  
 D- 70010 Stuttgart  
 Germany  
 E-mail: [r.of@brot-fuer-die-welt.org](mailto:r.of@brot-fuer-die-welt.org)

**Athena Peralta**

Women and Economic Globalisation  
 World Council of Churches  
 PO Box 2100  
 CH-1211 Geneva 2  
 Switzerland  
 E-mail: [akp@wcc-coe.org](mailto:akp@wcc-coe.org)

**Satheesh Periyapatna**

Director  
 Deccan Development Society  
 Kishen Residency  
 Road No 5, Begumpet  
 Hyderabad 500 016  
 Andhra Pradesh  
 India  
 E-mail: [satheeshperiyapatna@yahoo.com](mailto:satheeshperiyapatna@yahoo.com)  
 Email: [ddshyd@hd1.vsnl.net.in](mailto:ddshyd@hd1.vsnl.net.in)

**Lyda Res**

Researcher  
 International Agricultural Centre  
 PO Box 88  
 NL-6700 AB Wageningen  
 Netherlands  
 E-mail: [res@iac.agro.nl](mailto:res@iac.agro.nl)

**Clive Robinson**

Consultant  
 33 Priors Croft, Old Woking, Surrey  
 UK-GU22 9EY  
 United Kingdom  
 E-mail: [cliverobinson100@hotmail.com](mailto:cliverobinson100@hotmail.com)

**Peter Rottach**

Head of Department for Agriculture  
 Environment and Food Security  
 Bread for the World  
 Stafflenbergstr.76  
 D- 70010 Stuttgart  
 Germany  
 E-mail: [p.rottach@brot-fuer-die-welt.org](mailto:p.rottach@brot-fuer-die-welt.org)

**Pethu Serote**

Director  
 GETNET - Gender Education  
 & Training Network  
 PO Box 333, Athlone  
 Cape Town 7760  
 South Africa  
 E-mail: [pethu@getnet.org.za](mailto:pethu@getnet.org.za)

**Karine Sohet**

Policy and Information Officer  
APRODEV  
Bd Charlemagne 28  
B-1000 Brussels  
Belgium  
E-mail: [k.sohet@aprodev.net](mailto:k.sohet@aprodev.net)

**Lilian Studer-Senn**

Coordinator  
Coordination Office Women and Development  
HEKS/EPER & Bread for All  
PO Box 332  
CH-8035 Zürich  
Switzerland  
E-mail: [studer@hekseper.ch](mailto:studer@hekseper.ch)

**Victoria Tauli-Corpuz**

Executive Director  
Tebtebba Foundation - Indigenous' Peoples  
International Centre for Policy  
Research and Education  
PO Box 1993  
2000 Baguig City  
Philippines  
E-mail: [vtcorpuz@yahoo.com](mailto:vtcorpuz@yahoo.com)

**Anders Tunold**

Regional Coordinator for South and  
Central Asia (including Afghanistan)  
Norwegian Church Aid  
PO Box 4544 Torshov  
N-0404 Oslo  
Norway  
E-mail: [at@nca.no](mailto:at@nca.no)

**Karin Ulmer**

Gender Officer  
APRODEV  
Bd Charlemagne 28  
B-1000 Brussels  
Belgium  
E-mail: [k.ulmer@aprodev.net](mailto:k.ulmer@aprodev.net)

**Hettie Walters**

Conference Moderator  
Gender & Development Training Centre  
Wilhelminastraat 18  
NL- 2011 VM Haarlem  
Netherlands  
E-mail: [gen.dtc@inter.nl.net](mailto:gen.dtc@inter.nl.net)

**TABLE ON SELECTIVE ACTIVITIES ON FOOD SECURITY, GENDER AND TRADE BY APRODEV AGENCIES AND PARTNERS**

| Organi sation                        | Activities / region   | Gender dimension   | Programmes with specific gender focus   | Methodology / Instruments   | Advocacy component   | Key issues / links  | Mechanisms / networking  |
|--------------------------------------|---|--|---|---|--|---|--|
| <b>Bread for the World - Germany</b> | <p>* West Africa (Sahel): Sustainable agriculture and resource management (cereal storage banks, soil fertility, improved productivity)<br/>Partners are NGOs and farmers organisations<br/>Advocacy work supported through consultants and funding</p> <p>* Africa, Asia, Latin America: Rural development, lobby and advocacy, human resource development, sustainable agriculture<br/>Partners are NGOs, networks, grassroots, and people's organisations</p> <p>* Information Department: Multi-annual campaign 'Bread for life'</p>                              | <p>* West Africa: Quota for all activities (training, access to credit etc.)<br/>Mostly basic gender needs are taken into account, but local gender relations are not challenged; strategies for change not developed</p> <p>* Latin America: Gender dimension integrated into sustainable agriculture activities (recent revision)<br/>Partner seminar in Argentina on gender aspects in agricultural activities</p> <p>* Gender approach rather rudimentary in policy on sustainable agriculture<br/>* Linkage of food security, gender and hiv/aids</p> | <p>Micro credit schemes<br/>Local infrastructure (wells, etc.)<br/>* Pilot project since 2002 in Philippines on integration of gender perspective as crosscutting issue</p>   | <p>Project standards include question on gender policy and gender impact, application differs according to level of understanding (currently under review)</p> <p>*Guidelines on gender issues in project evaluations</p> | <p>Encourage partners to participate in internat. networking<br/>* UN Convention on desertification<br/>* Cereal production/ marketing instead of national promotion for cotton production<br/>* Prod./marketing of organic products<br/>*Export orientation versus food security first<br/>* Land reform<br/>*Agricultural taxes<br/>*Protection of biodiversity<br/>* Root causes of injustice and poverty</p> | <p>Mainstreaming gender into sustainable agriculture programmes<br/>Integration into world market versus local subsistence/ food security<br/>* Practical manual for gender mainstreaming into food security programmes<br/>* Impact of food shortages on (mal)nutrition of women, men and children</p> | <p>Networking between partners<br/>Support to partner participation in international conferences<br/>Visualisation of women's work<br/>Strategies to strengthen women's participation in trade/food security debates</p> |
| <b>EED – Germany</b>                 | <p>* Poorer countries in Asia, Africa, Latin America, South East Europe, Caucasia: Financial support to autonomous partner organisations (churches, Christian organisations, secular NGOs), secondment of personnel, consultancy and dialogue<br/>* Advocacy work: Policy dialogue at German, EU and international level<br/>* Development education: Food security is most prominent in programming &amp; part of integrated rural development projects ( sustainable agriculture, consumer protection, land reform &amp; land rights enforcement, microcredit )</p> | <p>Contribution to social equality between women and men<br/>Contribution of women and men to food security and benefits<br/>Encouraging partners to analyse role of gender in projects and integrate objectives of gender equality<br/>Integration of gender aspects is not a funding criterium</p>   | <p>Gender equality as project objective<br/>Strengthening organis. capacity of women<br/>Women's and men's participation in needs assessment/ priority setting and decision-making<br/>Improve subsistence agriculture with focus on local markets<br/>Use, extend and build on local knowledge</p> |   | <p>1 Full time staff on World Food Matters with responsibility for advocacy, lobby and public education<br/>Focus on CAP, international trade and impact on DC's food security<br/>Gender not key to this position but depending on entry points and linkages made</p>   | <p>Impact of gender quality on achieving objectives in food security projects (cross-sectional , cross regional evaluation )<br/>Integration of best practice and gender knowledge in working routines</p>  | <p>Cooperation with women and gender networks from South and North</p>   |

| Organi sation            | Activities / region   | Gender dimension  | Programmes with specific gender focus  | Methodology / Instruments   | Advocacy component   | Key issues / links   | Mechanisms / networking  |
|--------------------------|---|---|--|---|--|--|--|
| <b>DDS - India</b>       | Deccan Development Society works with landless & Dalits on sustainable agri. and self-determination through training, credit & financial support; present in 75 villages with women's groups (seeds, savings & microcredit, child care, etc); focus on community capacity building, advocacy work; biodiversity, water management, educational activities (Green School) and training on organic farming and health care  | Women play key role in all activities, women's groups in each of the local villages, women active in public discussions and lobby of TNCs   |  |   | Access to resources for peasants/ villagers<br>Biodiversity<br>Traditional knowledge<br>Networking for advocacy and lobbying   |  | Networking at local, national and international level  |
| <b>CA-United Kingdom</b> | * Southern Africa Department: 7 local partners in 7 countries; assistance to local people for food production and animal husbandry<br>Emergency interventions given the recent crisis   | Attempt to mainstream gender<br>Consider gender impact<br>In training on gender mainstreaming strategies<br>Women recognised as key actors providing most labour in food production and are least empowered   | Women's Border Development Programme in Malawi and Mozambique<br>include training on gender awareness for community leaders  | Questions on gender effects of programme<br>Gender balance in partner organisations<br>New project approval form currently being developed  | Involved with Economic Justice Network of FOCCISA to look at gender and trade  | Gendered effects of international agreements on poor women and men<br>Affects of food crisis in southern Africa  | Case studies on food security<br>Linkage of micro/macro level through gender & trade project<br>Capacity building to broaden partic. (incl. grassroots) in trade debates   |
| <b>NCA – Norway</b>      | * NCA Ethiopia: Crop production, livestock development, bee keeping, natural resources management<br>Support to local indigenous NGOs, particularly church-based organisations and churches, relief society of Tigray, social services for AIDS and governmental offices<br>* NCA India (regional office incl. Bangladesh and Nepal):<br>Working with international and national NGOs, supporting multi-partners (LWF/WCC), also Tibetan refugees in India (CASA), CCDB and RDRS in Bangladesh; integrated empowerment approach or livelihood promoted<br>Working mainly with and at grassroots level (very poor households, landless), to some extent facilitating linkages to local markets and | * NCA Ethiopia: Women and men are beneficiaries of activities (income generating activities, livestock development, bee keeping, vegetable gardening)<br>* Internalising gender at organisat. & programme level in reg. office India; in B'Desh 2/3 of programme participants are women; in Nepal ½ of participants are women.<br>High labour migration of men;<br>Seeking to extend strong gender division of labour through skills training;<br>Promote women's practical and strategic gender needs, | * Ethiopia: Credit schemes mostly for economic empowerment of women<br>* India Reg Office: economic empowerment programmes for women, awareness raising and improving of women's status, advocacy for effective support of women<br>B'Desh: positive discrimination as women are the most marginalised | * Ethiopia: As a policy relief food distribution is done through women<br><br>* Indian Reg Office: Policies and guidelines at least formally include a gender dimension, Gender Appraisal Tool applied by partners recently, database on nutritional status among staff and reference people, | Advocacy on women's participation in decision-making process<br>Participation of women and men in extension services provided<br>Access and control for women over vegetable production, honey and other crops, specially relief food<br>Women's participation in consultations on water development planning<br>* Afghanistan: increased focus on | Women's access to economic resources<br>Women's workload (fuel wood, fetching water, food processing)<br>Improved access to education and extension services for women and girls<br><br>* Reg Office India: activating existing often extensive state mechanism of agri. Development (often extremely inefficient and non-responsive to needs of | *Networking potential (eg Christian Relief and Dev. Ass. with WG on food security, and on gender)<br>Dry land Coordination Group (joint advocacy work)<br>ACT, Ethiopian Faith based org. forum<br>* Reg office India: overcome institutional barriers |

| Organi sation         | Activities / region   | Gender dimension   | Programmes with specific gender focus  | Methodology / Instruments   | Advocacy component   | Key issues / links   | Mechanisms / networking   |
|-----------------------|---|--|--|---|--|--|---|
| <b>NCA</b>            | <p>some cooperation with local government and research institutes, also microfinance, empowerment of marginalised, small-scale infrastructure</p> <p>* Afghanistan:<br/>Emergency assistance (food, nutritional, seeds), horticulture production, animal husbandry; focus on water supply, educational activities on health, food security and training</p>   | <p>capacity building for women<br/>Equal participation of men, women and youth, strengthening of people's organisations to establish their HRs &amp; cultural identity, women as main actors.<br/>MMR, health, education, nutrition, literacy, mobility, productive &amp; reproductive role, local decision-making power<br/>South Asian Gender Alliance screens programme on gender sensitivity<br/>Tibetan community combat gender-based discrimination<br/>* Systematic gender approach in Afghanistan limited, but increasing focus on gender concept, integration of women with local <i>shuras</i>; agricultural programmes should include women in the future</p> | <p>Eg women's small local organisations (org. &amp; management capacities)<br/>* Afghanistan:<br/>Community &amp; psycho-social services (skills training for women to improve food security)<br/>Increasing focus on gender, establishment of women's shuras, water supply for female agricultural workers; in future agricultural training for women, food feeding centres with majority of women, income generating activities (goods for local markets), literacy classes and free access for women to wells</p> | <p>Revised gender policy of RDRS, CCDB currently in process of gender sensitisation, CASA incorporates draft gender policy in 10 year development p</p> | <p>educational level (health food, water)<br/>* Regional Office India:<br/>Seeking to promote improved local marketing, grassroots advocacy (empowerment), seeking entitlements for rural poor (women) resulting in community based organisations led by elected women leaders and participation in politics</p> | <p>disadvantaged, with poor women facing double discrimination) - advocate for change of attitudes and accountability, need for efficient transfer /adaptation and replication of technologies to rural poor (diversification of production, improved inputs/processing and marketing)<br/>Effectiveness of microfinance projects will depend on effort in food security<br/>Further strengthening of reduction of gender based violence as crucial factor for food security</p> | <p>between(Gov &amp; NGO)<br/>Cooperation of CSO with aid agencies and research institutes on food security<br/>Trend to separate poverty alleviation interventions from agricultural support<br/>Transfer of technologies<br/>Gap between HRs and develop. organisations<br/>SAGA -Gender Alliance</p> |
| <b>FAKT – Germany</b> | <p>Consultancy for Management, Training and Technologies: Working on sustainable agriculture &amp; food security, participatory approaches to agric. innovation &amp; development, conceptual &amp; contextual analysis, strengthening advocacy work of CSO.<br/>Consultancy work in Latin America (Mexico, Central America, Caribbean, Andean region): sustainable agriculture &amp; food security for low income farming families, strategic, technical and methodological issues, sustainable solutions, exchange of experience, generation of knowledge (agro-ecological production, agricultural policies, commercialisation of agricultural products), advocacy work, strengthening of local &amp; regional networks, training of local consultants</p> | <p>Applying Women in Development approach<br/>No gender analysis, no gender aware PME, but partner organisations are increasingly interested in applying a gender focus to their work</p>  | <p>Farmer to farmer approach<br/>Women's participation through numerous women's groups</p>   | <p>Gender dimension is generally not reflected in the instruments used, but WID approach applied</p>  | <p>Dialogue and consultancy<br/>Programme with advocacy focus - addressing WTO and trade<br/>Attempt to develop advocacy strategy</p>  | <p>Human rights based approach, specially right to food with a gender perspective<br/><br/>Links between rights based approach and trade</p>   | <p>Consultants to put more emphasis on food security, gender &amp; trade in own framework,<br/>Networking among partner org., awareness raising among partners &amp; agencies,<br/>Training on links of food security, gender and trade</p>   |



| Organi sation                             | Activities /region  | Gender dimension  | Programmes with specific gender focus   | Methodology / Instruments   | Advocacy component  | Key issues / links   | Mechanisms / networking   |
|---|---|---|---|---|---|--|---|
| <b>GEA – Mexico</b>                       | <p>Grupo de Estudios Ambientales: Sustainable Agricultural Food Systems Programme, and Audiovisual and Multimedia Communication Programme</p> <p>Four main activities: Experimental experience of sustainable agricultural food system at local-regional level (food chain including distribution trade), diffusion of information (including organic agriculture and fair trade, GMOs, impact of trade agreements on peasants, biodiversity, TRIPs ) through broadcasting and TV programmes, newspapers, etc.</p> <p>Influencing public politics (biosafety, GMOs, food sovereignty, environmental approach) through parliamentary discussions, involving national and international authorities (PROFEPA, NAFTA), research activities linking micro and macro level</p> | <p>Promotion of women in workshops and projects (a difficult process), awareness raising on gender dimension in workshops with women and men</p> <p>Inclusion of gender aspects in public politics, ie recognition of role of peasant women with regards to seeds preservation, conservation of cultural patterns, family food and health care, legal entitlements as family head, credit and land titles</p> |   | <p>Participative management towards sustainability</p> <p>Funding criteria with focus on socio-environ. linkage</p> <p>Grid on sustainability (values, multidimensional &amp; systematic approach)</p> <p>Incl. values of equity, diversity, anti-discrimination</p> <p>Diagnostic planning implementation monitoring evaluation method (quantit. criteria)</p> | <p>Struggle for food sovereignty, opening new negotiations of NAFTA to exclude basic grains from unfair competition</p> <p>No import of transgenic corn (trade component implies biodiversity and biosafety)</p> <p>Biological Diversity Chart, &amp; Protocol of Cartagena on Biotechn. Safety</p> <p>Strong alliance with other CSO in LA (fair trade, rural women, social and environmental organisations)</p> | <p>Explore concepts that sustain gender approach, gather data about real significance of gender dimension (ie living quality, rural &amp; urban areas, connect quantitative and qualitative indicators)</p> <p>Food sovereignty (not only access but right to produce food at local &amp; reg. &amp; nat. scale) with basic independence or self-sufficiency, linked to concept of sustainability and multi-dimensional acceptance</p> <p>Network of fair trade consumers needed</p> | <p>Initiate campaign linking producers, social and environ. org. with consumers (no consumers org. in Mexico)</p> <p>At global level, reinforce exchange of information &amp; provide simple arguments on single objectives to reach larger group of population</p> |
| <b>HEKS / Swiss Inter-church Aid - CH</b> | <p>* South East Asia (Cambodia, Vietnam, Philippines, Indonesia), South Asia (India, Bangladesh): Sustainable agriculture, land reclamation/advocacy, saving and credit schemes, strengthening of CBOs; income generating projects, partners are small &amp; middle sized local NGOs</p> <p>* Africa (Sahel): Sustainable agriculture combined with education and alphabetisation, integrated approach, partners are rather large NGOs and church organisations</p> <p>* Central America (Nicaragua/Honduras): Post Mitch - rehabilitation of (sustainable) agriculture, storage and sustainable agricultural technologies</p>  | <p>Small scale sustainable agriculture</p> <p>Social justice and gender equity</p> <p>Women are strongly involved in agriculture</p> <p>Dispose of technical and traditional knowledge</p> <p>Participation of women in agricultural project activities</p>   | <p>Saving and credit schemes, education, income generating projects, land titles of women, etc.</p> |   | <p>Some projects start to introduce a trade component, but only after stabilisation of own consumption</p> <p>Fair trade concepts: organic products, niche marketing, increase quality of products, self marketing of producers</p>   | <p>Linkage between gender and trade, and relation of trade and food security (criteria, specific conditions)</p>   |   |

## REFERENCE LIST

---

### 1. Publications

**CIDSE - International Cooperation for Development and Solidarity** (2001) Food security and the WTO, written by Sophia Murphy.

**Karl, Marilee** (1996) Inseparable - The Crucial Role of Women in Food Security. No short-cut to food security - Monograph Series #4; ISIS International-Manila publication.

**Mies, Maria** (1996) A Breakdown in Relations – Women, Food Security and Trade, No short cut to food security – Monograph Series #2; ISIS International-Manila.

**Madeley, John** (October 2000) Trade and hunger – an overview of case studies on the impact of trade liberalisation on food security. Report from Church of Sweden Aid, Diakonia, Forum Syd, The Swedish Society for nature conservation and the Programme of Global Studies Forum Syd, Globala Studier no 4. See also [www.forumsyd.se](http://www.forumsyd.se)

**IFPRI-International Food Policy Research Institute** (2000) AIDS and Food Security: Essays; Author(s): Piot, P.; Pinstруп-Andersen, P.; Gillespie, S.; Haddad, L., International Food Policy Research Institute (IFPRI).

The first essay, titled, 'AIDS - the new challenge to food security', considers the scale of the problem and describes some differences between the disease and other health or development problems. The authors consider how the agriculture sector should respond to the pandemic. Challenges and recommendations outlined include among others to break the link between food security and HIV/AIDS, and to face the gender dimensions of HIV/AIDS.

<http://www.ifpri.org/pubs/books/ar2001/ar2001e.pdf>

**Shiva, Vandana** (1996) Caliber of Destruction – Globalisation, Food Security and Women's Livelihoods, No short cut to food security - Monograph Series #3; ISIS International – Manila publication; ISBN 9718829016.

### 2. Website Resources

#### **CTA – Technical Centre for Agricultural and Rural Cooperation ACP-EU**

The mission of CTA is to strengthen policy and institutional capacity development and information and communication management capacities of ACP agricultural and rural development organisations. In relation to gender in ACP agriculture, its mission is to support initiatives to ensure that women in ACP agricultural and rural development have adequate and equitable access to relevant information products and services, and to strengthen their capacities to provide, acquire, exchange and utilise information in this area.

<http://www.cta.int>

#### **DIMITRA**

Women and rural development, with a guide and online database of about 200 local organizations, hosted by the FAO

<http://www.fao.org/dimitra/query/start1.idc>

#### **FAO – Food and Agriculture Organisation**

Gender and food security also provides facts and figures from different countries

<http://www.fao.org/gender>

#### **Gender relations in agricultural research**

<http://www.isnar.cgiar.org/gender/>

**CIIR – International Cooperation for Development**, an international charity working for justice and the eradication of poverty. CIIR combines a heritage of radical Catholicism and secular thought. One of its goals is the equitable distribution of resources and power between men and women and between communities and nations. The approach combines work to secure equitable policies with the

strengthening of community-based organisations that represent the interests of the poor and improve their quality of life. <http://www.ciir.org>

#### **EAA – Ecumenical Advocacy Alliance - Trade for People Campaign**

The Ecumenical Advocacy Alliance (EAA) exists to enable churches and their related organisations to be effective advocates for a more just, peaceful and sustainable world. The EAA runs a global campaign for 2002-2005 with the theme ‘Trade for people, not people for trade’. Its primary goal is to advocate the recognition of the priority of international human rights, social and environmental agreements over trade agreements and policies.

<http://www.e-alliance.ch/>

#### **Food First**

[www.foodfirst.org](http://www.foodfirst.org)

#### **GENDER-AIDS**

Articles on lack of food security, HIV/AIDS and impact on women.

Contact at [gender-aids@healthdev.net](mailto:gender-aids@healthdev.net);

<http://ww2.aegis.org/news/ips/2002/IP020813.html> ; or [www.hivnet.ch:8000/gender-aids](http://www.hivnet.ch:8000/gender-aids)

#### **Gender and Water Alliance**

<http://www.genderandwateralliance.org/english/main.asp>

#### **IFPRI - International Food Policy Research Institute**

IFPRI has one research area focusing on feminization of agriculture (keyword search on gender also possible)

<http://www.capri.cgiar.org>

<http://www.ifpri.org/2020conference>

<http://www.ifpri.org/2020/nw/intro.htm>

<http://www.ifpri.cgiar.org/themes/mp17/pubs.htm>

<http://www.ifpri.org>

#### **IGTN - International Gender and Trade Network**

<http://www.genderandtrade.net>

**International Commitments and Women/Gender Issues**; UNED Forum’s: The Stakeholder Toolkit for Women. This web-site aims to help women’s groups to use international agreements in their advocacy work and in concrete projects on the ground, to monitor progress in implementation, and to make these agreements become reality.

[www.earthsummit2002.org/toolkits/women/index.htm](http://www.earthsummit2002.org/toolkits/women/index.htm)

#### **International Women’s Tribunal Centre**

[www.iwtc.com](http://www.iwtc.com)

#### **ISIS –Women’s International Cross-Cultural Exchange**

Isis-Women’s International Cross-Cultural Exchange (Isis-WICCE) is based on the vision of communicating ideas, creating solidarity networks and sharing information to overcome gender inequalities. Founded in 1974 in Geneva, Switzerland, as an action oriented women’s resource centre to meet the need for information by women from various regions of the world, Isis-WICCE has three main programmes: The Exchange Programme, Information and Documentation Programme and the Publication Programme. The organisation is named after the ancient Egyptian goddess ISIS who symbolises Wisdom, Creativity and Knowledge.

[www.isis.or.ug](http://www.isis.or.ug)

#### **Heinrich Böll World Summit page**

<http://www.worldsummit2002.es/issues/gender/gender.htm>

#### **Hunger Project**

With 19 regional offices, the Hunger Project empowers women food farmers through...micro-business, credit and agro-training programmes

<http://www.worldhunger.org>

**PRGA - Participatory Research and Gender Analysis** - for Technology Development and Institutional Innovation. The PRGA Program develops and promotes methods and organizational approaches for gender-sensitive participatory research in plant breeding and on the management of crops and natural resources.

<http://www.prgaprogram.org/>

This PRGA Program is part of the **CGIAR** System wide Program, the Consultative **Group on International Agricultural Research**, at <http://www.cgiar.org/>

The CGIAR Supports the **Future Harvest Centers**

<http://www.futureharvest.org/about/index.shtml>

**Technical Centre for Agricultural and Rural Cooperation ACP-EU**

<http://www.agricta.org/agritrade/about.htm>

**Worldbank – GenderNet**; this site describes how the Bank seeks to reduce gender disparities and enhance women's participation in economic development through its programs and projects. It summarizes knowledge and experience, provides gender statistics, and facilitates discussion on gender and development.

<http://www.worldbank.org/gender/>

**WOUGNET - Women of Uganda Network**

Focus on information access for rural women. Information, communication and entertainment are as critical for rural living as they are for urban living, and indeed there is increasing demand for information and communication equipment and services in rural areas. However, major challenges exist in terms of available means of information access and dissemination as well as how to operate the audio-visual systems used in rural areas.

<http://www.wougnet.org/Events/iarw.html>

### **3. APRODEV resources**

**APRODEV** (1999) Trade and the hungry: How international trade is causing hunger, by John Madeley and Clive Robinson. Includes the ZEIST Declaration on Trade Liberalisation and the Right to Food.

**APRODEV** (1999) Brussels' blind spot: The lack of coherence between poverty eradication and the European Union's other policies, by John Madeley. The study considers three products – chocolate, fisheries and beef and the way in which incoherence in EU policy has damaged the livelihoods of some of the world's poorest people.

**Bread for the World & EED & FIAN** (2001) The right to adequate food, Parallel report with special focus, Compliance of Germany with its international obligations under the International Covenant for Economic, Social and Cultural Rights (ICESCR).

**Christian Aid** (June 2002) Small farmers, trade and sustainable agriculture, written by Kevin Bundell.

**Christian Aid** (January 2003) Nothing to fall back on – Why Ethiopians are still short of food and cash, written by Clive Robinson.

**EED - Church Development Service** (2002) Fruits of Diversity – Global Justice and Traditional Knowledge, an Indian Case Study.

**EED - Church Development Service & German NGO Forum Environment and Development** (2002) A new Agricultural Policy in Germany – what about the South?

**HEKS** (2001) Sector Policy: Food Security and Rural Development

**Stückelberger, Christoph** (2002) Global Trade Ethics: An Illustrated Overview, WCC Publication, Geneva.

## PART F FULL PAPERS

### GENDERED DYNAMICS OF FOOD SECURITY

---

By Anke Niehof, Lecturer, Wageningen University

#### *Introduction*

Food security has been a leading concept in the development discourse during past decades. While up to the 1970s food security was primarily seen in terms of availability of food supplies, gradually the emphasis shifted to the issue of access. Particularly the study of Amartya Sen on famine (1981) was instrumental in pointing to the importance of practices and rules regulating people's access to food and resources, rather than the availability of food supplies as such.

The growing attention for access rather than just availability was accompanied by a shift in the level of aggregation at which food security problems were analysed. Food security was no longer only studied as a global, regional or national issue. There was an increasing awareness about in-country and local disparities with regard to access to food. In a study on food security in Kisii, Kenya, it is noted that even in this relatively well-endowed agricultural region it is not uncommon to find households going hungry not long after the harvest period (Omosa 1998). In this paper, we will focus on the dynamics of food security at household level.

Gender is, of course, another key concept in the development discourse of the past decades. It would be impossible to present in this paper the enormous body of evidence relating to the importance of a gender perspective to development processes. I will limit myself to gender in relation to domestic production and household food security. In doing so, I see gender as the social roles of men and women and the sexual division of labour in society, and – related to this – the cultural definitions of male and female or masculinity and femininity. For the purposes of this paper I will use the concepts of women's reproductive role and women's practical and strategic gender needs, as elaborated by Moser (1994), as points of departure.

There is sufficient evidence supporting the relationship between gender roles, food security and nutrition. For example, many studies testify to the fact that, generally, income earned or controlled by women is allocated to family welfare and nutrition to a greater extent than that earned or controlled by men. Other studies demonstrate the importance of women's education in reducing malnutrition among children. Such findings have obvious policy implications. However, in this paper, I will not review such quantitative evidence. Instead, I will look at women's roles in the household production of food and nutrition, using selected results of recent research to illustrate my points. By doing this, I hope to lay bare some of the mechanisms and dynamics involved, so that I can provide a tool for analysing the gender dynamics of food security in concrete rural settings.

#### *The household production of food and nutrition*

The most commonly used definition of food security is that of the World Bank: "Access by all people at all times to enough food for an active and healthy life" (Maxwell and Frankenberger 1992). Though short, the definition is quite comprehensive, covering access, equal distribution (*all people*), the time perspective (*at all times*), availability and sufficiency of food, and food quality and utilisation (*healthy life*). The temporal element in the definition alerts us to the fact that being food secure not only means having enough food now, but also in the future. Hence, food security cannot be measured by a one-time sounding only. It also reminds us of the influence of seasonality on food production and consumption. To cope with this factor and be able to bridge difficult periods, vulnerable households will apply coping strategies, which are a - relatively short-term - response to an immediate decline in access to food (Davies 1993).

Based on the definition quoted above, and taking the household as the level of analysis, we can define household food security as: "Access by households at all times to enough food for an active and healthy life of their members".

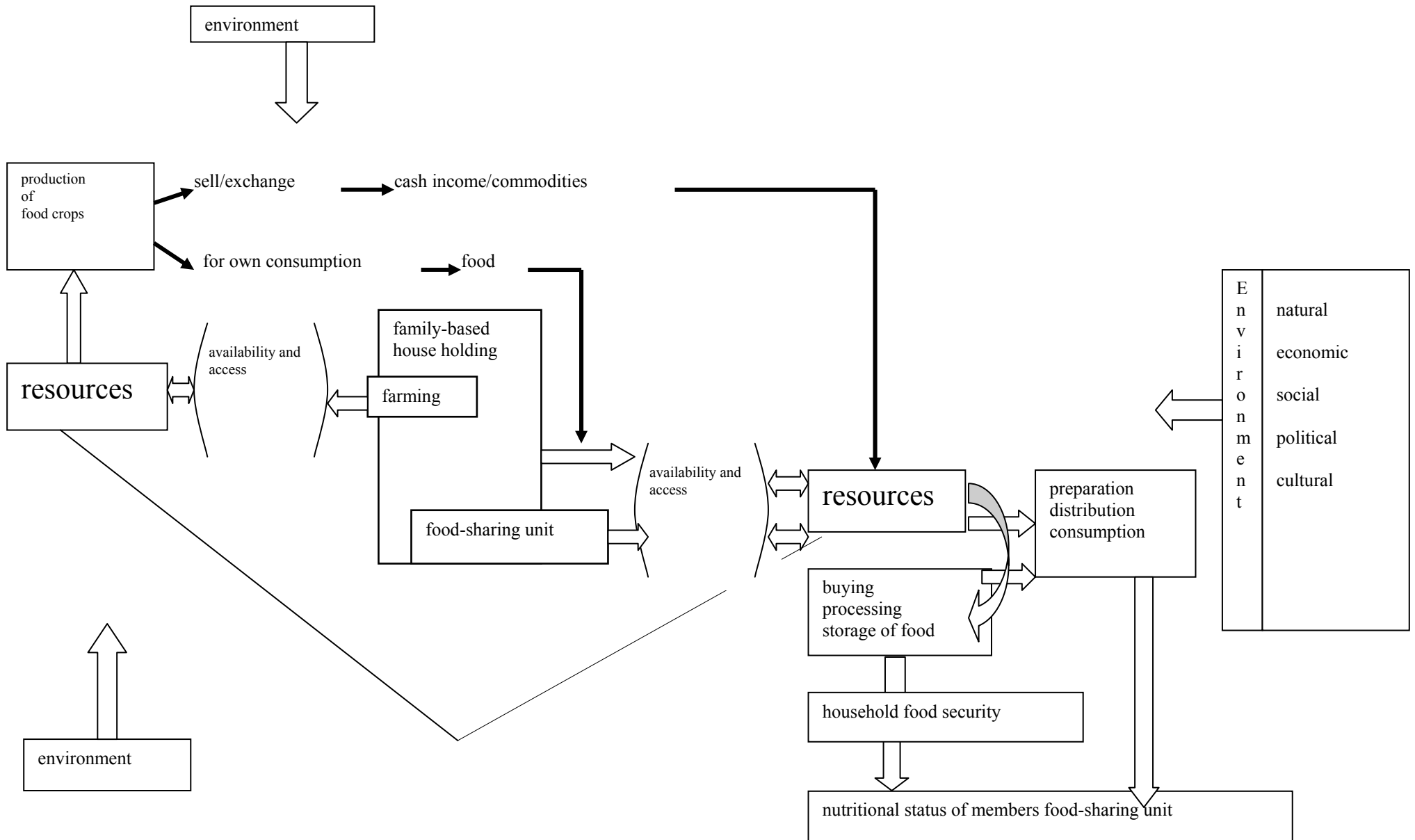
Before discussing briefly what I mean by household, there is a last general point I would like to make. Food security cannot be separated from livelihood security. The former is included in the latter. To achieve them, both require the use of resource and possession of assets. At household level, these are the same limited resources and assets, which implies that choices will have to be made. In an article about the effects of the 1996 severe drought in the Dry Zone in Sri Lanka, for example, it is shown that people sold their productive assets (land, savings) only as a last resort. First, they tried to cope by exchanging food and reducing food intake (Senaka Arrachchi 1998). In a paper on the evolution of thinking about food security, placing food security in the perspective of livelihood security is seen as a recent paradigm shift (Maxwell 2001).

The concept of household is not unproblematic. It has been under feminist scrutiny because of its often taken-for-granted qualities of unity and harmony. Economists have been attacked for their narrow view on households as institutions that maximise joint utility under the altruistic leadership of the (usually male) household head. Still, the household is the context in which people's basic and daily needs, including food, are met. Therefore, I see it as a relevant level of analysis. I agree with Kabeer's conclusion after reviewing the debate:

There is a difference between abandoning the concept of 'the household' as it is defined in most economic textbooks, and abandoning the concept altogether. The empirical significance of household relationships in the daily management of resource entitlements, and as the routine context of people's lives, suggests that it has a certain facticity, despite its shifting guises. (Kabeer 1994: 114)

The household as a unit is flexible, permeable and can take various forms. In a recent study on household livelihood security in rural KwaZulu-Natal, South Africa, it is concluded that there the patrilineal homestead is the unit that functions as a household and, therefore, is the appropriate unit for livelihood analysis, including food security analysis (Mtshali 2002). The household does not operate in isolation. It is embedded in an environment: a natural environment, a physical man-made environment, and an institutional environment. Among the latter are economic, political, religious and social institutions. Kinship networks, neighbours, and community organisations are part of this socio-institutional environment. The following model is a scheme of a farming household's production of food security and nutrition, including the activities and the means needed to carry it out.

Following the definition of household formulated by the anthropologist Rudie on the basis of her fieldwork in Malaysia, we see the household as a co-residential unit, usually family-based in some way, which takes care of the resource management and primary needs of its members (Rudie 1995: 228). Co-residence should not be taken too literally. To me it implies daily interaction between household members, whether or not they actually sleep under one roof. In my view, a migrated person, even though he may support the household by remittances, is not a member of the household. I find Rudie's definition suitable because of its emphasis on what households do (rather than what they are): resource management to provide for primary needs.



As regards the issue of food security, I am particularly interested in the household's dynamics, the activities that can be subsumed under the term domestic production and that I refer to as *householding* in the model. The model shows that to achieve household food security a number of activities are needed. At the left side of the model there are activities that primarily deal with the procurement of food. Apart from cultivating food crops, food can be bought, exchanged, be received as a gift, or be gathered (as wild foods or by gleaning). The latter activities are not mentioned in the model, but that does not make them less relevant. Further to the right, processing is an important activity, as well as storage. At the right side of the model the crucial activities of food preparation, distribution and consumption are shown, which, in the end, determine the nutritional status of the household members. This part of the scheme is applicable to households in general, not only to farming households.

For all these activities the means to carry them out are needed. In the model these are referred to as resources, which can be of several kinds. They can be tangible or intangible, human, social or environmental. Resources that represent value and are stored rather than used, can be called assets. Cattle is an asset when it is kept for its value or prestige (which is social value), but it becomes a resource when used for ploughing. Human resources, like skills, experience and education, are also referred to as human capital. Likewise, what I call social resources, such as kinship relations and local support networks, are in the literature also called social capital. I will use these terms more or less interchangeably. A last remark on the interpretation of the scheme concerns the variable of time. While sometimes time is referred to as a resource, I find that confusing. I would rather see the temporal dimension as an integral part of resource use and resource management, and inherent in strategies.

The central part of the model contains the term *house holding* that I discussed before. By this term I mean household behaviour that involves getting access to and control over resources, and the use, management and allocation of resources. Such behaviour can be more or less strategic. Household livelihood strategies and coping strategies are positioned in the central box.

### ***Gender dynamics of household food security***

The picture of the household production of food security and nutrition presented so far is gender-neutral. Of course this makes it a very unrealistic picture. There is almost no part of the model where gender does not make a difference. A first comment is that, almost universally, the role of women becomes increasingly important when we move from the left to the right side of the model, and that of men increasingly negligible. At the same time, as a consequence of the so-called feminisation of agriculture, women's role in cultivation of food crops (left side of the model) is becoming more prominent in many countries.

For plotting women's roles and needs in the model, we will use the concept of women's reproductive role. Moser (1994: 29) summarises this reproductive role as follows:

The reproductive role comprises the childbearing/rearing responsibilities and domestic tasks undertaken by women, required to guarantee the maintenance and reproduction of the labour force. It includes not only biological reproduction but also the *care* and maintenance of the workforce (husband and working children) and the future workforce (infants and school-going children) [my italics].

Although this description is good enough for our purposes, I would like to emphasise the element of care. Women are, almost universally, the primary care-givers in households. Providing care is everywhere regarded as an important part of their reproductive role. Moser refers to care-labour as if it is exclusively aimed at maintaining the actual or future workforce of the family. Most households count both providers and dependants. The latter are dependent on the former for their daily needs. In my view, providing instrumental, material or emotional support to persons who cannot provide this for themselves is care. Within the household there are moral obligations to provide care. Elsewhere, I have referred to the household as a context of *condensed morality* (Pennartz and Niehof 1999: 206). It derives from three features of the household. The first is its family base. Households are formed on the basis of marital and family ties, which are relations that have a normative content and entail obligations. The second feature is that through daily interaction this morality is reproduced and intensified. The third is what Cheal (1989) has called 'the moral economy of the household', meaning that the relationships in the household are a source of long-term economic security, which makes generalised reciprocity rather than direct exchange the dominant mode of domestic production. Women's work that aims at making their households food secure and their families and children adequately nourished, is part of their reproductive role. It is also care-labour.



To carry out this role women have needs; the practical gender needs. Moser (1994: 40) describes these as “the needs women identify in their socially accepted roles in society” and “a response to immediate perceived necessity, identified within a specific context”. Practical gender needs do not challenge the gender division of labour in society and women’s subordinate position. Strategic gender needs do. They are “the needs women identify because of their subordinate position to men in society” (Moser 1994: 39). These vary according to context. When we plot women’s reproductive role in the model of the household production of food security and nutrition, we are basically dealing with practical gender needs. The question of whether we should proceed to another level of analysis, that of strategic gender needs, will be discussed after the presentation of some case studies from the field.

## Cases from the field

### Case 1: Women’s time in Rwanda

In poor areas, the sort of housework carried out by women as part of their reproductive role can be very time-consuming because of lack of environmental resources. This is illustrated by a case study on Rwanda that was part of an IFPRI research project. In the study area (Northwest Rwanda) women grow food crops for subsistence and market excess food crop production as well as sorghum beer. Men engage mainly in cash cropping and off-farm activities. Women’s opportunities to find additional or alternative sources of income are limited by this external gender division of labour. In addition to that, the household provision of basic needs relies heavily on procuring the essential ‘home goods’: water and wood. Fetching water and collecting wood are time-consuming activities, which are left to women and children. The authors conclude that “the poorest tend to not only be short in money but also short in time” (Von Braun and Wiegand-Jahn 1991: 130). Women’s responsibilities for the household’s provision of food and care absorb almost all their time and women have to rely increasingly on children for assistance. It is easy to see why, in such a situation, a project of income-generating activities for women would fail.

### Case 2: Preserving cassava in East Java

Traditionally women have played an important role in rice cultivation in Java. Men were responsible for ploughing and sowing, while women did the transplanting and harvesting, with the *ani-ani*, a small knife that cuts the ears one-by-one. According to the ancient myth, the rice goddess Dewi Sri would be offended if the rice would be harvested in another way. However, the Green Revolution brought new, high-yielding varieties, more harvests and new technologies. Without invoking the wrath of Dewi Sri, women’s role in harvesting rice with the use of the *ani-ani*, and thus their role in producing the staple food, diminished. However, especially in poorer regions farming households cannot exclusively rely on rice for their staple. Apart from maize in the dry season, they grow cassava, a perennial that serves as a buffer crop. A study on decision-making in six farming households in the region south of Malang in East Java (Solichin 1996: 217-21) revealed interesting findings. Cassava cultivation is women’s work. Women play an active role in conserving and exchanging cassava varieties. When a woman marries and moves to her husband’s compound, she takes her mother’s cassava varieties, called *telo babonan* (which means good quality varieties) with her. It seems that there is an extensive female, partly matrilineal, network along which cassava clones are exchanged and the information about them is transferred. Another interesting point in the study is that women strongly oppose selling food crops for money in time of need, because that would endanger their household’s food security.

### Case 3: Skipping the beans in Malawi

In a study among rural households in Malawi it was found that scarcity of wood fuel led women to omit bean relish from the daily menu, because beans take such a long time to cook and, therefore, require much wood fuel. The researcher notes that lack of wood fuel will work against any effort to change the overwhelming dependence on cereals for energy intake. The reduction of intake from food groups other than cereals forms a point of concern because the diet is already so dependent on cereals (Brouwer 1994).

### Case 4: Male and female crops and male and female plants in Ethiopia

In Kaffa-Shaka, South-western Ethiopia, *enset* is the staple food for approximately eleven million people. The plant is also referred to as false banana, because it looks like a banana tree. However, it is a different

species altogether. The contents of the stem are taken, scraped, and put into a hole in the ground for fermentation. The fermented *enset*, then called *kocho*, is made into dough for bread.

The farming system is a combination of *enset* cultivation for food, inter-cropped with coffee and vegetables, and cultivation of maize, barley and other crops. The latter are grown on separate fields, the former are grown in the backyard. Depending on their wealth, people also keep livestock of which the manure is used.

In this patriarchal and patrilineal social system, the men own the *enset* plants. However, the plants are grown in the backyard, behind the kitchen, which is essentially female space. Women can harvest *enset* any time they see fit or need it to feed the family. Women also do the (labour-intensive) processing. If there is a surplus, they can sell it at the local market and use the money for salt, oil and other household necessities. Women work in the fields on the other crops, but they are not entitled to the proceeds from selling those. *Enset* clearly is a female crop.

The study by Negash (2001) found a high degree of biodiversity in *enset*. People plant different varieties, also because *enset* can serve other purposes besides its use as staple food. It also found an indigenous classification into male and female favoured varieties. The 'female' ones have characteristics that are valued by women because of women's use of *enset* for feeding their families, like low fibrosity, early maturity, good taste, an edible corm, and a thin stem. All these relate to the role of women in the *enset* food system – notably processing and preparing - and their responsibility for household food security and nutrition. 'Male' characteristics relate to livelihood security and are, for example, disease resistance and high yield. Thus, within the food crop *enset*, which can be classified as a 'female' crop, a further distinction is made between 'male' and 'female' varieties.

#### **Case 5: Women's participation in community gardens in Zululand**

The community gardens in rural KwaZulu-Natal were set up by the Department of Agriculture. Adult persons living in the area can become a member of a community garden. From the membership fees inputs (seeds) are procured for the whole group. The members have to put in their own labour. Access to water is facilitated and the extension officer provides technical assistance. A main objective of the community gardens projects is to increase household food security. Furthermore, the projects aim at strengthening the economy of rural households by giving them the opportunity to grow crops for the market.

According to a field study (Hoogendoorn 2002), the overwhelming majority of members are women, and relatively many among them are heads of their households (either *de jure* or *de facto*). Given the important role of Zulu women in agriculture, their interest in the community garden is not surprising. Furthermore, Zulu women generally don't have their own access to land, because it belongs to the kin group of their husbands. For these women, the community garden may be the only way to access fertile land that has an adequate water supply and is properly fenced. The economic significance of the gardens and their role in increasing household food security do not seem very impressive at first sight. Women don't produce for the market. They sometimes sell produce if they have a surplus. In another publication, the lack of entrepreneurial attitude of Zulu women is discussed. In general, Zulu women are not much inclined to sell their agricultural produce on the market. If they do, they do so from home. Unlike, for example, in Ghana where women dominate the market scene, they are not expected to venture onto the market and make money, but – instead – are expected to feed their families (Cross 1999).

The research of Hoogendoorn shows that women are reluctant to sell the garden produce to neighbours and other members of the local community, even if they are just selling from home. They explain their reluctance by saying that in time of need, it is these people they will ask for help, for food. By giving them part of the yields of the garden, they attempt to redress the imbalance of the scales, so that - if needed – they can ask for help again in the future. This means that the significance of the community garden for the food security of the household is an indirect, and, at first glance, an invisible one. The women use the products of the community garden to invest in their social resources, to them an essential asset for survival in hard times.

The issue of lack of entrepreneurial initiative has to be seen against the background of patriarchal Zulu culture. Mtshali's study (2002) shows that women-headed households are, in contradiction to general opinion, not worse off compared to male-headed households. She explains her findings by pointing at the fact that female household heads are less constrained in their mobility than women in male-headed households and, therefore, have more options for income-generating activities. So, this lack of entrepreneurial initiative among Zulu women is a consequence of their culture-based reproductive role that ties them to their homesteads. Women, who leave their homesteads to engage in economic activities, do so because they have no husband to fall back on or to restrain them. In the end, they can be better off.

## Conclusions

The review of the cases, in relation to the model, teaches us the following:

- Within households, women are key actors in achieving food security for their households, because it is part of their reproductive role.
- Because of the fact that the households function as a unit of consumption, women's reproductive role extends to the food and nutrition security of the household as a whole and is not confined to that of their children.
- Production of household food security and nutrition comprises a number of interrelated activities: food crop cultivation, food procurement, collection or exchange, food processing and preparation, and, finally, distribution so that it may be consumed.
- Almost all these activities are delegated to women. Obtaining or accessing resources to be able to carry out these activities is also women's business. From this, a number of practical gender needs arise.
- Environmental and social constraints that impede women in getting access to enough resources to carry out all their tasks in the food system create severe problems for women in fulfilling their reproductive responsibilities and may jeopardise their children's nutrition.
- Because of their reproductive responsibilities and the tasks in the food system that ensue from these, women will evaluate resources and assets differently from men. They will have their own classifications and socio-cultural ordering of their environment, in which the underlying value is food security.
- If the household food system is a female domain, it follows that food and nutrition interventions will have to follow women's own logic, knowledge, experience and strategies in identifying constraints and finding solutions.
- Important practical gender needs faced by women in poor rural areas often do not relate directly to food, but rather to lack of resources. Lack of wood fuel, or another source of energy, and inadequate access to clean water have a double effect on women's ability to carry out their reproductive role. The first one is the direct effect on household food security and nutrition. The second is the effect on women's time, through which their own health and capacity for care labour are affected, and which thus – indirectly – affects household food security negatively.

I will conclude with a short discussion on the priority of addressing these practical gender needs versus addressing the strategic gender needs that arise from the unequal division of labour in which women are assigned the main burden of reproductive responsibilities and men that of productive responsibilities. The option of enhancing the reproductive role of men does not seem to be a very feasible one, and will not necessarily be favoured by women. The option of enhancing women's productive role seems more promising, also because of the fact that research has shown that having an income of their own empowers women. However, the feasibility of this option depends on the extent to which women's practical gender needs are met, which closes the circle. By coming back to the need for addressing women's practical gender needs, I do not mean to belittle the importance of investing in female human capital, in women's education and health. On the contrary, I know that this is immensely important, not only for women themselves but also because of its positive impact on child health and nutrition. My plea is to do this and, at the same time, do something about the practical problems and constraints women face in carrying out their reproductive role, which for the women concerned constitutes everyday reality.

## References

- Brouwer, I.D., 1994  
Food & Fuel: A hidden dimension in human nutrition. PhD thesis Wageningen University.
- Cheal, David, 1989  
‘Strategies of resource management in household economies: Moral economy or political economy?’ In: R.R. Wilk (ed), *The household economy: Reconsidering the domestic mode of production*, pp.11-23. Boulder, San Francisco, New York: Westview Press.
- Cross, C., 1999  
Women and land in the rural crisis. *Agenda* 42: 12-27.
- Davies, S., 1993  
‘Are coping strategies a cop-out?’ *IDS Bulletin* 24(4): 60-72.
- Hoogendoorn, P.J.F., 2002  
*An exploratory study on community gardening in rural KwaZulu-Natal, South Africa*. MSc Thesis Wageningen University.
- Kabeer, Naila, 1994  
*Reversed Realities: Gender Hierarchies in Development Thought*. London, New York: Verso.
- Mtshali, Sazile M., 2002  
*Household Livelihood Security in Rural KwaZulu-Natal, South Africa*. PhD thesis Wageningen University.
- Maxwell, S. and T.R. Frankenberger, 1992  
*Household Food Security: Concepts, Indicators, Measurements*. Rome and New York: IFAD and UNICEF.
- Maxwell, Simon, 2001  
‘The evolution of thinking about food security.’ In: S. Maxwell and S. Devereux, *Food Security in Sub-Saharan Africa*, pp. 13-32. Institute of Development Studies. London: ITDG Publishing.
- Moser, C.O.N., 1994  
*Gender planning and development: Theory, practice and training*. London: Routledge.
- Negash, Almaz, 2001  
*Diversity and conservation of enset (Ensete ventricosum Welw. Cheesman) and its relation to household food and livelihood security in South-western Ethiopia*. PhD thesis Wageningen University.
- Omosa, Mary, 1998  
*Re-conceptualizing food security: Interlocking strategies, unfolding choices and rural livelihoods in Kisii district, Kenya*. Wageningen: PhD thesis Wageningen University.
- Pennartz, Paul and Anke Niehof, 1999  
*The Domestic Domain: Chances, Choices and Strategies of Family Households*. Aldershot, Brookfield USA, Singapore, Sydney: Ashgate.
- Rudie, Ingrid, 1995,  
‘The significance of eating: Co-operation, support and reputation in Kelantan Malay households.’ In: Wazir Jahan Karim (ed.), *‘Male’ and ‘Female’ in Developing Southeast Asia*, pp. 227-247. Oxford: Berg Publishers.
- Senaka Arachchi, R.B.,1998,  
‘Drought and Household Coping Strategies among Peasant Communities in the Dry Zone of Sri Lanka.’ In: John Twigg and Mihir R. Bhatt (eds) *Understanding Vulnerability: South Asian Perspectives*, pp. 27-47. London: Intermediate Technology Publications, on behalf of Duryog Nivaran.
- Sen, Amartya, 1981  
*Poverty and Famines. An Essay on Entitlement and Deprivation*. Oxford: Clarendon Press.
- Solichin Abdul Wahid, 1996  
*How farmers cope. Case studies of decision-making in six farm households in south of Malang, East Java*. PhD thesis Wageningen University.
- Von Braun, Joachim and Graciela Wiegand-Jahn, 1991  
Income sources and income uses of the malnourished poor in Northwest Rwanda. In: Joachim von Braun and Rajul Pandya-Lorch (eds) *Income sources of malnourished people in rural areas: Microlevel information and policy implications*, pp. 117-31. Working Papers on Commercialization of Agriculture and Nutrition, No. 5. Washington DC: International Food Policy Research Institute (IFPRI).

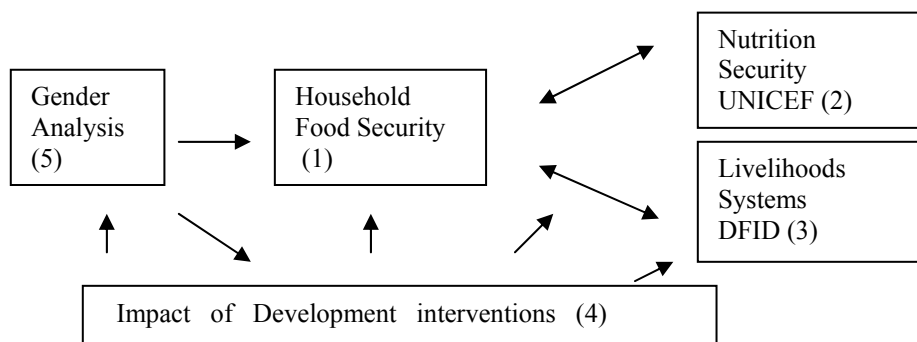
## MAINSTREAMING GENDER INTO FOOD SECURITY PROGRAMMES

By Lyda Res, Researcher, International Agricultural Centre

### Introduction

Various frameworks exist for the analysis of food security, and there are different ways to mainstream gender into food security projects and programmes. The question is whether there are ways to combine these to analyse the effects of change in the environment and of interventions on the food security situation of men and women in such a way that crucial factors for gender-sensitive food security programmes will appear.

To better understand and analyse the food security of people, we would like to further elaborate on the analytical framework developed by Anke Niehof (1). In order to clarify the link between household food security and individual food security and nutrition security we take elements of the UNICEF *framework on the causes of malnutrition* (2). The fact that food security cannot be separated from livelihood security may be expressed by integrating the DFID *sustainable livelihoods framework* (3) in the food security analysis framework. Furthermore, a framework developed by Hoddinott from Maxwell and Frankenberger on the *impact of development interventions* on household food security (4) will be used to link the food security analysis with development interventions and projects. Finally, the *gender analysis framework* (5) will be applied to look at the entire analysis through a gender lens.



We will look at whether such a synthesis of analytical frameworks can be used as a more comprehensive tool for assessment, analysis, and action propositions. However, it must be realised that a framework on its own does not have much value. It may be incomplete, a-historic, not self explanatory, and provide a rather static picture. Its value depends on what you do with it and how you adapt it to your own realities. It clarifies certain relations, and it provides a checklist of the factors influencing food security and how it affects women and men, and boys and girls differently. Such a framework would allow for an analysis of food security and effects of change in different situations, without imposing stereotypes, while highlighting crucial factors for gender-sensitive food security programmes.

### Basic definitions and what to achieve with gender-mainstreamed food security programmes

Food security (DFID, 2002) is achieved when all people, at all times, have physical and economic access to sufficient safe and nutritious food to meet their dietary needs and food preference for an active and healthy life. It indeed includes availability, access and utilisation of good-quality food for everyone (Niehof, 2002). The right to food is a basic human right.

Gender mainstreaming is a process that leads to equality of opportunities between men and women, equal access and control, equal rights and an equal voice (DFID, 2000). Gender mainstreaming involves ensuring that all general measures and operations openly and actively take into account - during planning, implementation, monitoring and evaluation – their effects on the respective situations of women and men. It also involves the complementary design, implementation, monitoring and evaluation of specific measures and operations to promote equality and to assist women to participate and benefit equally. It relates to projects, programmes and organisations (EC, 2000). It implies reshaping, changing the agenda. It is a process in which both men and women have a role to play (DFID, 2000).

Food security programmes often do not bring about gender-balanced development and effective food security for everyone. Some reasons are: invisibility of women's roles in food security, their work load, their unequal access and control position, and their limited chances of benefiting equally from development interventions. Other reasons are insufficient analysis of men's roles in food security related activities. Therefore, gender mainstreaming in food security programmes is necessary. The vision behind the design and implementation of gender mainstreaming food security programmes should be made explicit. Five levels of gender mainstreaming are distinguished (Longwe cited in Hadjipateras, 1997). These are: 1. Welfare (basic survival) 2. Access to resources (including opportunities for self realisation) 3. Conscientisation (awareness of and will to alter gender inequalities) 4. Participation (including equal role in decision making), and 5. Control (in both the personal and public domains). A higher level of reaching gender goals will make the achievement of food security objectives more equal and more sustainable. A more elaborated framework of food security analysis would shed more light on what will be achieved with the various food security programmes.

### The Food Security Analysis Framework

1. The tool for analysing *gender dynamics of food security* in concrete rural settings is given by Anke Niehof (2002). Household food security, the availability and access of food and food-related activities of household members are dealt with as central elements.
2. The UNICEF framework on the *causes of malnutrition* allows further analysis of the relation between household food security and individual food security and nutrition security (UNICEF, 1998). It indicates the importance of care and health practices which in addition to food availability and access influence adequate dietary intake and the health situation of individuals, which in turn determine the actual utilisation of food and the nutritional status of members of the food-sharing unit.
3. With the DFID *sustainable livelihoods framework*, we look for elements to make the food security analysis framework more complete and analyse the contributions of livelihood systems to food security (DFID, 1999). The resources or capital men and women of various socio-economic groups possess also influence livelihood strategies and their outcomes in terms of food security. The framework looks at resources such as livelihood assets or potential. Five types of resources are distinguished: human capital (skills, knowledge, ability to labour, good health), social capital (networks and connectedness, group membership, mutual relationships), natural capital (intangible public goods such as biodiversity, or assets such as trees and land), physical capital (infrastructure such as water and energy, and producer goods such as tools and equipment), and financial capital (available stocks such as savings, and regular inflows). The analysis of the capital, thus the potential or strengths and weaknesses of men and women could provide useful elements for food security interventions.

What do you do and how do you allocate resources to arrive at a level of living? Livelihood strategies involve decision making regarding labour and other allocation of other resources in order to achieve the desired level of living.

Livelihood strategies include risk minimisation through diversification of activities, farming strategies (crop mix, risk-minimisation strategies), mode of livestock rearing, diversification into off-farm employment, etc.

4. The framework developed by Hoddinott from Maxwell and Frankenberger on *the analysis of the impact of development interventions* on household food security links the food security analysis with development interventions and projects that are designed for food security. Food security programmes aim at directly or indirectly increasing the availability, access and utilisation of good quality food. Interventions that will in one way or another affect food security are (Hoddinott, 2001):
  - a. Interventions to improve the broader environments such as anti-erosion programmes (physical environment), improvement of land rights (policies and legal systems), and strengthening village associations.
  - b. Interventions that increase the level of economic and physical capital: new technologies, irrigation and credit.
  - c. Interventions that increase human capital such as agricultural extension, skills training and literacy.
  - d. Infrastructure: roads reduce transport costs.

- e. Interventions to improve knowledge of good health care and nutrition practices.
  - f. Interventions that improve the health environment.
5. Finally, the entire analysis is viewed from the overall perspective of gender analysis. The *gender analysis framework* will be applied to look at the entire analysis through a gender lens. In the framework of Anke Niehof, the household is the central unit of analysis, while recognising intra-household interactions. To make the intra-household dynamics more explicit, gender analysis could be used and integrated by including the following elements (Lingen, 1997):
- A. What are the gender effects of changes in the environment and of food security interventions on:
    - Gender roles
    - Division of labour
    - Value of labour performed by men and women
    - Access to resources
    - Control over resources
    - Practical needs
    - Strategic interests
    - Socio-cultural and political profile
      - Participation (at household level)  
(at community level)  
(organisational capacity)
      - Images of women and men (self-image)  
(image in society)
      - Physical integrity:
        - . Decision about own body
        - . Mobility
        - . Access to health
        - . Access to education
        - . Discrimination
        - . Violence
  - B. Women's and men's opinion about the interventions and their eagerness to participate and benefit, but also their willingness to contribute

**Implications for project design and implementation / elements of strategies for mainstreaming gender in food security programmes**

Based on the above analytical framework, projects can be designed that strengthen the positive trends; minimise the negative influences, and look for opportunities to improve food security.

As part of the project design, gender and food security objectives have to be formulated. Outputs, activities and monitoring and evaluation indicators have to be made gender specific.

Quisumbing and Meinzen-Dick (2001), on the basis of IFPRI (2000) research outcomes showing that women's education accounts for 43% of total reduction in child malnutrition, strongly believe that empowering women is the key to achieving food security. They propose different strategies for empowering women by strengthening their asset base (natural, physical, human, social and financial capital), and by providing the legal and institutional framework to guarantee their command over resources. They formulate three recommendations: (1) change statutory laws to strengthen women's entitlements (2) design and implement creative programmes enabling women to use and benefit from their own resources and capabilities (3) increase women's ability to participate in the development process.

Indeed, improving women's negotiation power and strengthening existing capital and social networks of the food-insecure people at household and community level is important. In this way women can influence institutions at the various levels, enforce thereby transparency of these institutions, and be in a position to negotiate food security for themselves and for the other household members. Successful gender mainstreamed food security programmes contain elements of strengthening the resource position of women and the balance between men and women by focussing on the various types of capital. Increasing human capital for example by giving attention to the education of girls and women and

improvement of their position improves the nutrition situation of household members. Also strengthening their knowledge, access to knowledge, respect for their own knowledge and possibilities to use and broaden their knowledge will contribute to food security.

However, empowerment does not mean that men should be forgotten. Special attention for men in food security programmes is needed. For example, in Benin, due to the installation of an oil palm plantation, men's and women's roles in food security changed over time. The occupation of the land by an oil palm plantation made it impossible for men to provide the household with maize as used to be their responsibility. Men and women both worked as labourers on the oil palm plantation. But the money the men earned was not automatically turned into sacks of maize bought. Also, less fish became available as the lake dried up because of the irrigation. The original livelihood system wherein men took care of corn, fish, and wild animals and women were responsible for the sauce, palm oil processing, and food preparation eroded.

Participation of both men and women is a prerequisite. In practice, interventions will consist of a variety of actions affecting the various types of capital of men and women, which in turn will have a variety of outcomes for household food security and for the nutrition security of all household members.

## References

- Aubel, Judi, e.o. Strengthening grandmother Networks to improve Community Nutrition: Experience from Senegal. In Sweetman, Caroline (ed.), (2001). Gender and Development Health. An Oxfam Journal. Volume 9 Number 2, July 2001.
- Benda-Beckmann, Keebet von, a.o. (1997). Rights of women to the natural resources land and water. NEDA (Netherlands Development Assistance Women and Development) Working paper 2.
- DFID (1999). Sustainable Livelihoods Guidance Sheets. DFID, Department for International Development. April 1999..
- DFID (2000). Poverty elimination and the empowerment of women. September 2000.
- DFID (2002). Keysheet 8. Food Security (John Farrington ed.) The Overseas Development Institute (ODI), [http://www.odi.org.uk/keysheets/red\\_8\\_foodsecurity.pdf](http://www.odi.org.uk/keysheets/red_8_foodsecurity.pdf).
- European Commission. (2000). Mainstreaming Equal Opportunities for women and men in structural programmes and projects, Technical paper 3, EC, March 2000.
- Francisco, Josefa. (2000). Women Trade Liberalization and Food security. World Food Program. In Development 43: 2; 88-90, SID, Sage Publications, London, New Delhi.
- Hoddinott, J (2001). Methods for Rural Development Projects. Food Security in Practice. International Food Policy Research Institute. Washington, DC.
- Hadjipateras. Implementing a Gender policy in ACORD: Strategies, Constraints and challenges. Gender and Development Vol.5 No.1 February 1997.
- IFAD (1999). Household Food Security and Gender. Memory checks for programme and project design. Rome.
- IFPRI. (2000). The Key to Food Security: Looking into the household. Eight Findings. Issue Brief No.3. International Food Policy Research Institute, Washington, USA, June 2000. <http://www.ifpri.org/pubs/ib/ib3.pdf>
- Lingen, Annet, *et al.* (1997). Gender analysis of the target group. In: Gender Assessment Studies, A manual for gender consultants, NEDA, The Hague, 1997.
- Niehof, A. (1998). Households and the Food chain: How do they relate? In UPWARD 1998. Sustainable Livelihood for Rural Households: Contributions from Rootcrop Agriculture. UPWARD, Los Baños, Laguna, Philippines.
- Niehof, A. (2002). Gendered Dynamics of Food Security. APRODEV – GOOD Conference. No security without food security – no food security without gender equality. Wageningen University. Kappel am Albis, 18-20 September 2002.
- Quisumbing, Agnes R. and Ruth S. Meinzen-Dick (eds). 2001. Empowering women to achieve food security. Focus 6. Policy Brief, August 2001.
- UNICEF. (1998). The State of the World's children 1998. Carol Bellamy, Executive Director, United Nations Children's Fund. Published for UNICEF by Oxford University Press.



**APRODEV** is the association of the 17 major ecumenical development and humanitarian aid organisations in Europe. Its task is to influence decision - making processes in the European Union institutions related to North - South issues, in order to promote fairness and justice and the eradication of poverty.

The associated member organisations are Bread for All, Switzerland • Bread for the World, Germany • Christian Aid, UK & Ireland • Church of Sweden, Sweden • CIMADE, France • DanChurchAid, Denmark • Diakonia, Sweden • Global Ministries, Netherlands • EAEZ, Austria • EED, Germany • FinnChurchAid, Finland • HEKS/EPER, Switzerland • Hungarian Interchurch Aid, Hungary • ICCO, Netherlands • Icelandic Church Aid, Iceland • Norwegian Church Aid, Norway • Solidarité Protestante, Belgium. The World Council of Churches and the Lutheran World Federation are observers.

**GOOD - GENDER ORIENTATION ON DEVELOPMENT** started in 1990 during a gathering of gender advisors from European development and humanitarian aid agencies. With the integration of GOOD into the APRODEV secretariat in the year 2000, the Gender Reference Group was given the mandate to advise APRODEV and its agencies on how to strengthen the gender policies and practices in the work of the APRODEV agencies in cooperation with their Southern partners, and on how to permeate a gender perspective in APRODEV's lobby and advocacy work.