

# **USAID/Fertilizer Sector Improvement Project Gender Assessment**



**P.O. Box 2040  
Muscle Shoals, Alabama 35662, USA**

**[www.ifdc.org](http://www.ifdc.org)**

**March 2015**

## Table of Contents

Acronyms .....	i
Executive Summary .....	ii
Introduction.....	1
Methodology .....	2
How This Report is Structured.....	3
Brief Overview of Gender Issues in Burma .....	3
A Gendered Perspective of the Rice Value Chain.....	3
Conclusions and Recommendations .....	3
Brief Overview of Gender Issues in Burma.....	3
A Gendered Perspective of the Rice Value Chain .....	7
Women’s and Men’s Roles and Responsibilities .....	8
Access to Land .....	12
Shifting Roles as Tasks Are Mechanized.....	13
Widespread Hiring of Men and Women for Tasks .....	14
Patterns of Decisionmaking in Rice Production .....	15
Women’s Participation in Other Parts of the Rice Value Chain .....	16
Patterns of Decisionmaking Regarding Rice Marketing and Income .....	17
Conclusions and Recommendations .....	18
References.....	22
Annex 1. Scope of Work.....	24
Annex 2. List of Interviews .....	27
Annex 3. Summary of Gender-Related Activities Among Other Organizations.....	30
Annex 4. Training .....	<b>Error! Bookmark not defined.</b>

## List of Tables

Table 1. Summary of Recommendations .....	iv
Table 2. Women’s and Men’s Responses on the Gender Division of Labor in Rice, Thanlyin, Ayeyarwaddy.....	10
Table 3. Women’s and Men’s Responses on the Gender Division of Labor in Rice, Nyang Tone, Yangon.....	11

## Acronyms

ADB	Asian Development Bank
ADS	Automated Directives System
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CIA	Central Intelligence Agency
CP	Cultural Practice, LLC
FAO	Food and Agriculture Organization
FDP	Fertilizer Deep Placement
FSI	Fertilizer Sector Improvement
FSWG	Food Security Working Group
GDP	Gross Domestic Product
GEN	Gender Equality Network
IFDC	International Fertilizer Development Center
IFPRI	International Food Policy Research Institute
INGIA-VC	Integrating Gender into Agricultural Value Chains
LIFT	Livelihoods and Food Security Trust Fund
LUC	Land-Use Certificates
MNCWA	Myanmar National Committee for Women's Affairs
MOAI	Ministry of Agriculture and Irrigation
NGO	Non-Governmental Organization
NSPWA	National Strategic Plan for Women's Advancement
SHG	Self-Help Group
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development
VFVLM	Vacant, Fallow and Virgin Lands Management Law

## Executive Summary

Fertilizer Sector Improvement (FSI) is a three-year project<sup>1</sup> funded by the United States Agency for International Development (USAID) to improve food security and increase profitability for smallholder farmers by sustainably increasing agricultural productivity. The International Fertilizer Development Center (IFDC) is implementing the project with collaborating partners in the targeted geographic focal areas of Ayeyarwaddy, Bago and Yangon.

The FSI project will facilitate participation by women in all activities. FSI will encourage more equitable participation in both demand- and supply-side elements of the projects and has set a goal of ensuring that 50 percent of training beneficiaries are women. The project will look for opportunities to engage women in supply-side activities, for example as input suppliers. This gender assessment, conducted by FSI partner Cultural Practice, LLC, aims to provide FSI with the necessary information on gender roles and relations in rice farming to improve the project's ability to meet these objectives.

Understanding gender relations in Burma requires navigating different religious and cultural norms, differing realities and experiences of gender equality and conformity to ideal behaviors of men and women. In examining the gender dynamics of the rice value chain in the three targeted regions, this assessment placed particular attention to understanding women's participation in rice production and marketing activities and patterns of decisionmaking on production and income.

Women were found to be extremely knowledgeable on rice production activities, even when their direct involvement in tasks was largely limited to weeding and transplanting. They described the current practices around fertilizer application, even though they are not directly involved in this task. Despite this knowledge, women are not perceived as farmers, a term that is largely associated with men and their role as the head of household. In this role, as head of household men are expected to make production and marketing decisions. Although this is the

---

<sup>1</sup> The FSI project commenced on April 1, 2014, and is scheduled for completion on March 31, 2017.

ideal, many respondents described scenarios that differed from this expectation, suggesting that in practice men and women may be behaving in ways that differ from the norms.

Despite their participation, women are at a disadvantage to men in some key ways. Access to land is an issue for women, which limits their ability to independently engage in rice production. Furthermore, when being a land owner facilitates access to extension services and participation in training, women are likely to be overlooked. This, combined with them not being perceived as farmers, will present challenges to FSI in targeting women in training and ensuring that they benefit from the same information on new technologies as men.

Social norms dictate that men are the primary decisionmakers. Interview data largely supported this, revealing that men are more often responsible for decisions regarding production and marketing. There was some indication that the practice differs from this norm, and it is likely that these patterns are likely to differ where men are migrating. Decisionmaking around the use of rice income did not appear to have strong gender-differentiated elements. This is likely because farmers already know that the bulk of the income must go to repaying loans, paying hired labor and purchasing food.

Finally, the assessment examined alternative opportunities for engaging women as input suppliers or fertilizer distributors. The findings suggest that women are already active in these areas and that, as the project begins to engage with the private sector and focus on distribution of fertilizer and applicators, it should actively design and target activities in ways that women entrepreneurs can become involved.

Table 1 provides a summary of the recommendations which emerge along three avenues for action: (1) key areas for **monitoring** the gender-differentiated outcomes and impacts, (2) **capacity-building** activities to strengthen the project's target to reach women farmers and (3) strategies for **engaging women in roles beyond rice production**.

**Table 1. Summary of Recommendations**

<b>Recommendation</b>	<b>Explanation</b>	<b>Responsibility</b>	<b>Timeframe</b>
<b>Monitoring</b>			
<b>Monitor changes in decision-making patterns</b>	The assessment was useful in clarifying what expression of empowerment might be possible to monitor given the context and available data and analysis on gender dynamics. The findings from this assessment suggest that tracking decisionmaking may be the most suitable. Rice income appears to largely be considered household income, and there is very little discussion about how it is used given the need to repay agricultural loans, pay labor and purchase food. It is not sufficiently clear at this stage of the analysis to conclude that men have more control over the rice income than women or that it would be possible to increase women’s control over income.	CP for qualitative work and IFDC for quantitative work	Over the life of the project, using data from the baseline and endline as well as additional qualitative work
<b>Monitor changes in men’s and women’s time and the division of labor in rice production</b>	Although increasing women’s participation in rice production activities will not have direct impacts on their empowerment, monitoring changes in the gender division of labor and time with the introduction of new technologies will provide new information on gender dynamics in the sector. Moreover, because growth in the sector will largely depend on mechanizing tasks, it will be important to understand how investments can introduce new technologies in ways that allow both men and women to benefit from ownership of those assets and additional income as a result of production increases.	CP for qualitative work and IFDC for quantitative work	Over the life of the project, using data from the baseline and endline, as well as additional qualitative work
<i>Conduct a follow-on assessment to better understand dynamics in additional targeted regions</i>	<i>Given the differences in religious and cultural norms, as well as the different levels of agricultural development in other regions, a gender assessment of new areas is recommended to understand the opportunities and possibilities for engaging women in project activities.</i>	CP	<i>Under an expanded FSI</i>
<b>Capacity-Building</b>			
<b>Develop guidelines for field officers and partners on how to adapt activities to reach women farmers</b>	For many of the partners, this is the first they are being asked to explicitly target women among their training beneficiaries. Both FSI extension officers and partners will need guidance and support to help them meet these targets. CP will develop guidelines for both groups of actors to help them identify different strategies and troubleshoot challenges they may face in reaching women.	CP	By March 31, 2015

<b>Deliver gender workshop for partners</b>	At the time the assessment was conducted, implementing partners had not yet received formal agreements to work with FSI. It was decided, therefore, that it would not be appropriate to conduct a gender training with them. Instead, a partner training will be conducted in October 2015 (or thereabouts) after each partner has worked with farmers through one dry and one monsoon season. This will provide the opportunity to discuss successes and failures that partners have experienced in trying to reach their targets.	CP	October 2015
<b>Participate in gender-related working groups</b>	While not strictly a capacity-building effort, given the immense amount of activity that is happening on related issues, it is recommended that an FSI representative remain engaged with the larger gender community, such as GEN, the Gender and Environment workgroup, and FSWG. This will help raise the visibility of the project and allow FSI to learn about new activities and research that can strengthen implementation. Participation will also provide an avenue for discussing success stories and advances in FSI.	IFDC representative	Ongoing
<b>Engaging Women in New Roles</b>			
<b>Establish all-women fertilizer application service providers</b>	Women are often less likely to adopt mechanized tools if they are not explicitly targeted and introduced to them. When FSI introduces the various fertilizer applicators, it should consider introducing the tools to individual women (or groups of women) who can establish businesses as fertilizer service providers. They could operate as mobile fertilizer managers either by directly doing the work or by offering the equipment for farmers to rent.	FSI staff	TBD
<b>Engage women as fertilizer distributors</b>	<i>As the project expands to engage the private sector more directly, opportunities should be sought to engage women in other parts of the value chain. The preliminary findings from this assessment suggest that targeting women as fertilizer distributors is possible. Women both manage input supply shops and make up some of the rural agents that work as retailers in the villages. The project could design a small study to examine the difference in performance of men and women distributors, paying attention to whether men or women are able to reach women farmers more easily.</i>	<i>FSI staff</i>	<i>Under an expanded FSI</i>

# USAID/Fertilizer Sector Improvement Project

## Gender Assessment

### Introduction

Fertilizer Sector Improvement (FSI) is a three-year project<sup>2</sup> funded by the United States Agency for International Development (USAID) to improve food security and increase profitability for smallholder farmers by sustainably increasing agricultural productivity. The International Fertilizer Development Center (IFDC) is implementing the project with collaborating partners in the targeted geographic focal areas of Ayeyarwaddy, Bago and Yangon.

The project will promote efficiencies of supply and demand of agricultural inputs through an integrated approach. On the *demand* side, emphasis is on creating farmer awareness to bring improvements to their crop (primarily rice) production. The project will promote the use of good quality seed, judicious application of balanced fertilizer and better water management practices. In particular, the project will improve farmers' access to and proper use of fertilizer deep placement (FDP) technology. This method is more efficient than spreading fertilizer by hand. The deep placement of fertilizer briquettes increases yields and decreases fertilizer use. FSI seeks to improve fertilizer access and farming productivity for 80,000 Burmese smallholder farmers. On the *supply* side, FSI will nurture the development of a private sector input supply system in close proximity to farmers. Private sector entrepreneurs will be supported to engage in the supply of FDP products to farmers. FSI will seek opportunities to build capacity in the Ministry of Agriculture and Irrigation (MOAI), particularly within the Department of Agriculture, particularly its extension staff and the Department of Agricultural Research.

The FSI project will facilitate participation by women in all activities. FSI will encourage more equitable participation in both demand- and supply-side elements of the projects and has set a goal of ensuring that 50 percent of training beneficiaries are women. The project will look for

---

<sup>2</sup> The FSI Project commenced on April 1, 2014, and is scheduled for completion on March 31, 2017.



opportunities to engage women in supply-side activities, for example as input suppliers. This gender assessment, conducted by FSI partner Cultural Practice, LLC (CP) aims to provide FSI with the necessary information on gender roles and relations in rice farming to improve the project's ability to meet these objectives.

## **Methodology**

For this gender assessment, CP drew from a gender and value chain analysis methodology to capture differences in the levels and categories of men's and women's participation, performance and access to benefits from rice activities. While there is no single framework for conducting a gender assessment, this assessment adapted the Integrating Gender into Agricultural Value Chains (INGIA-VC) methodology described in USAID's "Promoting Gender Equitable Opportunities in Agricultural Value Chains" method (Rubin, Manfre and Nichols Barrett, 2009). INGIA-VC uses four dimensions of social life to analyze gender relations: Practices and Participation; Access to Productive Resources; Beliefs and Perceptions; and Laws, Policies and Institutions. These dimensions are similar to the domains of analysis outlined in USAID's Automated Directives System (ADS) Chapter 205 on gender analysis.

Qualitative methods were used to understand men's and women's participation in rice production, processing and marketing; their participation in decisions around rice production, especially with respect to use of inputs; and gender relations around access to and use of the benefits from participation in rice production. Although FSI is not strictly adopting a value chain approach, the INGIA-VC is useful because it captures information about the gender division of labor from production to marketing. It also captures men's and women's understanding of and perceptions about different actors – for example, input suppliers and extension officers – who play important roles in technology dissemination.

This assessment drew on a number of sources of information. A desktop review of literature on gender issues, agriculture and related topics was conducted at the start of the assessment. While in Burma, interviews with gender and/or agriculture-related stakeholders in Burma were conducted to complement the desktop review.

A two-person team conducted the qualitative research December 1-17, 2014, with both men and women rice producers and input suppliers. Producers were selected by project staff and/or the local township manager. Interviews were conducted in the Ayeyarwaddy, Bago and Yangon regions, where the FSI project is currently active. The team conducted individual and group interviews with over 50 farmers, both men and women, as well as five women input suppliers and three of the potential recipients of the briquette machines (Annex 2). Some of the producers had already participated in FSI trials and knew of FDP technology, while others were farmers who may become future project beneficiaries. Interviews were conducted separately with men and women farmers for both individual and group interviews. The input suppliers interviewed were selected by asking producers and other input suppliers in the marketplace for individuals. A full list of stakeholder interviews is included in Annex 2.

## **How This Report is Structured**

### ***Brief Overview of Gender Issues in Burma***

The assessment begins with a summary of key gender issues in Burma, and it is not limited to the agriculture sector, drawn from the literature and shaped by the stakeholder interviews.

### ***A Gendered Perspective of the Rice Value Chain***

This section describes findings from the group interviews on the division of labor between men and women in tasks related to production, processing and marketing of rice. This section also provides key findings on men's and women's ability to influence technology adoption decisions and how benefits are accrued and distributed to participating members of the household in rice production.

### ***Conclusions and Recommendations***

The assessment ends with overall conclusions and a set of recommendations for FSI.

## **Brief Overview of Gender Issues in Burma**

The literature presents two contrasting images of gender relations in Burma. On the one hand, gender relations are described as having historically embodied the principles of equality between men and women. This description provides historical evidence for women's high standing in

society and supportive religious and cultural norms that establish equality between men and women in marriage, inheritance, access to education and in the economy. It is a static perspective on norms that assumes that the way in which men and women related to each other in the past continues to be the same today.

On the other hand is a picture of Burma in which gender relations differ highly across the country and inequalities are embedded within different cultural and religious norms. Women's subordinate status and discriminatory gender stereotypes are described as creating inequalities that have evolved over time under the influence of colonial powers and the military regime. Men are perceived as the primary breadwinners, heads of household and sole decisionmakers, while women are responsible for maintaining the household. In this version, the claims to gender equality are criticized as reflecting the norms of a subset of wealthier, urban Burmese women and ignoring the differences across the 135 ethnic groups and different socioeconomic groups. This perspective recognizes that understanding gender relations in Burma is a difficult task of navigating the different ethnic groups. It also recognizes that gender relations are dynamic, change over time and are influenced by political and economic processes.

Understanding these realities is complicated by a lack of reliable sex-disaggregated data that would allow for an analysis and quantification of gender equalities (or inequalities). However, interviews with experts suggest that the latter version of the status of gender relations better reflects reality. Many described the inequalities as being hidden, internalized to a degree that they are not perceived as inequalities and linked to strong social norms that condition the opportunities afforded by men and women. Conforming to certain ideals of men's and women's behavior is considered to be good manners, further complicating an analysis as men and women are likely to describe the accepted behavior as opposed to the actual practice (Belak, 2002). As a result, several of the organizations working on different aspects of gender equality and women's empowerment are conducting studies on social and cultural norms.

Where data exist, analysis indicates a high degree of gender inequality. For example, the Social Institutions and Gender Index, which analyzes the extent to which social institutions (both formal and informal) are discriminatory, ranks Burma 44 out of 86 countries and categorizes it as a country with high levels of gender inequality. The index highlights a discriminatory family code, restricted physical integrity and restricted access to resources and assets as key sources of these inequalities. Burma also ranks 80 out of 148 on the Gender Inequality Index (UNDP, 2013), and although it has achieved parity in enrollment of girls and boys in primary education, many other indicators suggest significant inequalities (Box 1).

Where better data does exist, for example from the Livelihoods and Food Security

Trust Fund (LIFT) analyses, the disaggregation of the data is almost exclusively conducted at the household level. This limits the gender analysis to household headship, masking the ability to understand the position of women in men-headed households and other women in women-headed households (for example, daughters and daughter-in-laws). Interviews with different stakeholders revealed a number of current analytical efforts that are attempting to fill the data gap. For example, the United Nations and the Asian Development Bank are supporting an in-depth Gender Situation Analysis scheduled to be published in June 2015 (UNFPA, 2015). In agriculture, there are a number of ongoing efforts to better understand gender dynamics (Box 3).

## Box 1. Examples of Key Gender Inequalities

**Strong social norms define men's and women's roles in the house.** Men are considered the head of the household and are therefore largely expected to make most decisions. Women are considered to be primarily responsible for caring for children and elders, cooking and cleaning. In most households, women are responsible for safeguarding the finances.

**Lack of access to rural services increase women's time burden.** Among households in rural areas, only 34 percent have access to electricity, compared with 89 percent of urban households. Only 35 percent of households have access to drinking water on the premises, and in most cases (71.9 percent), the adult woman in the house is responsible for collecting water (MNPED et al., 2011).

**Women's political participation remains low.** Women are well known to have difficulty participating at any level of politics, from village administration bodies to higher levels of government. At the parliamentary level, the HDI (UNDP, 2013) reports that only 4 percent of seats are held by women.

**Lack of attention to violence against women.** CEDAW expressed concern over the culture of silence surrounding fairly pervasive gender-based violence. There exists documentation of violence against women by the military in ethnic communities, but there is little data beyond that on the prevalence of gender-based violence, incidences of rape and sexual harassment. In 2014, a new Anti-Violence against Women Law was presented to parliament, but the contents of this law are not well-harmonized with other laws, leading to skepticism about its effectiveness.

### Box 3. Current and Ongoing Research on Gender Dimensions of Agriculture Issues

**Gender and food security.** This research is being conducted by the *Food Security Working Group* with a focus on the gender division of labor across productive and reproductive activities, nutritional aspects of food security and gendered control over assets.

**Gender dimensions of livelihoods and extension.** Research conducted by the *Australian Centre for International Agricultural Research* (2014-2018) will examine livelihoods and decisionmaking at the household level as well as gender dimensions of extension. The research will take place in the Central Dry Zone and Ayeyarwaddy Delta.

**Gender equity and women's empowerment in rural areas of Myanmar.** Using the Women's Empowerment in Agriculture Index as a framework, this research being conducted by the *International Rice Research Institute* will understand the role of rural women in agriculture.

Advancement (NSPWA) was released, providing a road map for the government of Burma to improve the situation of girls and women. The Plan describes action in key areas of concern aligned to CEDAW and the Beijing Declaration (Box 2), with one exception: instead of including women and armed conflict, the Plan addresses women and emergencies (MNCWA 2013). Much of the work of organizations like the Gender Equality Network, Action Aid, Oxfam and others falls within the scope of action laid out in the Plan.<sup>3</sup>

Since the NSPWA uses the points of concern as a guide for its roadmap, agricultural concerns are not explicitly treated because they were not identified as a point of concern in the original

Burma acceded to the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1997. The previous year, the Myanmar National Committee for Women's Affairs (MNCWA) was established in response to the U.N. Fourth World Conference on Women held in Beijing in 1995. A number of national working committees were established around the same time across the country from the district to the township level. In addition, associations working with MNCWA were formed and continue to operate today, like the Myanmar Women Entrepreneur Association. In 2013, the National Strategic Plan for Women's

### Box 2. Beijing Platform for Action 12 Critical Areas of Concern

1. Women and the environment
2. Women in power and decisionmaking
3. The girl child
4. Women and the economy
5. Women and poverty
6. Violence against women
7. Human rights of women
8. Education and training of women
9. Institutional mechanisms for the advancement of women
10. Women and health
11. Women and the media
12. Women and armed conflict

<sup>3</sup> For a summary of activities related to gender equality and women's empowerment among the organizations interviewed for this assessment, see Annex 3.

1995 Beijing Platform for Action. Instead, agriculture is discussed in relation to other points of concerns – for example, environment and the economy.

## **A Gendered Perspective of the Rice Value Chain**

Agriculture accounts for 38 percent of GDP and employs over 70 percent of the population (CIA Factbook). Roughly 25 percent of the population lives in poverty, with the greater proportion of poor households residing in rural areas (UNDP, 2011). Among poor households, 70 percent of their income is spent on food, and many have to borrow money to purchase food at some point in the year (Haggblade et al., 2013). Over half of members of poor households (54 percent) work in agriculture (UNDP, 2011). Although female-headed households make up about 21 percent of all households, they do not make up a significant number of poor households. This is because they likely receive remittances from other family members and because only wealthier women are able to set up their own independent households (UNDP, 2011).

Geographically privileged in its proximity to a range of Asian markets and with a diverse topography, Burma's agriculture sector can provide a range of commodities including cereals, pulses and horticulture. Rice remains the dominant commodity for the sector, making up 43 percent of the agricultural production value (ADB, 2014) and largely grown in the delta regions, where it is an important source of income for a quarter of households (Haggblade et al., 2013). Although official government statistics report high production rates, the U.S. Department of Agriculture ranks rice yields among the lowest in Asia (ADB, 2014). Low farm productivity limits the country's agricultural potential for all commodities, with key constraints in access to good quality seed, access to credit and lack of mechanization.

The sector, however, is rapidly changing as a result of increased foreign investment, rural out-migration and new land policies. Recent assessments of the economy highlight the importance of agricultural development for growth, food security and poverty reduction, which will likely mean greater investments by donors and the government (Haggblade et al., 2013; ADB, 2014).

Although few organizations are explicitly programming to address gender issues in agriculture,

there was consensus among the various stakeholders<sup>4</sup> on a few key constraints women face in the sector, including: women not being considered legitimate farmers; male out-migration patterns and their effect on farm labor and women's decision-making power; and wage inequality in agricultural labor. However, more research is needed for a better understanding of the gender dynamics in the sector and to ensure that future growth creates new opportunities for both men and women.

### **Women's and Men's Roles and Responsibilities**

Both men and women report that they participate in rice production activities. The data presented in Table 2 and Table 3 show that most tasks in rice are undertaken by men, with the exception of only a few activities. Women are exclusively responsible for transplanting and share the tasks of weeding and harvesting. Men, on the other hand, are exclusively responsible for land preparation activities, broadcasting, harvesting seedlings and fertilizer and pesticide application. There was little variation between the groups interviewed in Yangon and in Ayeyarwaddy regions. There was also little variation between men's and women's responses, suggesting perhaps that what the group interviews revealed was the accepted version of men's and women's roles in rice production, even if in practice there is greater flexibility in who does what on the farm. When asked why men (or women) were responsible for certain activities, most respondents indicated that men have simply always done those tasks or that women did not know how to do them. The same answer was given when men and women were asked why only women do the transplanting: women know how to do it; men do not. There were no tasks from which men or women were prohibited from doing, and both men and women acknowledged that women were capable of leading farm activities if men were absent.

Although women's active involvement in the production of rice is limited to only a few activities, the consistency across men's and women's responses indicates that their knowledge of rice production extends beyond the tasks for which they are responsible. The list of tasks identified by women and the detailed description of those tasks closely resembles the tasks in which men identified. For example, women were able to describe the number of times fertilizer was applied, when and how, even though this task is undertaken exclusively by men. Women

---

<sup>4</sup> See Annex 2 for the list of stakeholders interviewed.

also knew when hired labor was being used, probably because they are responsible for providing food for the laborers, but there was also some indication that women are playing a role in finding and supervising hired labor.

Despite their active involvement in farming, women are not perceived as farmers. Farmers are associated with the head of household and the primary decisionmaker, who are in this context mostly men. During the training conducted with FSI staff, when asked to draw a farmer, the vast majority drew men. The Chairman of the Myanmar Farmer Association estimates that women make up less than 5 percent of the 200,000 farmer members, explaining that this is because men are the head of the household and therefore also farmers. Input suppliers explained that when women come to their shop to buy products, it is largely on behalf of their farmer husband. When asked if any women come to purchase inputs for themselves, the input suppliers acknowledge that they assume it must be because those women are heads of their household. Most interviews highlighted the challenge this perception presents in being able to ensure that women are targeted for agricultural services, as most service providers are likely to overlook women as farmers in their own right and target products and services to the assumed farmer.



**Table 2. Women's and Men's Responses on the Gender Division of Labor in Rice, Thanlyin, Ayeyarwaddy**

<i>Rice Farming Activities</i>	Men's Responses		Women's Responses	
	<b>Men</b>	<b>Women</b>	<b>Men</b>	<b>Women</b>
<i>1<sup>st</sup> Plowing</i>	XXX*		XXX*	
<i>Harrowing</i>	XXX*		XXX*	
<i>Puddling</i>	XXX		XXX*	
<i>Weeding</i>	X*	X*	–	–
<i>Preparing seed bed</i>	–	–	XXX	
<i>Broadcasting seeds</i>	XXX		XXX	
<i>Harvesting seedlings</i>	XXX*		XXX*	
<i>Transplanting</i>		XXX*		XXX
<i>1<sup>st</sup> Fertilizer application</i>	XXX		XXX	
<i>2<sup>nd</sup> Fertilizer application</i>	XXX		XXX	
<i>3<sup>rd</sup> Fertilizer application</i>	XXX		XXX	
<i>Weeding</i>	X	X	X*	X*
<i>Pesticides</i>	XXX		XXX	
<i>Harvesting (manual)</i>	X*	X*	X*	X*
<i>Harvesting (machine)</i>	XXX		–	–
<i>Threshing</i>	XX		XX	X
<i>Decision to consume or to sell</i>	XX	X	–	–
<i>Marketing</i>	XX	X	XX	X
<i>Who receives money</i>		XXX	X	XX
<i>Who decides how to use the money</i>	X	X	X	X

\* Hired labor.

X – some labor; XX – most labor; XXX – all labor.

**Table 3. Women's and Men's Responses on the Gender Division of Labor in Rice, Nyang Tone, Yangon**

<i>Rice Farming Activities</i>	Men's Responses		Women's Responses	
	Men	Women	Men	Women
<i>Land Prep</i>	XXX		–	–
<i>Weeding</i>	–	–	X*	XX*
<i>Fertilizing (manure)</i>	–	–	XXX*	
<i>Plowing</i>	XXX*		XXX*	
<i>Harrowing</i>	XXX*		XXX*	
<i>Puddling</i>	XXX*		–	–
<i>Preparing seed bed</i>	–	–	XXX	
<i>Harvesting seedlings</i>	XXX*		XXX	
<i>Transplanting</i>		XXX*		XXX*
<i>Weeding</i>	X	XX*		XXX*
<i>1<sup>st</sup> Fertilizer application</i>	XXX		XXX	
<i>2<sup>nd</sup> Fertilizer application</i>	XXX		XXX	
<i>3<sup>rd</sup> Fertilizer application</i>	XXX		XXX	
<i>Harvesting (by hand)</i>	X	X	X	XX
<i>Harvesting (by machine)</i>	–	–	XXX	
<i>Threshing</i>	XX	X	XX	X
<i>Decision to consume or to sell</i>	X	X	X	X
<i>Marketing</i>	X	X	X	X
<i>Negotiating with the broker</i>	X	XX	X	X
<i>Who receives money</i>	X	XX	X	XX
<i>Who decides how to use the money</i>	X	X	X	X

\* Hired labor.

X – some labor; XX – most labor; XXX – all labor.

## Access to Land

Access to land is key to being able to participate in agricultural activities as a farmer. In addition to being the primary resource base for most agricultural activities, access to land and, specifically, land ownership often confers additional benefits. It strengthens the owner's decision-making power over the resource base as well as her/his ability to facilitate access to other resources like extension services.

Data from the 2003 Agricultural Census indicate that women make up 15 percent of landholders, which is less than the number of women-headed households (MOAI, 2005). This indicates that there is potentially a percentage of women-headed households without land. When women are landholders, the size of their plots is often smaller than men's. In Burma, the average farm size is about 6.7 acres, and men make up the majority of landholders with 5 acres or more land (MOAI, 2005).

Ownership of land often confers greater decision-making authority over the use of and access to benefits from the land. With so few women landholders, women are at a disadvantage in being recognized as farmers and being able to play a decision-making role in agriculture. Recent efforts to improve access to land have not adequately addressed gender issues. In 2012, the government adopted two new policies on land: Vacant, Fallow and Virgin Lands Management Law (VFVLM) and the Farmland Law. While intended to clarify rights and management of farm and other types of land, there remain significant gaps in both laws, especially with respect to gender. The Farmland Law, which establishes the State as the ultimate owner of the land, provided for a system of registering land through land-use certificates (LUC). Although the policy does not explicitly exclude women from registering land, the law states that the head of the household is to be registered on the LUC. Since social norms in Burma define the head of household as the husband, few women in men-headed households are likely to register land in their name. The law also does not allow joint titling. And while some customary laws are thought to be very equal (for example, in Shan and among the Karen) the law does not recognize these practices. Together, this effectively limits women in men-headed households from holding land in their own name.

## Shifting Roles as Tasks Are Mechanized

Although the interviews suggest a strongly defined gender division of labor in rice production, the introduction of new technologies often has the effect of redefining roles. This is particularly true of tasks that are labor and time intensive, where women are often responsible for them when they are being done manually; however, with the introduction of technology or mechanization the responsibility shifts to men. The interviews reveal this shift in relation to harvesting. Men in Thanlyin and Women in Nyang Tone described manual harvesting as a task shared between men and women, but mechanized harvesting is a task conducted exclusively by men.

There are a number of reasons why this shift comes about. It can be due to who receives the training on the new technology. It may have to do with norms that suggest men are more capable of handling machines. Or since machinery is a valuable farm asset, like land, norms may dictate that men own or be responsible for these assets. Often it is a combination of these reasons, as the interviews with men and women farmers indicated.

As FSI will be introducing different fertilizer applicators, it will likely want to consider how to introduce the technology in a gender-equitable manner. As Table 2 and Table 3 show, women are currently not involved in fertilizer application. When the applicators are introduced, it is not likely that altering the practice will change who is responsible for the task without deliberately targeting women farmers and working with men farmers to demonstrate that women are capable of undertaking the task. Influencing who takes on the responsibility for fertilizer application may be easier with fertilizer applicators that mimic the transplanting task, given this is women's responsibility already.

Influencing the division of labor around fertilizer application is not likely to bring any immediate or direct benefits to women farmers. Currently, male members of the household are responsible for this task. According to farmers, they are not hiring laborers for this task because fertilizer is expensive and they want to maintain control over its use. So, even if the project were able to increase the number of women farmers in farming households who apply fertilizer, there is no immediate economic benefit. Furthermore, because women manage the household and also participate in different productive activities, moving them into this activity will increase their on-

farm activities, potentially lengthening their days or precluding them from engaging in other, more valuable activities. One possible outcome might be that women's increased knowledge and capacity could translate into a change in how they are perceived (e.g., from supporting rice activities to being rice farmers), potentially increasing their decision-making power. There is evidence elsewhere that increasing women's knowledge, especially in visible ways, can have positive effects on how they are perceived within the household (IFPRI, 2014).

### **Widespread Hiring of Men and Women for Tasks**

In rural areas, 21 percent of economically active household members work as casual laborers. According to the United Nations Development Programme (UNDP), casual laborers consist of both the landless and family workers who are supplementing their own farm production with other work (UNDP, 2011). Wage labor is most important in the coastal/delta zones, particularly among the landless and the lowest-earning households, but even among households with land, roughly 31 percent had members who sought casual labor (LIFT, 2013).

In rice production specifically, the group interviews indicated the use of a significant amount of hired labor. Both men and women are being hired for specific tasks under different hiring arrangements. Results from the group interviews indicate that casual labor is used for all tasks with the exception of fertilizer application. Farmers explained that they did not like to use casual labor for this task because fertilizer is expensive and needed to be applied correctly. It is a task that they cannot trust to casual laborers.

Interviews indicated that there are large gender gaps in agricultural wage labor. That is, that men and women are not paid the same amount for similar work. There is, however, no data on agricultural wage labor, making it difficult to confirm these assertions. Instead, interviews with farmers revealed a complicated set of hiring arrangements that are gender-differentiated in so much as tasks that are assigned to either men or women are valued at different rates (Box 4). Where men and women are doing the same task, however, there was little indication that they are getting paid at different rates. Better data are needed to understand the gender-related wage differentials in agricultural wage labor.

#### Box 4. Hiring Arrangements in Rice Production

- **By day.** This type of arrangement may be used for tasks like transporting rice from the field to the home. Both men and women get hired under this arrangement, and wage rates depend on the task. Respondents indicated that, for work paid by the day, men get paid between 2,000 and 4,000 kyat, while women get paid between 2,000 and 3,000 kyat. This is one area where women are paid less than men, but given the strong division of labor in rice production, it is not clear that they are being paid different rates for similar tasks.
- **By piece or area.** Largely used for tasks like harvesting seedlings or transplanting, under this arrangement the wage laborer gets paid an amount that is defined by the quantity or area worked. For example, a wage laborer may get paid 1,000 kyat for every 100 plants transplanted. There is no differentiation in the rate given to men and women.
- **Flat rate.** Most often used for harvesting, under this arrangement laborers are paid a flat rate between 25,000 and 35,000 kyat per acre. The payment is made to an individual who may work with a team of laborers, often family members. The more people involved, the more area can be covered. In this case, it is very hard to distinguish what the daily rate is by individual and if there is a difference between men and women. Furthermore, the distribution of the earnings depends upon the composition of the group. If the group is made up of family members, it is unlikely that this gets divided among individuals.
- **In-kind.** In few cases, men are hired to work as a farm manager over a period of time (e.g., two-and-a-half months), and they are paid in-kind with 150 baskets of rice. The employer provides this person and his family a place to live and may also provide employment for other family members.

Farmers rated the quality of hired labor poorly. Men and women explained that it was difficult to find laborers and that they were unreliable. This is not surprising given the proximity of the rice farms in the targeted zones to other off-farm opportunities. Large rice farms as well as special economic zones offer industrial and manufacturing employment opportunities for both men and women. This competition for hired labor underscores the need for improving on-farm labor productivity.

#### Patterns of Decisionmaking in Rice Production

Strong social norms vest a considerable amount of authority in the head of household. In all the interviews conducted for this assessment, both men and women reported that the head of household, considered to be the husband, makes all the decisions about production. Being a farmer is also associated with being a man even though women are active in farming activities. The husband will make decisions about the land, which is more often held in his name. This includes decisions about what to plant, what varieties of rice to plant and what type of fertilizer to use. Women will make the decisions when they are the head of the household.

Although men were said to make most of the decisions, both men and women described different scenarios in which husbands consulted their wives during the decision-making process. Some women described this consultation process in relation to what fertilizer and new technologies to

use. Men also described women making decisions when men are traveling, indicating that women's knowledge of rice production positions them to make independent decisions. These different accounts of how decisions are made suggests that there is a difference between what people believe and what they actually do and is potentially a reflection of respondents communicating the appropriate and ideal behavior (e.g., men, as heads of household, should make all the decisions), while in practice there is greater variance in how households operate. It was not possible during this assessment to capture any difference between the practice and the norm, but additional qualitative research and analysis using baseline (and later endline) data may provide insight into these patterns.

### **Women's Participation in Other Parts of the Rice Value Chain**

Beyond the production activities, women are involved in the rice chain as extension officers and input suppliers. Surprisingly, women make up a significant number of agricultural research and extension officers in Myanmar: 54 percent of researchers at agricultural research and development agencies were women, and about 46 percent of extension officers are women (Stads and Kam, 2007; FAO, 2010, cited in IFPRI n.d.). This is a relatively high percentage compared with other countries in the region.<sup>5</sup> While women are highly represented among the agricultural researchers, most have only a bachelor's or master's degree. Less than 30 percent of full-time researchers with doctorates are women. Stads and Kam (2007) suggest that the high participation of women among agricultural research staff is the result of low salaries that serve as a disincentive to men, who are expected as heads of household to support their families, to pursue employment with the agricultural research agencies.

Women make up roughly one-third of registered fertilizer distributors in the three targeted regions: 22.5 percent in Ayeyarwaddy, 25.9 percent in Bago (East) and 27.6 percent in Yangon. However, this may not accurately represent the participation of women in managing and operating input supply shops. Among the women interviewed during the assessment, several of

---

<sup>5</sup> Data available on IFPRI's Agricultural Extension and Advisory Services Worldwide website (<http://www.worldwide-extension.org>) indicate that women make up 22 percent of extension officers in Lao and 32 percent in Vietnam. Sex-disaggregated data for Thailand, Cambodia and Bangladesh were not available.

them were managing shops that were registered in their husband's name. The husband was not involved in the day-to-day operations of the store.

There do not appear to be significant barriers to opening or operating an input supply shop. Respondents indicated that they self-financed the shop using earnings from other income-generating activities or borrowing money from family members. Input supply companies provide products on credit. Women felt confident in being able to provide farmers with advice on what products to use. They learned about the products directly from the company or because of their own experience working on rice farms. In one case, the woman input supply manager was also an extension officer. Among the input suppliers interviewed, several of them also had a network of rural agents that sold products directly to farmers in the village. Most of these agents are men, but there were some women among these agents.

The presence of women in key roles as agricultural extension officers and input suppliers provides the opportunity to engage women beyond on-farm production. On the one hand, women as extension officers, where it is possible to connect with them, may be used in strategic ways to counter the perception that only men are farmers. Women can also be engaged as mobile agents for input supply. While only a small percentage of women are registered fertilizer distributors, there may be more women who manage input supply shops or operate as independent agents that can be targeted as distributors.

### **Patterns of Decisionmaking Regarding Rice Marketing and Income**

Rice is both consumed in the household and sold. Farmers, both men and women, calculate how much to keep for consumption, to sell or to save as seeds for the next season based on how much they produce, how many family members there are and how much they owe to moneylenders.

Rice is sold to local traders or millers who come to the village. Farmers indicated that more men than women are involved in negotiating and selling the rice to brokers. Men and women explained that men are responsible for making the final decision because they are the heads of household. However, both men and women also explained that women are capable of negotiating



with the buyer, and in a few cases women were described as “managing” the negotiation for the men.

Interviews with farmers revealed that rice income is considered the primary source of household income. That is, unlike cases where men or women might retain greater control over income from the sale of specific crops, the gender dynamics around rice income are such that neither men nor women retain exclusive control over the income. Both men and women detailed how the rice income gets spent, highlighting similar uses: repayment of agricultural loans and moneylenders, purchase of food and payment of hired laborers. Almost all rice farmers are forced to borrow money to purchase inputs for rice production. The loans come from government agricultural loans as well as from moneylenders. Farmers turn to moneylenders because the money from the government loans often comes too late for farmers to purchase inputs at the time they need them. Both moneylenders and the government must be repaid at the time of harvest, which is why farmers, both men and women, were consistent in identifying the repayment of loans as the first priority for how rice income gets used. The consistency in these responses suggests that there is very little decisionmaking around how to use the rice income, and most men and women suggested that, if there are decisions to be made, they are mostly done together.

Women are responsible for safeguarding the income, which is clear in Tables 1 and 2 where responses indicate that women largely receive the income. This means that women are given the money once it enters the household for safekeeping. This does not necessarily mean that they control that income or that the full amount from the sale comes into the house.

## **Conclusions and Recommendations**

This assessment provides preliminary findings on the gender dynamics in the rice value chain. It aimed to examine men’s and women’s participation in rice activities from production to marketing, as well as in input supply, and gather initial impressions on patterns of decisionmaking with respect to technology adoption and income use. Given the complicated

nature of social and gender norms in Burma and the lack of data specifically on gender issues in agriculture, the findings led to recommendations for activities along three different avenues:

1. **Monitoring.** One of the original objectives of the technical proposal envisioned by IFDC and CP was to measure changes in women's empowerment as a result of FSI interventions. Careful monitoring of the gender-differentiated outcomes and impacts of activities, using the quantitative indicators and complementing this with qualitative work, should continue to be a priority of the project.
  - a. **Monitor changes in decision-making patterns as part of FSI's impact on women's empowerment.**<sup>6</sup> Control over income and increased decisionmaking could potentially be the indicators of empowerment to follow. The assessment was useful in clarifying what might be possible given the context and available data and analysis on gender dynamics. The findings from this assessment suggest that of the possible indicators, tracking decisionmaking may be the most suitable given the context. Rice income appears to largely be considered household income, and there is very little discussion about how it is used given the need to repay agricultural loans and purchase food. It is not sufficiently clear at this stage of the analysis to conclude that men have more control over the rice income than women or that changing the gender dynamics over rice income would be beneficial to women.<sup>7</sup>
  - b. **Monitor changes in men's and women's roles and investments of time in rice-farming activities.** Although increasing women's participation in rice production activities will not have direct impacts on their empowerment in terms of increased decisionmaking and access to income, monitoring changes in the gender division of labor and time with the introduction of new technologies will provide new information on gender dynamics in the sector. Moreover, because growth in the sector will largely depend on mechanizing tasks, it will be important to understand how investments can introduce new technologies in ways that allow both men and women to benefit from ownership of those assets and additional income as a result of production increases.

---

<sup>6</sup> Although Burma is not a Feed the Future country and therefore will not automatically be targeted for the Women's Empowerment in Agriculture Index, given the absence of strong quantitative and qualitative data on gender issues in agriculture, it would benefit greatly from such an investment.

<sup>7</sup> An alternative strategy, with potentially greater empowering effects, may be to find other income-generating activities for women.

- c. **Conducting a follow-on assessment to better understand dynamics in additional targeted regions.** Given the differences in religious and cultural norms as well as the different levels of agricultural development in other regions, a gender assessment of new areas is recommended to understand the opportunities and possibilities for engaging women in project activities.
  
2. **Capacity building.** The strong social norms upheld and reinforced by both men and women will be difficult to counter without additional support to staff and partners. Although the goal of targeting women in training has been clearly communicated, the project will need to help staff and partners work through the strong perceptions that women are not farmers or decisionmakers in the household. Resistance was already expressed by the partners to the 50 percent target for women training participants. FSI extension officers will need to be equipped with strategies and techniques to support partners. The capacity-building recommendations include:
  - a. **Provide guidelines for field officers and partners on how to adapt activities to reach women farmers.** For many of the partners, this is the first they are being asked to explicitly target women among their training beneficiaries. Both FSI extension officers and partners will need guidance and support to help them meet these targets. CP will develop guidelines for both groups of actors to help them identify different strategies and troubleshoot challenges they may face in reaching women.
  - b. **Conduct partner training.** At the time the assessment was conducted, implementing partners had not yet received formal agreements to work with FSI. It was decided therefore that it would not be appropriate to conduct a gender training with them. Instead, a partner training will be conducted in October 2015 (or thereabouts) after each partner has worked with farmers through one dry and one monsoon season. This will provide the opportunity to discuss successes and failures that partners have experienced in trying to reach their targets.
  - c. **Participate in some of the working groups on gender, environment and food security.** While not strictly a capacity-building effort, given the immense amount of activity that is happening on related issues, it is recommended that an FSI representative remain engaged with the larger gender community, such as GEN, the Gender and

Environment workgroup, and FSWG. This will help raise the visibility of the project and allow FSI to learn about new activities and research that can strengthen implementation. Participation will also provide an avenue for discussing success stories and advances in FSI.

3. **Engaging women in new roles.**

- a. **Establish all-women fertilizer application service providers.** Women are often less likely to adopt mechanized tools if they are not explicitly targeted and introduced to them. When FSI introduces the various fertilizer applicators, it should consider introducing the tools to individual women (or groups of women) who can establish businesses as fertilizer service providers. They could operate as mobile fertilizer managers either directly doing the work or managing the equipment that can be rented to farmers.
- b. **Engage women as fertilizer distributors.** As the project expands to engage the private sector more directly, opportunities should be sought to engage women in other parts of the value chain. The preliminary findings from this assessment suggest that targeting women as fertilizer distributors is possible. Women both manage input supply shops and make up some of the rural agents that work as retailers in the villages. The project could design a small study to examine the difference in performance of men and women distributors, paying attention to whether men or women are able to reach women farmers more easily.

## References

- Asian Development Bank. 2014. *Myanmar: Unlocking the Potential*, ADB, Mandaluyong City, Philippines.
- Belak, B. 2002. *Gathering Strength: Women from Burma on Their Rights*, Images Asia, Muang Chiangmai, Thailand. (Also available at [http://www.ibiblio.org/obl/docs/Gathering\\_Strength.htm](http://www.ibiblio.org/obl/docs/Gathering_Strength.htm)).
- CIA Factbook. <https://www.cia.gov/library/publications/the-world-factbook/geos/bm.html>.
- Haggblade, S., et al. 2013. "A Strategic Agricultural Sector and Food Security Diagnostic for Myanmar. Working Paper," Draft prepared for USAID/Burma, Michigan State University and the Myanmar Development Resource Institute, East Lansing, Michigan.
- International Food Policy Research Institute. n.d. "Agricultural Extension and Advisory Services Worldwide," <http://www.worldwide-extension.org/>.
- International Food Policy Research Institute. 2014. *Reducing the Gender Asset Gap through Agricultural Development: A Technical Resource Guide*, IFPRI, Washington, DC, [http://www.ifpri.org/sites/default/files/publications/gaap\\_techguide.pdf](http://www.ifpri.org/sites/default/files/publications/gaap_techguide.pdf).
- Livelihoods and Food Security Trust Fund. 2013 *LIFT Household Survey*, LIFT, Yangon, Myanmar.
- Ministry of Agriculture and Irrigation. 2005. *Advance Report on Myanmar Census of Agriculture 2003, Settlement and Land Records Department*, Ministry of Agriculture and Irrigation, Government of the Union of Myanmar, Nay Pyi Taw, Myanmar.
- Ministry of National Planning and Economic Development and Ministry of Health. 2011. *Myanmar Multiple Indicator Cluster Survey 2009-2010 Final Report*, Ministry of National Planning and Economic Development and Ministry of Health, Nay Pyi Taw, Myanmar.
- Myanmar National Working Committee for Women's Affairs. 2013. *National Strategic Plan for Women's Advancement*, Ministry of Social Welfare, Relief and Resettlement, Government of the Union of Myanmar, Nay Pyi Taw, Myanmar.
- Rubin, D., C. Manfre and K. Nichols Barrett. 2009. *Promoting Gender-Equitable Agricultural Value Chains: A Handbook*, USAID GATE Project, Development & Training Services, Inc. (dTS), Arlington, Virginia.

- Social Institutions and Gender Index. <http://genderindex.org/>.
- Stads, G., and P.S. Kam. 2007. "Myanmar. Agricultural Science and Technology Indicators," ASTI Country Brief No. 38. IFPRI and Department of Agricultural Research, Washington, D.C., <http://www.asti.cgiar.org>.
- UNDP. 2013. "The Rise of the South: Human Progress in a Diverse World. Myanmar. Human Development Report 2013," <http://hdr.undp.org/sites/default/files/Country-Profiles/MMR.pdf>
- UNDP Myanmar. 2011. "Integrated Household Living Conditions Survey in Myanmar (2009-2010)," Prepared by IHLCA Project Technical Unit, UNDP Myanmar, Yangon, Myanmar.
- United Nations Population Fund (UNFPA). 2015. "Myanmar's Gender Status Analysis Gets the Go-Ahead," UNFPA, January 18, [http://countryoffice.unfpa.org/myanmar/2015/01/18/11267/myanmar\\_rsquo\\_s\\_gender\\_status\\_analysis\\_gets\\_the\\_go\\_ahead/](http://countryoffice.unfpa.org/myanmar/2015/01/18/11267/myanmar_rsquo_s_gender_status_analysis_gets_the_go_ahead/).

## **Annex 1. Scope of Work**

### **Gender Assessment for USAID/Fertilizer Sector Improvement Project**

The USAID Fertilizer Sector Improvement (FSI) project is a three-year project funded by the United States Agency for International Development (USAID) to improve food security and increase profitability for smallholder farmers by sustainably increasing agricultural productivity. The International Fertilizer Development Center (IFDC) is implementing the project with collaborating partners in targeted geographic focal areas. Cultural Practice, LLC (CP) is responsible for providing support to ensure the gender issues are integrated appropriately in the project.

#### **Project Background**

The FSI project goals are increased profitability and enhanced food security for smallholder farmers in target districts of Burma. The Award Agreement offers a single outcome: Smallholder farmers are able to access and adopt appropriate best practices in FDP technology on rice and horticulture crops. The development hypothesis is that when FSI promotes fertilizer deep placement (FDP) technology, it will increase crop productivity and incomes of farmers, leading to increased profitability and food security.

As per the agreement, the outcome will be attained by four interrelated outputs:

- Output 1: Action research in trials to define best practices for the use of FDP in specific agro-ecological zones.
- Output 2: A sustainable supply of affordable, high-quality fertilizer products through the creation of a commercially viable network of agricultural input dealers.
- Output 3: Rapid diffusion of FDP among target farmers.
- Output 4: Rigorous research study testing the relationship between adoption of FDP and dimensions of women's empowerment.

#### **Integrating Gender Issues into FSI**

The FSI project will facilitate participation by women, including participation in micro-enterprise-level FDP product/supply opportunities. Building institutional support capacity will

include the training of women and the participation by women in all project activities, including field days, motivational trips and direct trainings. FSI will ensure women are included in all activities. FSI sees the farm family as its primary beneficiary. While there are gender-specific activities in farming, it is the whole family that shares in the decisions and benefits. FSI sees the farm as a family unit and encourages husbands and wives to share their participation according to their best abilities.

To ensure gender issues are appropriately addressed in FSI activities, the project is working in partnership with the development consulting and research firm Cultural Practice, LLC.

### **Overall Tasks**

The goal of this task is to conduct a gender assessment to provide recommendations on how to ensure women are able to participate in and benefit from FSI activities.

Specifically, the assessment will:

- Review available background data on gender issues related to agriculture in Burma. Prior to the field work, CP will review existing literature and relevant background data on gender issues drawn from project and mission documents, appropriate development literature and existing project baseline surveys, monitoring and evaluation systems, household, firm and labor force data.
- Conduct a qualitative assessment of the gender issues in the sector with relevant stakeholders in the targeted districts of Yangon, Ayeyarwaddy and Bago. These interviews will be conducted with, but not limited to, the following: farmers, input suppliers, traders and organizations providing extension and advisory services
- Prepare and submit a draft and then final report that identifies gender-based constraints and recommendations of suggested actions and indicators to overcome constraints in the development of the targeted activities.
- Design and deliver a short training to FSI staff and partners on gender issues in agriculture.
- Upon request, CP will also participate in an exit briefing for project staff and/or USAID mission staff.



While no single framework is required to guide the data collection and analysis, most include attention to both qualitative and quantitative data to address different dimensions or domains of social life that either shape or are influenced by development interventions. This assessment will adapt from the process documented in USAID’s “*Promoting Gender Equitable Opportunities in Agricultural Value Chains*” handbook. Like other methods described in the current gender integration guidance, this approach will collect information on the five categories listed below to assess their relevance for identifying and reducing gender-based constraints to value chain development:

- Laws, Policies, Regulations and Institutional Practices
- Cultural Norms and Beliefs
- Gender Roles, Responsibilities and Time Use
- Access to and Control over Assets and Resources
- Patterns of Power and Decision-making

## **Results**

Report reviewing the quantitative and qualitative analyses, with an explanation of the gender-based constraints identified and the recommendations of suggested actions and indicators.

## **Estimated Level of Effort and Performance Period**

The gender assessment will be carried out by Cristina Manfre, Senior Associate, with possible support from a local consultant (TBD). The total level of effort is 20 days as follows:

- 2 days background research
- 14 days in-country (on/about December 1-17) to conduct interviews with project staff, partners and men and women farmers
- 4 days to draft and finalize report

The performance period for the assignment is November 1, 2014-January 31, 2015.

## Annex 2. List of Interviews

### Individuals and Organizations Interviewed

Name	Position	Organization/ Township	Contact Information (Phone and Email)
Dr. Soe Tun	Chairperson	Myanmar Farmer Association	+95(0)9 851 6078 soetun.dr@gmail.com
Ms. Catriona Knapman	Independent Consultant	-	+95(0)9253625519 catrionakn@gmail.com
Ms. Poe Ei Phyu	Gender Policy Officer	Oxfam	+95(0) 1 378794 poe.ei85@gmail.com
Ms. Su Sandi Myo Lwin	Gender Advisor	Oxfam	+95 (0)9450044035 susandimylwin@gmail.com
Ms. Hilary Oliva Faxon	Adviser, Governance, Gender & Environment	LRC (and GEN)	+95 (0) 9254450119 hilary.oliva.faxon@gmail.com
Ms. Melanie Hilton	Women in Governance Advisor	Action Aid	+95 (9) 250353844 Melanie.Hilton@actionaid.org
U Kyaw Lwin	Program Coordinator	NGO GG	+95(1) 504692 cklwin2011@gmail.com
Mr. Bryan Berenguer	Head of Project	WHH	blberenguer@gmail.com
Daw Sanda Thant	Gender Specialist	UNDP	<a href="mailto:Sanda.thant@undp.org">Sanda.thant@undp.org</a> +(95-1) 542 910-19 Ext. 308
Ms Khin Hnin Phyu	Social Protection and Gender Officer	LIFT	+95(1) 657 280 Ext: 443 khinhp@unops.org
Ms. Thu Thu Nwe Hlaing	Civil Society Partnerships Officer	LIFT	+95(1) 657 280 Ext: 453 thuthuh@unops.org
Mr. Wunna Htun	Coordinator-Governance	Action Aid	+95(9)448016197 Wunna.Htun@actionaid.org
Glenn Hunt	Technical Advisor	Food Security Working Group	+95 (0)9972 135 137 fswg.lcgladadviser@gmail.com
Ms. Yin Yin Phyu	Project Officer	Food Security Working Group	<a href="mailto:fswg.projectofficer@gmail.com">fswg.projectofficer@gmail.com</a>
U Saw Aung	Township Manager	Thanlyin Tsp	+95(0)9420148797 N/A
Daw Aye Aye Thi	Township Manager	Nyaung Tone Tsp	+95(0) 9422457667 N/A

## Farmers and Input Suppliers Interviewed

SN	Name	Sex	Position	Land Size Acre (Rice)	Head of Household	Township
1	Ma Khin Mar San	F	Farmer	7	Male HH	Thanlyin
2	Ma Khin Mar Moe	F	Farmer	6	Male HH	Thanlyin
3	Ma San Nwe	F	Farmer	2	Male HH	Thanlyin
4	Ma Thandar Win	F	Farmer	2	Male HH	Thanlyin
5	Ma Tin Moe Khaing	F	Farmer	4.5	Male HH	Thanlyin
6	Daw Aye Mar	F	Farmer	20	Male HH	Thanlyin
7	Daw Kyi San	F	Farmer	6	Female HH	Thanlyin
8	Daw Nu	F	Farmer	3	Female HH	Thanlyin
9	U Kyaw Myint	M	Farmer	10	Male HH	Thanlyin
10	U San Oo	M	Farmer	30	Male HH	Thanlyin
11	U Kyaw Tint	M	Farmer	7	Male HH	Thanlyin
12	U Myat Ko	M	Farmer	18	Male HH	Thanlyin
13	U San Wai	M	Farmer	10	Male HH	Thanlyin
14	U Khin Ohn	M	Farmer	12	Male HH	Thanlyin
15	Daw Win Tin	F	Farmer	8	Female HH	Nyaung Tone
16	Daw San Win	F	Farmer	7	Male HH	Nyaung Tone
17	Daw Nwet Kyi	F	Farmer	5	Female HH	Nyaung Tone
18	Daw San May	F	Farmer	8	Male HH	Nyaung Tone
19	Daw Sein Hlaing	F	Farmer	4	Female HH	Nyaung Tone
20	Daw Win Le	F	Farmer	4	Female HH	Nyaung Tone
21	Daw Kyin Htwe	F	Farmer	39	Female HH	Nyaung Tone
22	U Hla Twin	M	Farmer	3	Male HH	Nyaung Tone
23	U Tun Soe	M	Farmer	30	Male HH	Nyaung Tone
24	U Aung Saw	M	Farmer	10	Male HH	Nyaung Tone
25	U Sein Shwe	M	Farmer	4	Male HH	Nyaung Tone
26	U Kyaw Sein	M	Farmer	5	Male HH	Nyaung Tone
27	U Aung Myint	M	Farmer	2.5	Male HH	Nyaung Tone
28	U Soe Min	M	Farmer	10	Male HH	Nyaung Tone
29	U Myint Aye	M	Farmer	11	Male HH	Nyaung Tone
30	U Htwe Nyein	M	Farmer	5	Male HH	Nyaung Tone
31	U Kyaw Sein	M	Farmer	1	Male HH	Nyaung Tone
32	U Khin Zaw Oo	M	Farmer	1.5	Male HH	Nyaung Tone
33	U Kan Myint	M	Farmer	6	Male HH	Nyaung Tone
34	U San Oo	M	Farmer	6	Male HH	Nyaung Tone
35	U Kyee	M	Farmer	4	Male HH	Nyaung Tone
36	U Hla Htwe	M	Farmer	2	Male HH	Nyaung Tone
37	U Kyaing Myint (briquette)	M	President of Farmer Network		Male HH	Htentabin
38	Daw San Aye	F	Farmer	15	Female HH	Htentabin
39	U San Win	M	Farmer	10	Male HH	Htentabin

SN	Name	Sex	Position	Land Size Acre (Rice)	Head of Household	Township
40	U Htein Lin	M	Farmer	11	Male HH	Bago
41	U Tin Aung	M	Farmer	8	Male HH	Bago
42	Daw Yi Myint	F	Farmer	5	Male HH	Bago
43	Daw San Mon	F	Farmer	3	Male HH	Bago
44	Daw Kay Thi Pyone (in Registered list)	F	Input supplier			Bago
45	Ma Aye Thidar (in Registered list)	F	Employee, input supply shop			Bago
46	Daw Kyi Kyi Khaing (Not in Registered list)	F	Input supplier			Bago
47	U Lay Myint	M	Farmer, member of Rice Federation	10	Male HH	Pantanaw
48	U Hla Mya	M	Farmer	34	Male HH	Pantanaw
49	Daw Thidar Aung	F	Farmer	6	Male HH	Pantanaw
50	Daw Than Aye	F	Farmer	5	Male HH	Pantanaw
51	Daw Win Win Hlaing (in Registered list)	F	Input supplier			Pantanaw
52	U Sein Win (briquette)	M	Farmer		Male HH	Pantanaw
53	Ma Phoo Phoo (Not found in Registered list)	F	Employee, Input supply shop			Pantanaw
54	Daw Zin Mar Kyaw (briquette)	F	Input Supplier	140		Thanlyin

### Annex 3. Summary of Gender-Related Activities Among Other Organizations

Organization	Key Activities Related to Gender Equality and Women's Empowerment
Action Aid	Action Aid works largely on women's rights, women's leadership, economic opportunity and violence against women issues. Most of their work on economic opportunity has been to establish self-help groups (SHGs). They have established about 190 SHGs. These community-based organizations are used to develop and implement Action Aid's activities in the areas of infrastructure, livelihood development, health, environment and social cohesion. Action Aid is also looking at the role social norms play in reinforcing gender inequality and negative practices. They are in the process of developing a toolkit to address these norms and have done work in examining the link between norms and violence against women and girls. There is no explicit focus on gender issues in agriculture in their work.
Food Security Working Group (FSWG)	FSWG is a network organization made up of over 100 organizations that work in the food security space. It does not implement programs directly but is a knowledge-sharing and networking organization. Currently, they are conducting research on women's inclusion in food security and natural resource management to better understand the gender division of labor across productive and reproductive activities, the nutritional impacts of food security and gendered control of assets.
Gender Equality Network (GEN)	Formerly the Women's Protection Technical Working Group, GEN was originally established to address issues women faced in cyclone-affected areas. Since 2008, its agenda has expanded beyond cyclone-response needs to include work on gender-based violence, advocating for laws and policies that support and protect women's rights, addressing discriminating social norms and promoting women's leadership. It is also a network organization that includes approximately 60 international and national non-governmental organizations (NGOs) and other organizations. It does not explicitly focus on agriculture. At the moment, GEN is working in collaboration with the Gender and Environment Group to examine issues on land tenure, land grabbing, agribusiness and extractive industries. GEN was involved in reviewing the new land policies and in early 2015 will be conducting research on social and cultural norms.

Organization	Key Activities Related to Gender Equality and Women's Empowerment
LIFT	<p>LIFT was established in 2009 as a multi-donor fund to administer grants to improve food and livelihood security. In 2012, the fund developed a gender strategy, which is in the early stages of implementation. LIFT has hired a gender specialist to oversee implementation. The strategy is meant to provide guidelines to grantees on the expectations for how to design and implement more gender-responsive programs.</p> <p>Key outputs and areas for gender-related actions include, but are not limited to: (1) improving women's abilities to benefit from activities aimed at increasing agricultural production and incomes; (2) identifying opportunities for women in non-agricultural livelihood activities; (3) Encouraging women's participation in natural resource management and climate change activities; (4) increasing women's participation in and benefits from social protection measures (e.g., cash for work and cash transfer activities); (5) strengthening partners' capacity to conduct gender-responsive programs; and (6) improving LIFT monitoring and evaluation of gender-related impacts of investments.</p>
Oxfam	<p>Oxfam's women's program began in 2013 and largely focused on women's leadership in a number of different spaces:</p> <ol style="list-style-type: none"> <li>1. Women's leadership. Oxfam works with women to build their capacity as political candidates and elected officials. It conducts awareness-raising campaigns to support women's leadership, addressing negative social norms and stereotypes that limit women's opportunities to lead. It also works on increasing women's leadership in emergency response activities.</li> <li>2. Disaster Risk Reduction (DRR). Oxfam is the gender technical lead for a consortium that is addressing DRR. In this work, it aims to increase women's participation on mitigation committees.</li> <li>3. Women's economic leadership. This work is focused mainly in the dry zone and aims to support small-scale farmers by organizing farmers into cooperatives.</li> <li>4. Policy advocacy, especially on violence against women and the NSPWA.</li> </ol> <p>In its humanitarian and community forestry programs, Oxfam also integrates gender issues, largely focused on supporting women's leadership. For example, it works to increase women's participation and leadership in forest groups and forest management committees.</p>

Organization	Key Activities Related to Gender Equality and Women's Empowerment
UNDP	<p>UNDP's work is clustered around three main activities: (1) poverty reduction and local governance; (2) democratic governance; and (3) environment, climate change and disaster risk reduction. Within those pillars, it addresses a number of different issues related to gender equality and women's empowerment. For example, under the local governance program, UNDP works largely with women to establish self-reliance groups (SRGs), which are similar to SHGs. UNDP provides them with the initial seed grant for the revolving fund and helps to link the SRGs at different levels to create a federation of Township Cluster Leading Groups that can engage with local governance to influence policy decisions and investments, especially around access to basic services.</p>