Expert group meeting on ‘Enabling rural women’s economic empowerment: institutions, opportunities and participation’
Accra, Ghana
20-23 September 2011

CONCEPT NOTE
I. **Background and objectives**

1. In accordance with its multi-year programme of work (2010-2014), the 56th session of the Commission on the Status of Women (CSW) in 2012 will consider ‘The empowerment of rural women and their role in poverty and hunger eradication, development and current challenges’ as its priority theme.

2. Ensuring rural women’s full enjoyment of their rights, opportunities and participation and leadership in economic matters requires comprehensive gender-responsive measures in rural areas at different levels, including through legal, policy and institutional frameworks. The 56th session of CSW in 2012 will provide a critical opportunity for strengthening policy guidance and developing concrete and focused recommendations targeted at a number of stakeholders to ensure more sustained and accelerated efforts to empower women in rural areas.

3. In order to contribute to a full understanding of the issues being considered and to assist the Commission in its deliberations, UN Women in collaboration with the Food and Agriculture Organization (FAO), International Fund for Agricultural Development (IFAD), and World Food Programme (WFP) will convene an expert group meeting (EGM) on ‘Enabling rural women's economic empowerment: institutions, opportunities and participation’ from 20 to 23 September, 2011 in Accra, Ghana.

4. The EGM will explore a wide range of strategies that can enhance the economic empowerment of rural women. It will:
   - Review progress in the implementation of existing policy commitments to promote rural women’s economic empowerment and gender equality;
   - Explore key strategies that can enhance the economic empowerment of rural women, by identifying policies and practices, institutions and means of participation that have proven effective in supporting rural women’s empowerment;
   - Identify concrete recommendations for action in support of rural women’s economic empowerment to guide CSW in accelerating the implementation of policy commitments on the ground.

5. The EGM will focus on key measures taken by different stakeholders for enhancing rural women’s position in the family and community and improving women’s role in poverty and hunger eradication in the following critical areas:
   - Rural women’s role in agriculture;
   - Rural women’s access to productive resources, technology markets and financing;
   - Decent and productive employment and income-generating opportunities for rural women;
   - Infrastructure and service-delivery that benefit rural women;
   - Rural women’s role in natural resource management and climate change adaptation;
   - Effective institutions and enabling policy environment that promotes gender responsive rural development.

6. Attention will be paid to the situation of specific groups of women such as female-headed households, girls/young women, indigenous women, women affected by HIV/AIDS, older women or women with disabilities, migrant women and refugee and IDP women. The need to strengthen rural women’s access to urban, sub-urban and peri-urban markets will also be addressed. The EGM will assess the situation in different parts of the world, identify good practices that can be scaled up and formulate concrete recommendations for relevant stakeholders.
II. Global legal and policy framework

7. Significant progress has been made in bringing awareness of and attention to the issues of rural women in human rights treaties, and in intergovernmental outcomes. The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) is the only international human rights treaty with a specific article dedicated to the situation of rural women. It calls on States Parties to take all appropriate measures to eliminate discrimination against rural women in a number of areas. The Committee on the Elimination of Discrimination against Women regularly addresses the issue of women living in rural areas in its concluding observations. A number of ILO Conventions address agricultural and rural workers’ rights and entitlements.

8. The General Assembly has discussed the improvement of the status of women in rural areas for many years, and has recognized the crucial role of rural women for enhancing agricultural and rural development, for ensuring food security and for eradicating rural poverty. CSW has also addressed issues related to the situation of rural women in its outcomes. The Economic and Social Council, in its Ministerial Declaration in 2010, called for concerted action to support rural women’s economic empowerment.

9. Although the Beijing Platform for Action (1995) does not have a separate critical area of concern on rural women, it does address their concerns in many of the 12 critical areas of concern. For example, it highlights the need for policies and strategies to improve the situation of rural women producers, increase their incomes and provide household food security. Specific measures include facilitating rural women’s equal access to resources, employment and training, markets, trade, and information and technology; and strengthening rural women’s commercial networks and business services. The General Assembly, in its 23rd special session in 2000, drew attention to the large number of rural women working in the informal economy with low levels of income, limited job and social security and land or inheritance rights. It pointed to the need to enhance rural women’s access to productive resources (e.g. land, capital, credit and technology), gainful employment, education and health services, as well as to decision-making.

10. Key global development frameworks—such as Agenda 21 of the 1992 United Nations Conference on Environment and Development, the Millennium Declaration and the Millennium Development Goals, the Monterrey Consensus of the International Conference on Financing for Development, the 2005 World Summit Outcome, the outcome of the 2010 High-level Plenary Meeting of the General Assembly on the MDGs and the Istanbul Programme of Action for the Least Developed Countries for the Decade 2011-2020—have also recognized the need for increased attention to rural areas, and to gender equality and women’s empowerment. For example, in the 2010 High-level Plenary Meeting on MDGs, Member States highlighted rural women as critical agents for enhancing agricultural

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2 See, for example, the Rural Worker’s Organisations Convention, 1975 (No. 141) and the Rural Worker’s Organisations Recommendation, 1975 (No.149) and the Labour Inspection (Agriculture) Convention, 1969 (No.129)
3 Report of the Fourth World Conference on Women, Beijing, 4–15 September 1995 (United Nations publication, Sales No. E.96.IV.13), chap. I, resolution 1, annexes I and II.
4 Resolution S-23/2, annex, and resolution S-23/3, annex.
6 See General Assembly resolution 55/2.
8 See General Assembly resolution 60/1.
9 General Assembly resolution 65/1
and rural development and food security and pledged to ensure equal access for rural women to productive resources, land, financing, technologies, training and markets. In the Istanbul Programme of Action, Member States reaffirmed those commitments.

11. The Rome-based specialized organizations, FAO, IFAD, and WFP, have a special mandate that covers agriculture, rural development and food security. Many recent initiatives have brought new attention to the important role of women in the agricultural production in addressing food and nutrition insecurity and promoting broad-based poverty reduction worldwide. Examples of measures taken include the Gender and Agriculture Source Book (2009) by the World Bank, FAO and IFAD; and, more recently, FAO’s State of Food and Agriculture (2010-2011), which specifically focuses on women in agriculture and makes the “business case” for addressing gender equality in agriculture and rural employment.

12. Yet, while there is an impressive body of legislative and normative work addressing women’s role as key producers of the world’s food and important actors in the rural economy, progress in the implementation of those commitments has been mixed. While rural women’s participation in public life, their opportunities for employment, access to and control over productive resources, and access to health facilities have improved, rural women’s knowledge, experience and contributions are still not sufficiently taken into consideration in research, data collection, policy development, resource allocation and programmes in all areas of sustainable development.

III. The situation in rural areas

13. In the less developed regions and in least developed countries around 56 and 72 per cent of the populations live in rural areas, respectively. In most regions of the world, including in middle-income countries, it is in rural areas where achieving the MDGs is the most difficult. This is due in part to insufficient attention given to rural development in macroeconomic policies and national development policies and strategies, including poverty reduction strategies. Other important factors include the marginal resource allocation for implementing global and national policy commitments on rural development and the long-term neglect of the agricultural sector. This is illustrated by the lack of effective government institutions and investments in public goods and services essential for rural development, such as physical infrastructure (e.g. roads, ports, energy and water, and telecommunication), agricultural research and extension, and public health and education.

14. Rural development has been strongly affected by forces of globalization in terms of commercialization of the agricultural sector, liberalization of trade and commoditization of food and other agricultural products, increase in labour migration and the privatization of resources and services. These forces interact with national economic policies, local livelihood strategies and socio-cultural structures and practices, including gender relations. The global financial and economic crisis has negatively impacted financing for development including for the agricultural sector and limited domestic resource mobilization towards rural development. The emergence of the world food crisis, climate change and the high levels of urbanization have brought renewed attention to the agricultural sector and rural development more broadly.

15. It is increasingly recognized that poverty is heavily concentrated in rural areas and that substantial progress toward achieving the MDGs and other international development goals thus depends heavily on improving agricultural and rural development. The rural poor are predominantly smallholder farmers (particularly in Sub-Saharan Africa) and agricultural wage laborers (particularly in South Asia). On a global scale, women make up a substantial proportion of the agricultural workforce. In general, the agricultural sector is characterized by highly differentiated roles for women and men which lead to

11 See General Assembly resolution 65/1.
important consequences in the allocation of time, labour, and resources within households. Progress to improve agricultural production and productivity thus requires recognition of the different roles and responsibilities of women and men in rural areas.

16. Despite women’s critical contribution to rural development and notable improvements in both developing and developed countries, rural women’s rights and priorities remain insufficiently addressed in legal frameworks, national and local development policies and investment strategies at all levels. They continue to face serious challenges in carrying out their multiple productive and reproductive roles within their families and communities, in part due to lack of rural infrastructure and essential goods and services. They are at disadvantage as a result of gender-based stereotypes and discrimination that deny them equitable access to opportunities, resources and services. Armed conflict, natural disasters and the HIV and AIDS pandemic are other factors that exacerbate their disadvantages.

17. However, it would be a mistake to portray rural women as a weak and vulnerable category. Rather, they should be regarded as active economic agents who are, in various ways and to various degrees, constrained in their roles as producers, investors, caregivers, and consumers.

IV. Critical Issues

A. Women’s role in agriculture

18. Rural women play a vital, yet not fully acknowledged role in agriculture. For instance, women comprise 43 per cent of the agricultural labour force in developing countries — ranging from 20 per cent in Latin America to almost 50 percent in some parts of Africa and Asia. In South Asia, the Middle East, North Africa and East Asia, the share of women’s agricultural employment within total employment is higher than in men’s. In rural areas with high levels of male out-migration, women’s roles in agriculture are expanding, leading to dramatic changes in their responsibilities and tasks.

19. Most rural women are unpaid family workers or self-employed (i.e. categories rarely captured in labour surveys), and hence exposed to precarious and low-paid jobs. If the full time burden of child- and elder care, household chores and farm work is calculated, women work longer hours than men. On average, female farmers produce less than male farmers, but not because they are less-efficient farmers. Extensive empirical evidence shows that the productivity gap is caused by differences in input use and women’s lower access to productive resources and opportunities. Women are also key actors in the livestock, fisheries, and forestry sectors; yet their work is less recognized and their activities in these sectors are usually much less profitable than men’s.

20. Rural women are crucial in the translation of agricultural production into food and nutritional security. Within their households, women are often responsible for cultivating food crops, managing small animals and growing vegetables in home gardens for food or income. When women have an income and sufficient intra-household bargaining power, substantial evidence indicates that their income is more likely to be spent on food and children’s needs, including education and health care. Also, women are generally responsible for food selection and preparation, and therefore play a critical role in food utilization and nutrition.

21. While women are frequently in vulnerable positions compared to men, there is also considerable body of research showing that some rural women are able to take full advantage of emerging “green” economic opportunities, such as new crops, technologies, and markets. One challenge is to determine what roles these women play in social and economic relations, and what contextual factors facilitate their empowerment as agricultural producers.

17 FAO (2011). The State of Food and Agriculture: Women in Agriculture, Closing the Gender Gap for Development’, Rome
B. Access to productive resources, technology, markets and financing

22. Access to productive resources for food and nutrition security and rural development has become more important in the context of the global food and climate change crises. Significant gender disparities are found for many assets (including land and water), as well as various types of inputs and services. Gender inequalities impose real costs on the agriculture sector, the broader economy and society, as well as rural women themselves. Women in agriculture and rural areas, however, have typically less access than men to productive resources, technology, agricultural extension, and rural infrastructure and may as a result incur higher labour costs than men. When they have access to land, it is often of poorer quality and consists of smaller plots. It is estimated that rural women own less than ten per cent of property in the developed world, and two per cent in the developing world.18

23. In a number of countries women remain at a disadvantage due to inequality in statutory and customary laws on access to land ownership and other types of property and inheritance.19 Lack of access to and ownership of land can also limit women’s access to water. In many countries, for example, land ownership is a precondition for access to water.20 Enhancing women’s access to productive resources would have a huge impact on food security and economic growth. FAO estimates suggest that if women had the same access to productive resources as men, they could increase yields on their farms by 20–30 percent, raising total agricultural output in developing countries by 2.5–4 percent, which could reduce the number of hungry people in the world by 12–17 percent.21

24. Rural women often have limited access to markets and financial resources which can confine them to narrower and less profitable forms of trade and businesses, limiting their income potential.22 Women’s access to financial services, including savings, insurance and credit, is essential to allow them to benefit from economic opportunities in rural areas and to lift them out of extreme poverty. Access to microfinance can increase women’s investment in technologies such as cell phones, computers, solar panels to generate electricity, as well as agricultural technologies that can enhance the profitability of their businesses. Combining microfinance with a range of social services that help address gender-specific constraints has been successful in reaching women in rural areas. Many country examples also demonstrate the effectiveness of providing women entrepreneurs with capacity-building (e.g. economic literacy and awareness of the exigencies of the market, such as quality and standards), access to markets and market information, support from local authorities, employers’ and business organizations and trade support organizations, in enhancing their rights and economic empowerment.23

25. Information and communications technology, particularly mobile technology, offers opportunities for greater empowerment. Training of rural women to use cell phones to monitor market prices for agricultural products, for instance, allows them to obtain better revenues and eliminate intermediaries.

C. Decent and productive employment and income-generating opportunities for rural women

26. While being a livelihood source for some 86 percent of rural women and men and a job-generator for some 1.3 billion smallholder farmers and landless workers,24 agriculture alone cannot reduce rural poverty. Rural off-farm employment opportunities are critical for rural development, growth and poverty

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23 Ibid.
reduction. It allows households to diversify their income sources and insure themselves against economic and environmental shocks affecting agriculture. However, decent and productive employment in rural areas remains a great challenge. Decent work deficits faced by rural workers, in particular women and youth, include low pay, poor-quality jobs that are unrecognized and unprotected by law, widespread underemployment, absence of rights at work, inadequate social protection, and the lack of a representative voice.\textsuperscript{25} The implementation of labour laws, regulations and policies is usually limited in rural areas.\textsuperscript{26}

27. One way to promote rural development that could further enhance women’s access to employment and decent work and social protection is the generation of work opportunities in non-agricultural sectors such as wholesale and retail trade, rural industry, agribusiness, trading enterprises, transport, storage, infrastructure development, as well as in the local service sector (e.g. education, health, finance and insurance, tourism and local shops and restaurants). Public works programmes can also provide important models of decent working conditions by providing a fixed work week, decent wages, child care and by ensuring social protection.\textsuperscript{27}

\textbf{D. Infrastructure and service delivery}

28. Rural development strategies and employment generation programmes need to take into account the additional barriers and inequalities that women face in accessing decent work, including lack of education and training, transportation, care services, as well as constraints due to unequal sharing of care and other household responsibilities.\textsuperscript{28}

29. The absence of basic infrastructure and insufficient local service provision in rural areas limit women’s ability to fully participate in the labour market and increase their already unequal share of unpaid care work.\textsuperscript{29} Spending long hours on water and fuel collection as well as food preparation means that rural women have less time for paid employment and other income-generating activities. Lack of childcare for working parents is considered a major challenge for economic and social development.\textsuperscript{30}

30. Public investment in sustainable infrastructure (e.g. public transportation, sanitation, renewable energy) and fuel-efficient and labour-saving technologies (e.g. clean and fuel efficient cooking stoves, efficient pumping and purification of drinking water) can substantially reduce the time women and girls spend on these time-consuming chores and enhance their options for gainful work and mobility. Such investments can also contribute to reduced greenhouse gas emissions\textsuperscript{31} and create employment opportunities in rural areas.

\textsuperscript{25} FAO (2011). Rural employment guidance material #1: Guidance on how to address rural employment and decent work concerns in FAO country activities. Rome.


\textsuperscript{28} A/64/190 and report of the workshop on Gaps, trends and current research in gender dimensions of agricultural and rural employment: Differentiated pathways out of poverty, Rome, FAO, IFAD, ILO, 31 March-2 April 2009. ‘Care’ refers to activities that serve people and their well-being, and include both personal care and care-related activities, such as cooking, cleaning, fetching water and firewood. ‘Work’ means that the activity entails expenditures of time and energy. See UNDP (2009) for details.


31. Measures are also needed to increase access to health facilities, education, training and other support services. Rural women survivors of violence and abuse often find it difficult or impossible to access services such as women’s shelters due to limited or non-existent public transportation and other factors.  

32. Provision of a social protection floor to provide employment guarantees, income support benefits, basic income security guarantees for the elderly and persons with disabilities, and child benefits can help combat rising inequality and persistent poverty in rural areas. Such measures can help address different sources of insecurity and vulnerability in rural women’s lives and enable them to participate more fully in economic life, as workers, employers, consumers and citizens.

E. Natural resource management and climate change adaptation

33. Natural resources provide a range of goods and services that sustain human life and on which rural people directly depend for their food and livelihoods. Over the past half century, ecosystems have changed rapidly largely because of the need to meet the growing demand for food, water, timber, fiber and fuel. As a result, large tracts of the natural resource environment are degraded, which exacerbates poverty and food insecurity.

34. Because women and girls are often responsible for providing their households with food, fuel and water they rely heavily on natural resources. Environmental degradation increases women’s time for labour intensive household tasks and decreases agricultural productivity. Although both rural women and men play a critical role in natural resource management, women’s use, conservation, and knowledge of resources play a key role in shaping local biodiversity. Efforts to mitigate and adapt to climate change will have major consequences to natural resource availability and use, including in the agricultural sector.

F. Effective institutions and enabling policy environment that promotes gender responsive rural development

35. Although there has been progress in women’s participation in decision-making globally, the under-representation of women from rural areas in political and public life remains high in most societies. In some areas, discriminatory and traditional attitudes and practices at the local level limit the space for women’s participation in political and economic decision-making within their communities. Rural women’s contributions to a wide range of community-based policy interventions can also lead to more efficient, effective and sustainable policies with multiplier effects across several development objectives.

36. Institutional arrangements are needed to support participation of women in policy design, implementation and evaluation as part of decision-making processes. Public administrations, particularly at the local government level, should be responsible for setting up these participatory arrangements. The role of women’s organizations, such as women farmers’ organizations and other rural women’s groups is critical in all rural development process. Rural women’s organizations can be recognized as legitimate interlocutors of the Government and other stakeholders when developing, implementing and monitoring public policies. In particular, targeted support for rural women’s organizations, including cooperatives, should be encouraged since they can play a critical role in strengthening rural women’s enjoyment of their rights as well as their participation and voice in

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34 UNDP (2010) Gender, Climate Change and Community-based Adaptation

35 UN Women (2010). Moderator’s summary on the priority theme of the 56th session of the Commission on the Status of Women “The empowerment of rural women and their role in poverty and hunger eradication, development and current challenges”, prepared for the 55th session of the Commission on the Status of Women.
development processes. Furthermore, efforts are needed to strengthen women’s participation and leadership in rural institutions, such as agricultural producer and rural worker associations, cooperatives, rural credit unions, water users’ groups and self-help groups.

38. The empowerment of women in rural areas depends on gender-sensitive governance in the institutions responsible for agricultural and other sectors as well as on the way in which national development strategies and sector-specific plans and programmes are designed and implemented. This requires that women are able to hold public officials accountable in areas such as service delivery and that public administration is responsive to women and efficient and effective in service delivery. In this regard, the use of electronic Government (e-Government) and mobile Government (m-Government) can play a key role when incorporated by Governments as an intrinsic part of policy-making and implementation at national and local levels. When used as an opportunity to re-design public administration frameworks, e-Government and m-Government can contribute to facilitate transparency, accountability, efficiency and effectiveness within the overall process of engaging women as actors for development.

IV. Profile of the participants

39. The EGM will be attended by 10 to 12 experts appointed by the Under-Secretary-General and Executive Director of UN Women in consultation with FAO, IFAD and WFP. In selecting the experts, the criteria of geographical balance and, to the extent possible, gender balance, will be taken into consideration. Experts will include academics and practitioners from relevant fields, as well as representatives from rural women’s networks and associations, in accordance with the objectives identified above. UN Women will provide travel and daily subsistence allowance to appointed experts.

40. Observers from Governments, the United Nations system, inter-governmental organizations, non-governmental organizations and academia are welcome to attend the EGM at their own expense.

V. Documentation

41. The documentation for the meeting will include:

- A background paper commissioned by UN Women, FAO, IFAD and WFP outlining the major issues to be discussed;
- Expert papers prepared by experts on specific issues in line with their expertise;
- Papers prepared by observers, which will be made available but not formally presented at the EGM.

VI. Organization

42. The EGM will be organized by UN Women in collaboration with FAO, IFAD and WFP in Accra, Ghana, from 20 to 23 September 2011.

43. The EGM will be conducted in English and all documentation will be in English.

44. The EGM will meet in plenary and in working groups. Presentations by the experts in plenary will create the framework for discussions. Experts will work in small working groups to discuss specific issues/themes and draft concrete policy recommendations targeted at various stakeholders. The recommendations of working groups will be reviewed and finalized in plenary.

VII. Expected outcome
45. The outcome of the EGM will be a report, containing a summary of the discussion and recommendations directed at Member States and other stakeholders. The report will be made available at the fifty-sixth session of the Commission on the Status of Women and on the website of UN Women.

For further questions:

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