RURAL FOOD SECURITY AND DEVELOPMENT GROUP (RFS)

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WOMEN AND DEVELOPMENT (WID)POLICY

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1.0   Introduction

The official policy under review is the Policy on **Women In Development** (WID) which was adopted in 1992. Our focus will be on the strengths and limitations of the policy both in terms of conceptualization and implementation and the need to envision a gender policy which has a bearing on rural food security and sustainable livelihoods.

2.0   Background to the WID Policy

2.1 Evaluation of the WID policy and its adoption in Tanzania

Like many other social concepts, the WID concept has its specific historical context. The concept relates to women and the development process. The question to pose at this juncture is: Why "women" and not "men"? The answer to this is to be based on social analysis. During the early days of nationhood in the 1960s, Tanzania had its own development agenda and national policies based on socio-political and economic realities. Part of this reality is the imbalance between women and men in all spheres of life.

At policy level this imbalance was for the first time reflected in the 1967 policy on Socialism and Self reliance whose main pillars were social equality, human dignity and gender equity.

Prior to the Arusha Declaration which ushered in the Policy on Socialism and Self-reliance, there were several initiatives taken by the national women's organization (UWT) to address the imbalances between women and men in the socio-

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political and economic spheres of life. The approach used by UWT in this endeavour was popularly known as "Women And Development (WAD)" approach which was signified by various women's economic programmes/projects.

The launching of the UN women decade in 1975 brought in more challenges both in terms of analytical frameworks and approaches in addressing women's concerns at local and international levels, hence the proposed shift from WAD to WID approaches during the 1970s. A few arguments supporting the change from WAD to WID were made in relation to the discrepancy between women's big contribution to the national economy and the few benefits they receive from such a contribution. The WAD approach was criticized as requiring women to contribute handsomeby to the development process without giving them any guarantee for accrued benefits and that men have benefit more from continued to women's contribution.

It was further argued that since women do not gain much from the development process, both in terms of accessing modern technology and other necessary resources and benefits, there is need to adopt a different approach. Hence the call for adoption of the WID approach which was promoted during the UN Women Decade (1975-1985). Through this approach massive donor support was accessed by the third world governments and NGOs to assist women's projects. In Tanzania however, the shift from WAD to WID approach was more felt at a paradigmative level rather than at practical level since the "project approach" promoted through the latter paradigm was already an inbuilt approach of the former paradigm. However, the noted increase of women-specific project during the 1970s and 1980s testifies application of the WID paradigm in project designing and

programming of development processes in Tanzania and elsewhere in developing countries.

The WID paradigm had influence at policy level also. During the period of the UN women decade, several developing countries were enticed to develop WID policies as guiding frameworks in addressing women's concerns.

However, the motivation to adopt WID policies was more felt after the evaluation of the UN Women Decade's achievements and more so after the 1985 Nairobi Conference which marked the end of the UN Decade. At the Nairobi Conference national representatives from both the "North" and "South" based nations agreed that the speed at which women concerns were addressed was not fast enough both at policy and practical levels. Hence the agreement to adopt a common approach known as the Nairobi Forward Looking Strategies (NFLS) which highlighted modalities on how to mainstream women issues in policies and programmes on women and development.

The experience of the UN women decade also demonstrated the need for a multi-sectoral approach in addressing women's development concerns and the realization that men's support is crucial. This was taking cognizance of the fact that where women's projects were successful, men often found excuses of appropriating the incomes accrued from such ventures by using the household and/or public-based patriarchal powers.

While the 1985 NFLS envisaged a gender approach to addressing women's concerns, the Tanzanian case show that policy-makers were behind time, in terms of addressing women issues at policy level, because by then the WID policy was not designed yet let alone the fact that during that very a time the Gender And

Development paradigm was expected to have already been interpreted at policy level. The 1992 WID policy was therefore be-latedly adopted.

Yet the desperation to address both the WID and GAD concerns is vividly shown in the policy content where at one level the issue of targeting women is prominently portrayed while at another level gender concerns are accommodated in the same policy documents, as shall be elaborated in items 4.0,6.0,7.0 and 8.0 below.

3.0 Vision and Mission

The policy document does not explicitly state the policy vision and mission. However, gathered from the few highlights reflected in the content of the policy, one is assisted in figuring out what the policy vision and mission would have looked like. The vision of the WID policy is therefore to have a society which recognizes and appreciates women's contribution, ensures women's full participation and involvement in national development programmes and guarantees equitable distribution of resources and benefits accrued from its members' labour input (para 8).

Elaborating on the suggestive vision of this policy, the policy document concludes that proper implementation (of this policy) will put to an end women's oppression and heavy workload since women will have their legitimate rights of ownership and use of property and wealth and that they will participate in executive and managerial posts (pp. 22:84).

4.0 Overall Objective

The overall objective is to mainstream women's concerns in sectoral policies, ensure gender sensitive plans and programmes and guarantee equitable distribution of resources (pp. 4 para 8 (iii)).

5.0 Specific Objectives

The WID policy has five specific objectives. These include:

(i) Defining the meaning of the "concept of women in development".

(ii) Identifying problems arising from planning without gender focus and giving guidelines on planning with a gender focus.

(iii) Identifying obstacles hindering the participation of women in development and directing ways of removing the same.

(iv) Initiating strategies and establishing a system of reducing women's heavy workload.

(v) Expounding on ways which will be used in coordinating women development programmes.

The policy also acknowledges Tanzania's belief in Equality and Human Rights as well as appreciating the fact that Tanzania is signatory to the United Nations Declaration on Human rights, the OAU's Charter on Human and Peoples Rights and that she has also ratified the UN convention on the eradication of all forms of discrimination and prejudice against women (pg. 1).

6.0 Strategies for Implementation

Although the policy does not have a separate document on Implementation Strategy which would have highlighted mechanisms to be adopted, responsible institutions, resources needed and their sources, time frame for each of the envisaged activities and measuring/assessment tools on the level of implementation, the policy defines few strategies for each of the key issues to be addressed.

The first issue addressed is the definition and interpretation of the concept of Women In Development. This is said to entail "a process of empowering women so as to realize their potential including their ability to make decisions which affect their lives, ability to utilize resources including their labour output and ability to acquire, utilize and promote science and technology to easen and reduce their workload.

The concept is also interpreted in relation to integration of women in national development endeavours and in the bringing about of social transformation which is devoid of gender imbalances.

Strategies for eradicating discrimination against women are listed and quoted as follows:

(i)   Women to have the right to own land and inherit resources and implements for production and the right to own the income accrued from their own labour.

(ii)   To integrate women issues into all sectoral development plans as well as to involve them in administrative responsibilities and in decision-making.

(iii)   To indicate statistically the contribution of both men and women in the development process.

(iv)   To eradicate all obstacles hindering women from having access to education and training opportunities to the level which they desire.

(v)   To eradicate from the society ideas, conduct, norms, values, customs and traditions, which hinder women from participating fully in economic, social, cultural and political development in order to become totally free.

(vi)   To eradicate all actions which harass and discriminate against women on sexual grounds and which portray them as subordinate members of the society.

(vii)   To promote a culture which encourages social justice and equality for each person.

(viii) To provide women with services which ensure safe motherhood, better ways of rearing children and the family.

(ix) To promote the potentials and strengthen the talents of women.

As for strategies for mainstreaming gender concerns in the planning process, the following strategies are highlighted (and I quote).

(i) The Development planners at all levels should be educated and sensitized on the importance and methodology of planning with a gender focus in order to prepare gender specific plans.

(ii) Guidelines on the formulation of plans and programmes with gender conciousness to be issued in order to ensure that women issues are integrated in the plans at all levels.

(iii) To have a workable system which will ensure the effective participation of women in planning and implementation of development plans.

(iv) Programme planners should be sensitized on the importance of involving. Women in all stages of the planning process and also in the implementation of development plans

(v) Monitoring, evaluation and feedback of women's participation should be part and parcel of the planning process.

(vi) To develop and maintain gender specific statistics.

(vii) To develop concrete plans for human resource development plans which take into account women responsibilities.

(viii) Implementation of development plans should encourage the availability, dissemination, use and maintenance of appropriate technologies geared towards reducing women's workload.

(ix)   International fora concerned with development of social planning should involve women.

On the issue of distribution of resources, five strategies were adopted as follows:

(i)   Resources should be fairly distributed according to responsibilities and needs.

(ii)   To review procedures, statutory and customary laws which adversely affect the distribution of resources within the society by enacting new laws that ensure a fair allocation of resources.

(iii)   To educate the society on the importance of fair distribution and ownership of resources.

(iv)   To develop indicators which are to be taken into account when using and deploying women's labour force.

(v)   To establish financial institutions which will avail women with credit facilities.

As for the elimination of all forms of discrimination against women, the policy highlights three strategies as follows:

(i)   To sensitize and educate the community and the society at large, so as to develop a culture which values human dignity.

(ii)   To develop and maintain traditions and customs which value equality.

(iii)   To amend and enact laws that enhance the role of women and supervise their enforcement.

7.0 Responsible Institutions

The policy (document) further elaborates on responsible institutions for each and every activity proposed in the policy. Institutions responsible for preparing and

providing guidelines on planning for instance are said to include ministries responsible for planning, Regional Administration, Local government and Women Affairs. The same institutions are expected to educate the planners on the methodology to mainstreaming gender in the planning process. Training institutions are also expected to participate by incorporating gender specific planning in their curricula while ministries responsible for Regional Administration and local government together with the women machinery should sensitize the society on the importance of gender equity in resource allocation.

The institution responsible for planning is given the central role of facilitating for preparation of a framework for involvement and incorporation of women's participation in the planning process and a comprehensive procedure for getting feedback on the same.

Law review for the amendment of laws oppressing women was also highlighted as a key activity and the Ministry of Justice was expected to facilitate this process.

In the economic sphere, the Treasury and Financial institutions are to collaborate with the women's machinery and formulate credit policy guidelines to establish a *Women's Financial Institution* and ensure women's access to credit.

As for the government in general, it is supposed to establish a Special *Body/Women Machinery* to deal with specific issues on women's development.

8.0 Strategies for Implementation

The policy goes further to elaborate on strategies to ensure women's full participation in the development process. These include availing more educational and training opportunities to women, establishing a quota system which would

allocate special vacancies for women in both appointed and elected posts at all levels so as to have a fair ratio of gendered representation, creating more vacancies for women's employment in the formal sector and addressing women's work load through adoption of condusive labour regulations/procedures.

Responsible institutions for these activities are also mentioned and these include almost all ministries. The emphasis on having national plans rather than scattered projects is underscored in the policy document. The document for instance points out that "there should be national plans to help alleviate women's workload" (pp 19:B) while strategies to alleviate women's workload are also specified (pp 19 items 65-72). Both the women's machinery and other institutions responsible for Planning, Science, Technology, Industries, Vocational training and Higher education are earmarked as key units in addressing this issue.

Apart from allocating responsibilities to each relevant institution, the issue of coordination of all the efforts geared towards implementation of this policy is also under-scored. This was in anticipation of the fact that women's issues are cross-cutting across ministries and other key development institutions and hence the need for common approach and proper/ effective coordination. The policy proposes for establishment of "a Specific body for Coordinating, planning and evaluating the implementation of women development plans" (pg.21:78). The special body is often referred to as Women *Machinery*" which would have "full powers and authority to issue guidelines, and make follow-up and coordinate women development" (p-p 21:881). The same organ is supposed to be the "the chief advisor to the government on all matters affecting women's development" (pp. 21:81). To strengthen the coordination process, each relevant institution is expected to have gender experts and adequate resources to fulfill the required coordination.

9.0 Resources

The policy also underscores the need for having adequate resources. Equitable distribution of resources according to needs is also emphasized, hence the proposed strategy on creation of viable financial institutions which are responsive to women's credit needs (pg. 11:v).

Much as the need for a strong resource-base for implementation of this policy is underscored, the policy does not give guidance on strategies for resource mobilization. Hence the limited level of implementation (of this policy) as shall be elaborated below. However, a limited amount of resources has been mobilized and utilized as noted below.

10.0   Critique of the Policy

(i)   *Title of the Policy*

The policy title tends to reflect the content. However, as noted earlier, the content is still influenced by the WID paradigm at a time when the shift from WID to GAD should have be effected.

(ii)   *Process of policy formulation*

The process of policy formulation is semi-transparent in the sense that much as the concerns addressed in the policy emanate from the field experience gathered by the respective ministry's extension workers through working with the stake-holders, the actual formulation is done by experts derived from the gender sensitive elite group. Input from other sectoral representatives was attained at the cabinet level where the policy draft was discussed before it was tabled at the parliament. At parliamentary level peoples' representatives provided input to the policy document

before passing the same as official policy. In a nutshell, therefore, involvement of stakeholders is basically through representation.

The fact that some objectives are outdated, gives enough ground to suspect that most of the more knowledgeable stake-holders were not involved in the policy-making process, hence the scanty data used and the disconnectedness of the arguments reflected in the policy document. The policy document also reflects lack of awareness on the part of policy-makers with respect to the disconnectedness of the various sectoral policies, which have much bearing on the WID policy.

(iii)   *On Objectives*

Some objectives are outdated in the sense that they no longer need to be addressed because they have already been taken care of, e.g. those which aim at identifying obstacles limiting women's effective participation in the development process, which are already well known. Others are too general and hence unachievable.

(iv)   *Strategies*

A few strategies on implementation of the policy are highlighted in the policy document. However, these are not supported by an all embracing and clearly drawn implementation strategy document which would have highlighted the "hows", monitoring indicators and other guiding modalities as to how each implementing agency would go about in implementing the policy . One such guidance would have been the emphasis on the need for each agency to target specific resources for addressing women concerns in its respective field of operation. Such an accompanying document is usually prepared and disseminated to all policy implementing agencies.

Such guidelines are especially needed for the WID policy from its very nature of involving everybody to participate at the implementation stage, otherwise there is the danger of falling in the trap of "Every body's business is Nobody's business".

Moreover, the envisaged implementation strategy document would have defined the type of coordination machinery implied in the policy document. This would have cleared the current confusion on whether the ministry responsible for women affairs should suffice as a coordinating machinery or whether there is a need for having an independent body outside the ministerial structure. The powers to be given to such a machinery would also have been highlighted in the envisaged strategy documents.

(v)   *On resources*

Much as the resource-base is highlighted as being broad-based, there is no concrete proposal for the ministry responsible for women affairs to broaden its resource base in terms of skilled personnel with gender analytical tools nor is it highlighted anywhere in the document that the success in implementing this policy would very much depend on availability of skilled human resource in each of the implementing agencies and specifically targeted resources for the organs mandated to address women concerns at ministerial and other implementing level.

The concern which should not have skipped the eyes of policy-makers is the fact that the responsible ministry for coordinating the implementation of this policy has no adequate capacity to guide on how to mainstream women's concerns in sectoral policies and programmes/plans. This point will again be revisited in the discussion on "achievements".

(vi) Achievements

There are several yardsticks to be used to measure achievements. These include the level of publicity/dissemination of the policy and fulfillment of objectives set. Eight years have elapsed since the adoption of this policy. Implementation of this policy needed both human and financial resources located at both the various sectors of the national economy and the key actors within the civil society/NGOs and CBOs . The key ministry responsible for women affairs was expected to coordinate the relevant activities envisaged in the policy. Establishment of the coordinating (women's) machinery was therefore the initial activity to be effected. Although there was the department dealing with women affairs in the Ministry of Community Development, Women Affairs and Children, the envisaged women machinery is yet to be put in place. Attempts to create this organ is underway.

Lack of the envisaged women machinery was a limitation even to the publicity component of the policy. Attempts to publicize the policy have been scanty and disjointed. As for the implementation, emphasis on influence on law reforms as a way of creating a friendly legal framework for implementation of the policy was underscored. Financial support has been given by the ministry responsible for women affairs to the Law Reform Commission to work on laws which discriminate women and propose ways of making them gender sensitive. Efforts by the civil society/NGOs/CBOs have also contributed to reforming some gender insensitive laws. This applies to the land laws of 1999 and the Sexual Harassment law of 1999 both of which have been widely debated on by the civil society.

More efforts to publicize the policy include those of the donor community including UNFPA which had a special programme during the mid 1990s to publicize the policy and assist in its implementation. The **Gender, Population and**

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Development Programme executed by the MCDWAC and implemented by the Institute of Development Studies' Women Study Group is one such effort which underscored the need for inter-sectoral collaboration for addressing gender issues. The need for coordination of gender related initiative was also emphasized by this Programme and efforts to sensitize planners and NGOs dealing with population issues on the same were also made.

(vii) Gaps in achievements

♦ Resource mobilization and allocation

Donor dependency seems to have influenced efforts for resource mobilization and allocation. Activities to be performed by different ministries were expected to get funding allocation from respective ministries but this has tended to be donor influenced. Resources from the ministry from which the policy emanates were also donor influenced, hence the project related approach was adopted in both publicity and actual implementation of the policy. *There was no strategic plan to mobilize adequate resources.* However, limited resources were mobilized through having collaborative ventures with resourceful institutions such as those having gender experts e.g. from the NGO community such as the Tanzania Gender Networking Programme and the Institute of Development Studies' Women Study Group, to mention only a few.

Funding from the government in terms of budgetary allocation for specific activities was also accessed but even here the allocated amount was inadequate. A good example is the budgetary annual allocation for creation of a *special credit fund for women* to the tune of Tshs 500 million but this amount could not meet the demand. Indeed, the credit scheme for women was established within the ministry

responsible for women affairs but although both the budgetary allocation and donor funding were used to create this scheme, majority of poor women were not able to access this facility both because of its small size and its mode of operation. It should be underscored that majority of women have credit needs but available facilities hardly suffice for their needs especially the needs of rural-based women.

The Ministry responsible for women affairs is another case in point where there is in-adequate resources both financially and in terms of skilled personnel for coordination of the implementation of the WID policy.

As for the marginalized groups like the youth and pastoralist communities, resources for both publicity of the policy and accessing the credit facility to them were even more limited. Todate, a very small number of rural based youth and other socially marginalized groups and poor people are aware of the existence of the WID policy despite the 8 years of its existence. Even the human resource from the NGOs' community was not fully mobilized and utilized for the publicity and implementation of the Policy.

The media resource has been effectively used in publicizing resources available at the ministry responsible for women affairs but not in publicizing the policy as such. This applies to the *Credit fund* created for women and *the Training Fund* created for women (the Training Fund for Tanzanian Women) to mention only a few. Yet the small size of such funds has led to limited access by the intended beneficiaries.

(viii)   Probable relevance/impact of the policy on food security and poverty eradication from a gender perspective

Relevance of the WID policy on food security and poverty eradication is not far-fetched. To begin with, it is widely known that women are the custodians of food

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security in Tanzania. They are the main actors in production, processing and storage of food. It is also a truism that women's heavy workload due to their multiple roles in the productive and reproductive spheres limit their effective engagement in non-farm activities whose earnings assist in addressing issues of household food security. Their limited access to resources due to prevailing patriarchal systems is also a hindrance to effective participation in ensuring household food security. As pointed out in the policy document (pg 18), women's heavy workload is a result of traditions and customs which are based on unequal gender division of labour and women's lack of access and control to property, scientific knowledge and appropriate technology and skills. As noted in the policy document, issues on reduction of women's workload, access to credit facilities for promotion of women's small and micro enterprises and women's empowerment through skills development and knowledge acquisition are highlighted as key areas of concern. These very issues are related to production and marketing of goods and services which are essential for ensuring household food security. If women are over-worked with household chores for instance, they usually spend less time and energy on production of food and marketed crops and this consequently reduce the size of household income with strong bearing on household food security.

The policy has to a great extent tried to reflect concerns of women in relation to issues of household food security. The one vivid case is women's need for appropriate skills for their productive and reproductive roles. However empowering skills for organizing have not been adequately highlighted. yet the rural food security study highlights these skills as pertinent for womens effective participation as custodians of food security.

Addressing the concern on credit issues is another positive contribution of the

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WID policy, yet there is need for having proper estimates on how much funds would suffice to meet this need before deciding on the amount to be mobilized for such an initiative.

The policy also condemns outdated customs and practices which discriminate women. Customs such as those promoting domestic violence, polygamy, the paying of bride price and those which discourage women from owning and controlling resources/property (such as land and cattle) have strong and direct bearing on household food security as they de-motivate women from participating fully in creating goods and services/wealth for the household. Some of these customs also lead to over-stretching of available resources at household level and result in limited investment, less output and inadequate resources for meeting basic food needs

pertaining to households. A good example is the case of polygamy where husbands are known to have used the wealth created by their wives and children to pay dowries for new wives instead of re-investing such wealth in production, in educating their children or in purchasing modern farm inputs/implements. If the latter was done, it is very likely that production could be increased and hence the increased capacity for sustainable livelihood for the respective households.

In a nutshell therefore, every aspect of the WID policy has a bearing on household food security and poverty eradication. Yet the policy is out dated because it focuses on women's concerns in isolation from other social ills such as those based on age, ethnicity and class differences and other marginalities. The only approach to address all these issues would be the gender approach as pointed out in both the 1985 Nairobi Forward Looking Strategies and the 1995 Beijing Platform for Action, both of which highlight further strategies on gender mainstreaming in development policies, programmes and projects.

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List of Resource Persons Interviewed

1.	Ms. Mary Mwingira :	TANGO Executive Director
2.	Ms. Mary Rusimbi :	TGNP Programme Coordinator
3.	Ms. J. Kiondo :	TACOSODE Acting Chief Executive
4.	Ms. Ave Maria Semakafu:	IDSWSG Secretary