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GENDER MAINSTREAMING IN TANZANIA'S CENTRAL CORRIDOR

Lessons from the Rural Livelihood Development Programme Tanzania

HELVETAS Swiss Intercooperation

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BACKGROUND

The Rural Livelihood Development Programme (RLDP) in Tanzania was financed by the Swiss Agency for Development and Cooperation (SDC) and implemented by a consortium of HELVETAS Swiss Intercooperation and Swisscontact between 2005 and 2015. It aimed to improve livelihoods of smallholder producers and related enterprises in the Central Corridor of Tanzania through increased income and employment opportunities. From 2008 onwards, RLDP shifted to the Making Markets Work for the Poor (M4P) approach – also called the Market Systems Development (MSD) approach. In its final phase (Phase V, 2012-2015) RLDP worked in four agricultural sub-sectors (cotton, rice, sunflower, and poultry) aiming at two outcomes: (1) Increased market access, production, productivity of and value addition by farmers through availability of improved inputs, skills, knowledge, services, and bargaining power, as well as awareness of gender equality; and (2) Systemic change in the business environment and services markets for agricultural sub-sectors and related growth of micro and small enterprises.

In 2015, RLDP engaged in a Capitalisation of Experience (CapEx) process to understand what lessons could be learned from its work focussing on three topics: Programme Management applying the MSD approach, Contract Farming and Gender Mainstreaming. The CapEx of all three topics are available in long and short document versions. This short version contains key experiences and lessons learned from RLDP in Programme Management applying the MSD approach. For more background, examples and lessons, the reader is invited to consult the full version which is available on the HELVETAS Swiss Intercooperation website under "Publications on Market Systems": https://www.helvetas.org/news_blog/publication/value_chains.cfm

CAPEX OBJECTIVE, TARGET AUDIENCE AND PROCESS

This learning document explores RLDP's experiences with gender mainstreaming in MSD throughout its final phase, but takes into account experiences from previous phases where relevant. Based on these experiences, lessons are drawn that may guide future programmes applying the MSD approach in effectively implementing gender mainstreaming.

The target audiences for this document are the two implementing organisations, the donor involved in RLDP, as well as other implementing organisations and donors engaged in projects applying a markets systems development approach.

Data collection for this learning piece involved key informant interviews with various internal and external stakeholders, such as RLDP staff, SDC, local government, and project partners.

The present summary of the CapEx contains recommendations on gender (more specifically Women's Economic Empowerment, WEE), mainstreaming in MSD. The WEE framework was developed to support programmes that aim to mainstream gender in MSD approaches. While WEE is only an aspect of gender mainstreaming, and cannot alone lead to gender equality, it is used as the focus in this summary of CapEx because it provides clarity in the scope of MSD projects. The recommendations are structured along the main elements of Women's Economic Empowerment in MSD (see figures 1 and 2).

WEE success factor	**MSD project cycle stage**
1. Mainstreaming WEE from the start	I. Setting the strategic framework V. Assessing change (monitoring)
2. Conduct good background research on gender roles 3. Investigate women's other roles	II. Understanding market systems
4. Make a business case for women	III. Defining sustainable outcomes
5. Consider the gender-responsiveness of partners 6. Build capacity and systems for gender mainstreaming 7. Ensure potential for up-scaling	IV. Facilitating systemic change

Figure 1: WEE in MSD Framework

M4P process within a typical project cycle

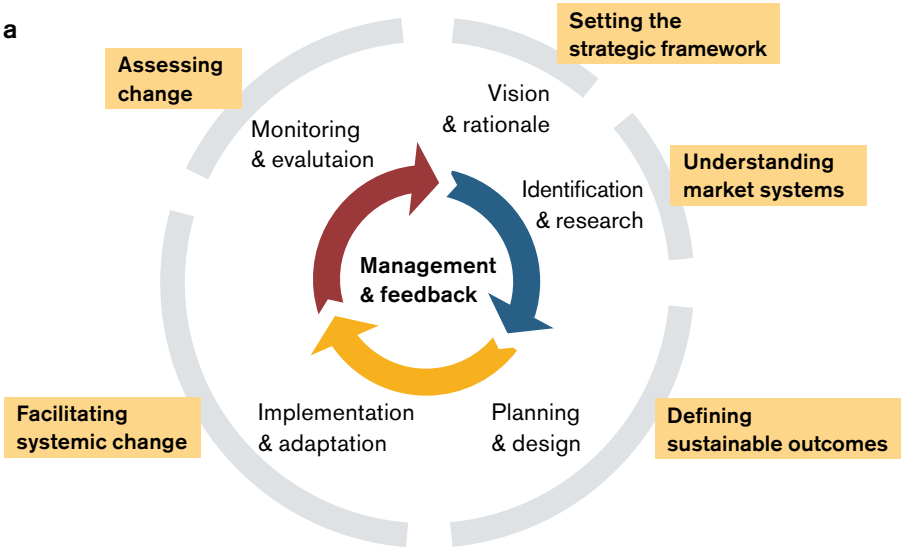

Figure 2: M4P process within a typical project cycle

WHY GENDER MAINSTREAMING?

Gender mainstreaming is about human rights, but also about smart economics. Involving the skills and knowledge of both men and women from all social, ethnic and age backgrounds has proven to lead to higher incomes at the institutional and household level. Programmes seeking to contribute to poverty reduction do better when they take the needs and interests of both men and women, of different ages, into account.

« If women in rural areas had the same access to land, technology, financial services, education and markets as men, agricultural production could be increased by 20 to 30 percent and the number of hungry people reduced by 100-150 million. »

FAO (2011), The State of Food and Agriculture

KEY LESSONS LEARNED

Setting the Strategic Framework

RLDP aimed to contribute to gender equality by supporting and enhancing human capital, economic empowerment and agency. RLDP did not, however, take gender equality sufficiently into account from the start. The selection of sub-sectors was mostly driven by the potential for value chain development, without prior analysis of the needs and potential for both men and women in the intervention. The programme selected mainly male-dominated cash crops – cotton, rice and sunflower - making gender equal outcomes in these sub-sectors unlikely. Therefore RLDP included women-targeted initiatives with the goal of improving women's economic empowerment. The livelihood approach in poultry rearing, as well as supporting Village Saving and Lending (VSL) groups in the rice sub-sector, were the two most important interventions in this regard. These were chosen because of women's dominance in poultry rearing at the household level and the perceived market potential of this sector, and because of women's need for finance in the rice sector and the potential for VSLs to meet this need.

The WEE in MSD framework was being developed during the start of RLDP's last Phase (2012-2015). It has since proven to be useful for many practioners worldwide. Too early to use the WEE framework, RLDP used the SDC gender mainstreaming guidelines and the Helvetas Gender Social Equity Policy in its planning. These are not contradictory to each other or to the WEE framework, but are similar tools using a different lens to look at the issue of gender.

Assessing Change

RLDP's monitoring system ensured that the collection of sex-disaggregated data was integrated from the start. Gender-specific indicators were established in the logical framework. However, the indicators were not well defined, which led to difficulties in monitoring results in gender mainstreaming and a lack of clarity regarding success. Gender was often seen as a separate issue, and was not discussed regularly by the team and with partners, which made it difficult to feed lessons learned back into programme activities.

"Collecting the number of participants is not enough – there are other dimensions that must be understood. And if they are not understood during planning they will not be understood during monitoring."

RLDP MRM Staff

Understanding market systems

RLDP invested in gender analyses in the sub-sectors to create a better understanding of women's constraints with regard to involvement in the market, their access to resources, culture and the division of labour. In Tanzania, gender relations vary amongst the many different ethnic groups of the country, usually settled in specific geographic areas. While generalisations should be made with care, men usually have a stronger voice in financial decision-making in the household. Men also dominate marketing activities and economic activities of any scale. Women are in charge of feeding the family and of small-scale income generating activities near the house or village. The gender division is also visible in the business environment, where businesses typically continue to follow the status quo and work with men as decision-makers and key business partners. The gender analyses provided recommendations for follow-up by RLDP, but these were not sufficiently followed through. Gender analysis was treated as a 'one-off' activity, rather than an ongoing one, and failed to take into account ethnic traditional and cultural nuances. For the poultry sector no gender analysis was conducted, as it was assumed that because it was dominated by women, it would benefit them. However, it was often observed that men took over the business where successful, and in many cases the financial benefit gained by women did not adequately compensate their additional workload.

Deepening sustainable outcomes

To deepen sustainable outcomes it is important that there is a business case for working with women. The VSL initiative in the rice sub-sector is a good example of how RLDP improved the market and household situation for women.

"Now my husband sees my contribution in the house and says that I am a brave wife who cares for the family while before he used to regard me as dumb and beat me because I could not even buy a mug."

Agnes from Mawemairo Village (Manyara Region)

Access to finance had been identified as a major obstacle to women's successful engagement in the sector. Rice is an expensive crop to grow, requiring quality land, but also considerate agro inputs such as fertilizers and pesticides. In the case of RLDP, women were mostly hired as contract farmers by programme partners.

In the sunflower sub-sector some partners (processors) indicated that they preferred working with women because they are considered trustworthy, repay loans on time, are hard-working, cooperative and implement what they learn.

Facilitating systemic change

In MSD initiatives, the programme plays the role of facilitator, and does not directly implement activities. Therefore, to contribute to the transformation of gender relations in a systemic way, the programme must influence key partners to drive change. RLDP made gender mainstreaming a requirement in MoUs with their partners and provided training in gender issues. Key partners of RLDP were suppliers, producer associations, buyers, local government, VSLs and co-facilitators. Most partners had worked with RLDP in previous phases, but were not assessed on their gender responsiveness prior to making agreements. Also, business cases for inclusion of women (and men), demonstrating benefits and costs were not made with partners. RLDP observed that not all partners had the same interest, capacity or resources to mainstream gender in their business approach – leading to successes with only some partners.

Capacity and systems for gender mainstreaming

Despite planning gender mainstreaming, RLDP struggled with its implementation. This was partially because gender training for staff and partners was more theoretical than practice-oriented in nature. RLDP invested in a Gender

« Some of the oil processing companies in the sunflower sector had developed a gender policy, had targets for the number of women they employed, and had a mixed gender management board. Other companies did not. Indeed, some of the companies positively sought to employ women for social reasons, and were even willing to take further steps. »

Jane Carter, Coordinator Gender and Social Equity,
HELVETAS Swiss Intercooperation (pers. comment)

Focal Person (GFP) to train staff and liaise with partners in gender issues. RLDP consciously chose a man to take this role in order to avoid the stereotyping that gender is a women's issue. However, the GFP was a junior person and did not possess strong leadership skills to guide the team in the right direction. RLDP did develop gender mainstreaming guidelines but did not define a gendered workforce policy.

Ensuring potential for upscaling

Scaling up of interventions – engaging new partners in the intervention to reach a larger number of beneficiaries – is essential to MSD approaches. In the case of RLDP, the potential for upscaling interventions with gender equality in mind was not sufficiently considered from the start because of the selected sub-sectors. The VSL initiative within the rice sub-sector was successful and could likely be repeated in other, similar settings creating increased opportunities for women in sub-sectors that otherwise have limited opportunities for them.

"My wife does not depend on me anymore to buy some household expenses. She is more entrepreneurial and can afford to buy her own things. I appreciate that because no one knows about tomorrow. Even if I die, I am confident that she will take care of the family on her own without struggling."

Andrea, from Masware Village (Manyara Region)

RECOMMENDATIONS

Based on the RLDP experience of mainstreaming gender in their MSD programme, and again using the WEE in MSD framework, the following key recommendations can be made:

Mainstream WEE from the start

- Select value chains and focus on market systems with scope for impacting on WEE.
- Initiatives targeting women directly are justified when impact on transforming gender relations in other interventions is expected to be slow or limited; they do not mutually exclude one another and can be combined.
- Logical Frameworks and MRM tools should clearly define what will be measured by gender indicators, and what (gender sensitive) tools will be used for data collection. Engage qualitative tools such as case studies.
- Collect both quantitative and qualitative data on gender. Monitoring must go beyond collecting sex-disaggregated data and also capture information (including on access to resources and agency) that reflects results on reaching gender equality and eventually transformation.
- Discuss gender in interventions and their impact on women and men on a regular basis in programme teams, and with partners and stakeholders on the ground to ensure that programming can be steered according to findings.

Conduct good research

- Undertake gender analysis, integrated as a gender responsive market systems analysis, as part of project planning. Be clear about constraints, opportunities and incentives for women. Do not make assumptions.
- Gender analysis must inform different approaches to gender mainstreaming in different intervention areas, as gender relations show a great variety among communities.
- Understand non-economic factors constraining women (such as the demands of child care or the threat of gender-based violence) as they are important influencers for WEE.

Investigate women's other roles

- Consider various roles women have and how these may influence their interest and participation in the market, and how their needs can be met.
- Consider interventions to address constraints rooted in women's other roles.

Make a business case

- Support partners in identifying the business case for engaging women, and provide the necessary support while maintaining a facilitative role. MoUs that define requirements for gender mainstreaming do not necessarily reflect the interests of partners.
- Use male gender champions at field level to help reluctant men / husbands understand the importance of gender equality in their households. They can also support the business case (once made) to ensure women's engagement in initiatives.

Consider partners' gender responsiveness

- Select gender aware partners. Partner selection criteria can include interest and willingness to mainstream gender in their business/ activities. The programme can provide support to improve skills and knowledge.

Build capacity and systems

- Ensure all staff have sufficient capacity to mainstream gender. All staff and partners should receive gender training; where necessary specifically tailored for their position (e.g. MRM).
- Gender Focal Person should be mid-level or senior staff with leadership skills to guide the programme team in gender mainstreaming ensuring it is 'everyone's job'.
- Management needs to set the tone for gender mainstreaming. Leadership is a critical success factor.
- Develop a gender policy to reinforce the importance of gender at an institutional level.
- Job descriptions and performance assessments should include gender performance goals to hold all staff accountable.

Ensure potential for upscaling

- In subsequent programme interventions, evaluate the potential to scale up successful interventions that involve men and women equitably. Consider the initial impact, if the interventions should be modified and how the scale potential can be realised.
- Apply and maintain a facilitative approach to support empowerment to reach scale and sustainability.

FURTHER INFORMATION

For further information on gender mainstreaming / gender and social equity please refer to the following documents:

- GSE Policy (2013). HELVETAS Swiss Intercooperation. https://www.helvetas.org/topics/transversal_topics/gender/
- Regional Guidelines on Integrating Women's Economic Empowerment into Swisscontact Projects in Central, Eastern and Southern Africa (2015). Swisscontact.
- Gender in Practice. A tool-kit for SDC and its partners (2003). Swiss Agency for Development and Cooperation.
- M4P and Women's Economic Empowerment. Phase 2: guidelines for incorporating WEE into M4P Programmes (2012)

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