



POLICY BRIEF



THE BROKEN PROMISE

Benefits Derived by Women from the 10 per cent Agriculture Budget in Selected Countries in East and Southern Africa

Introduction

In the seven countries studied (Burundi, Ethiopia, Malawi, Uganda, the United Republic of Tanzania, Zambia and Zimbabwe), the majority of people's livelihoods are dependent on agriculture. These people are found in rural areas, where they practise mostly rain-fed subsistence agriculture on small areas of land. Approximately 60 per cent of these smallholder farmers are women, who have limited security of tenure on the land that they cultivate, which creates barriers for them to accessing credit from financial institutions. The women farmers also have low levels of education, limiting their access to technology and extension services that have not been developed to suit their needs. Given the pivotal role of agriculture in livelihood sustenance, increasing investment in the sector is an important route to addressing issues of poverty, food insecurity and malnutrition. Increased investments will also boost the sector to meaningfully contribute to the transformation of the economies of the seven countries and the continent, in line with the Maputo Declaration (2003) and the Malabo Declaration (AUC, 2014). These continental frameworks have mandated governments to allocate at least 10 per cent of their national budgets to agriculture in order to achieve annual growth of 6 per cent in the sector.

Despite the recognition of the role of agriculture in the economic transformation of Eastern and Southern Africa and the important role women play in the agricultural sector, independently or in partnership with members of their households, there are concerns about the ability of women to access financial resources. Women fail to access financial resources from both the public sector and the private sector for a number of reasons. Access to credit from financial institutions is dependent on the availability of collateral, which most of the women smallholder farmers do not have as they do not own property

in their own right. The tedious processes that are employed by the financial institutions are a barrier for those women farmers who do own land in their own right. In terms of access to financial resources from the public sector, a barrier is the small allocations that governments provide to the agricultural sector. Poor or limited recognition of the importance of mainstreaming gender into the budgeting and planning processes is also detrimental to women's access to financial resources.

Methodology

This study, which sought to document the benefits gained by women from the 10 per cent budget allocation, was mainly a desk review that was supported by key informant interviews. In Tanzania a virtual discussion was held with at least 20 women that were brought together by the Chair of the Rural Women Farmers Forum: an umbrella organization that advocates for the rights of women in agriculture with specific reference to the Comprehensive Africa Agriculture Development Programme (CAADP). In Zimbabwe, only the leadership was met and they indicated that they represented the concerns of the women farmers as they too were farmers. The purpose of the interviews with these two umbrella bodies was to establish whether or not the budget allocations had had an impact on the women farmers' socioeconomic status.

Key informants were drawn mostly from government, farmer organizations and development partners, which all play a significant role in agriculture in the seven countries. The study used a sample survey that was established using purposive sampling methods combining both quantitative and qualitative methods of data collection. The quantitative methods were used to analyse the budget allocation to the agricultural sector. Ministry budgets were quantitatively analysed to establish if a gender-responsive budgeting (GRB) approach was used

and if any deliberate attempt had been made to provide for women's financial needs in the national budgets.

Data analysis was done using two analytical frameworks: GRB and the Women's Empowerment in Agriculture Index (WEAI). GRB helped to assess if gender perspectives had been integrated into the budgeting process. Assessing if the budgets were allocated using the GRB principles made it easy to trace how the budget revenues and expenditures impacted on the socioeconomic status and opportunities of women and men. The framework also helped to track aspects of equality between women and men in the seven countries. GRB is a gender-based analysis that creates a foundation for implementation of the principle of equal opportunities for women and men in all spheres and enables sustainable development of society.

To ascertain whether or not the budgets that were allocated to the agricultural sector and other ministries, departments and agencies (MDAs) had an impact on women, the WEAI was applied. Application of the WEAI helped to assess progress in the empowerment of women and how they have been able to attain the five dimensions of empowerment¹ that form the framework. (IFPRI 2012) A further analysis was undertaken using the WEAI subindex (the Gender Parity Index) to establish (if any) the percentage of women farmers who could have benefited from the 10 per cent budget allocation and whether or not relevant programmes have been put in place to measure the impact of the benefits from the 10 per cent allocation and to close the gender gap in agriculture (Ibid).

A number of value chains were used to determine if women farmers benefited from the 10 per cent budget allocation. Value chain analysis sought to establish whether or not, by being part of the value chain, women had been able to derive benefits from the national funds that were allocated to the value chain. In turn, there was an assumption that, by benefiting from the allocation, women farmers would have been able to overcome the barriers described above.

Results

The study established that the seven countries had embraced the Maputo Declaration at various times through the signing of the CAADP compact. Table 1 provides the years when each country adopted the Maputo Declaration principles.

Overall, it was found that none of the seven countries used a GRB approach in the development, allocation and disbursement of national budgets. This is despite the existence of a policy document or statement on GRB from the ministries responsible for finance. In Uganda,

1 (i) Decisions about agricultural production, (ii) access to and power to make decisions about productive resources, (iii) control of use of income, (iv) leadership in the community and (v) time allocation.

the Finance Act clearly stipulates that budgeting should be carried out using GRB approaches. Burundi, Ethiopia, Zambia and Zimbabwe have adopted a programme-based budget but still do not apply the GRB approaches.

Table 1:
Adoption of the CAADP policy framework through the signing of the compact

Country	Year of adoption of the CAADP
Burundi	2012
Ethiopia	2009
Malawi	2012
Tanzania	2010
Uganda	2010
Zambia	2006
Zimbabwe	2009

Source: New Partnership for Africa's Development (2015).

The seven countries did not have gender-disaggregated data, which had implications for their ability to undertake evidence-based planning. It has been documented that data not only measure progress but inspire it: what's measured gets done.² This is one of the pitfalls of the lack of gender-disaggregated data in the countries, and, without these data, no action is being taken to ensure that women benefit from the national resources in line with the CAADP policy of inclusiveness. The monitoring of the process was found to be weak, even though all of the countries have gender commissions as well as ministries responsible for women and gender.

Other findings were that there was no deliberate budget allocation for women smallholder farmers. Rather, they were expected to benefit by being members of a household. Women were found to be beneficiaries of farm input support programmes in the countries studied, but it was not clear if they had control over the final decision on how the farm inputs were used at household level. This was due to the intrahousehold sharing of resources and the limited decision-making powers of the majority of women based on the culture of a given community. The impacts of the direct benefits from the farm input support programmes implemented in Ethiopia, Malawi, Zambia and Zimbabwe were not analysed to measure whether or not the benefits accrued helped women to achieve economic empowerment, as interviews to capture the voices of the women farmers themselves were not held.

Gender focal persons (GFPs) exist in all the seven countries, as required by the national gender policies and the tenets of the international legal instruments that the governments have ratified and acceded to. However,

2 Hilary Clinton, 2012

these GFPs are not effective, as the incumbents of these positions are junior officers and do not influence management decisions. The GFPs do not have a specific budget, except in Zimbabwe where the unit does have a budget as part of the Ministry of Agriculture's overall budget. However, this budget allocation is used for awareness-raising instead of for providing oversight of how the various departments in the ministry are mainstreaming gender into their programmes and activities. In Uganda, it was found that the government, through the Equal Opportunities Commission, has developed a strategy of rewarding MDAs that have managed to achieve gender equality through the issuance of a certificate, but the study did not find any strategies to punish those that have not done so.

Gender national machineries that implement the national gender policies exist but are under-resourced in terms of both finance and human capital. This negatively impacts on their ability to provide oversight of the mainstreaming of gender into budgets at national and sector levels. Gender issues are not viewed as strategic but as an add-on issue in the countries studied, with the exception of Uganda.

Policy frameworks

Agricultural policies

The seven countries studied have developed agricultural policies meant to provide guidelines on how to manage the sector. However, although gender is mentioned in passing, there are no gender-based plans for implementation.

In Zambia, the seventh national development plan³ is very explicit on the importance of mainstreaming gender into all policies, plans, programmes, projects, activities and budgets as one of its strategies. The development plan has a theme that encompasses issues of equality and is premised on a goal that emphasizes the creation of a diversified and resilient economy for sustained growth and socioeconomic transformation driven by, among other things, agriculture,⁴ tourism, manufacturing and mining. With regard to women's empowerment, the plan pledges to mainstream gender into the planning and budgeting processes.

³ Government of Zambia, 2017

⁴ This is the sector in which the majority of women are found.

Table 2:
Value chain analysis

Value chain	Impact	Lesson learned
Livestock	Very little benefit derived from financial and human resources allocated to the sector	Women own very few livestock; the assumption that small stock belong to women was disputed in Zimbabwe. Thus, their benefits from the national budget allocation are few.
Grains/seeds/fertilizer (farm input support programmes)	Food security increased at household level	Women are direct beneficiaries but final decision-making power over utilization was not fully analysed. Once the programme became commercial, women's benefits were drastically reduced. ^a Not all benefits translate into increased incomes and expenditure on the part of the women farmers.
Irrigation	Limited security of tenure	Women are indirect beneficiaries in most cases. Women receive limited benefits as most do not own land in their own right. In Zambia and Zimbabwe, secondary water rights are linked to direct land rights.
Extension services	Services not geared to women farmers	Although there has been recognition of the need to provide extension services to women farmers, lack of resources impact on the delivery.
Climate-smart agriculture	Climate-smart agriculture technology may increase gender inequalities at household level as women may fail to adapt to the technology and it may not be affordable.	Women are still considered a vulnerable group, thus are treated not as agents of change but as passive recipients of assistance in terms of adapting to and mitigating the impacts of climate change. Their indigenous knowledge is not considered at policy and implementation levels.

^a Targeted Command Agriculture programme in Zimbabwe.

In Ethiopia, policies aim to remove gender disparity in all sectors to ensure accelerated economic growth. Although this is clear on paper, there is a gap between policy and implementation as gender inequalities still exist in the country. The findings of an external mid-term review indicated that the investment framework programmes that were put in place to address gender issues and reduce inequality were not being fully implemented and a recommendation was put in place to ensure that MDAs improve on issues of gender mainstreaming in all sectors of the economy.

The National Agricultural Policy of Malawi clearly states gender to be one of the key issues affecting agriculture, together with human immunodeficiency virus (HIV)/acquired immunodeficiency syndrome (AIDS) and climate change. The policy emphasizes the responsiveness to gender in agriculture and rural development. It also recognizes that gender equality is a fundamental value in the provision of agricultural services to ensure equal participation of both men and women (Government of Malawi, 2010).

The National Agriculture Policy Framework⁵ of Zimbabwe, which will form the main policy guideline for agriculture, mentions the important role of women in agriculture. This is in line with the Transitional Stabilisation Plan, which is a 2-year national development plan on building the foundation for Zimbabwe to attain upper middle income status by 2030. The two policy frameworks will also guide the development of the second-generation Zimbabwe Agriculture Investment Plan, which, according to the Ministry of Lands Agriculture, Fisheries Water and Rural Resettlement, will endeavour to address gender issues.

National Agriculture Investment Plans

The National Agriculture Investment Plans (NAIPs) of the seven countries allude to gender mainstreaming based on their national development plans, but implementation is weak as there are no specific guidelines on how to mainstream gender into the agricultural sector. The difficulties are due to the lack of gender-disaggregated data and use of the household as a unit of analysis.

The 2010 NAIP of Ethiopia proposes ensuring gender equality in agriculture by removing gender disparity as part of accelerating economic growth and social development. However, in Ethiopia, data show that, although the NAIP calls for the removal of gender inequalities in the agricultural sector, gender-disaggregated data are not available and this makes it difficult for the MDAs to undertake evidence-based planning and implementation.

⁵ This document is still to be approved by the Cabinet of Zimbabwe.

In Malawi, in both Malawi Growth and Development Strategy II and the NAIP, gender is presented as a cross-cutting issue that affects economic development. Specifically, the NAIP recognizes the importance of engaging women in agricultural activities. Section 2.4 of the NAIP highlights how women affect and are affected by the agricultural sector. It states that Malawi's women farmers are less productive (by 28 per cent on average) than their male counterparts. This is because women frequently have unequal access to key agricultural inputs, such as land, labour, knowledge, fertilizer, improved seeds and mechanization. According to *The Cost of the Gender Gap in Agricultural Productivity in Malawi, Tanzania and Uganda* (UN Women et al., 2015), Malawi stands to gain if women are more involved in the entire agricultural value chain.

Although Tanzania has not achieved the 10 per cent budget allocation, the Tanzania Agriculture and Food Security Investment Plan specifies the beneficiaries of the allocation to be smallholder farmers, pastoralists and agropastoralists, and members of fishing households, who will be helped to adopt improved agricultural practices that increase food production and income generation, as well as agroprocessors, transporters, traders and service providers. The investment plan recognizes the heterogeneity of the identified beneficiaries, but it does not go further to provide a gender disaggregation of the beneficiaries. Statistics show that 86 per cent of economically active Tanzanian women work in agriculture, compared with 78 per cent of economically active Tanzanian men.⁶ Women account for 84 per cent of those who farm both food and cash crops. Women are the heads of 15–25 per cent of rural households (Ibid.).

The Zimbabwe NAIP, officially known as the Zimbabwe Agriculture Investment Plan, initially did not consider gender mainstreaming, but this was added in 2014 as a cross-cutting issue alongside climate change. However, as mentioned elsewhere in this policy brief, the country lacks gender-disaggregated data, which, like in other countries, impacts on evidence-based planning.

Climate change and climate-smart agriculture

Women farmers are more exposed than men farmers to climate variability and extremes, because of their limited entitlements and assets and their restricted access to the social and natural resources required for adaptation and resilience building. Because in most cases it is men who hold rights to key factors of production, there is a need to develop gender-transformative approaches that will create opportunities for women smallholder farmers to

⁶ African Development Bank, 2005

Figure 1:
Crop diversification due to climate change



use their knowledge of climate-smart agriculture to challenge existing gender norms. This will, in most cases, result in women being able to enter into mainstream agricultural development and hold positions of political influence in their communities, as well as being able to be involved in decision-making, which will allow them to control income from the agricultural produce. By being able to be part of both the social areas and economic areas of their communities, women will be able to achieve economic empowerment through agriculture, as enshrined in the WEAI tenets.

In the seven countries, it is mostly women who are engaged in climate-smart agriculture, which, in countries such as Zimbabwe, is mainly funded by development partners. It is recommended that governments create a specific budget for climate-smart agriculture, which will ensure that women derive direct benefits from the budget allocation to agriculture. Therefore, climate-smart agriculture is an important part of empowering women in agriculture.

In Zambia, through collaboration with the Food and Agriculture Organization of the United Nations, the Ministry of Agriculture implemented (between 2013 and 2017) the Conservation Agriculture Scaling-Up Project in 48 districts of the country. The intervention was aimed at reducing hunger and improving food security, nutrition and income through the promotion of sustainable use of natural resources. The climate-smart agriculture involved included conservation agriculture. The Conservation Agriculture Scaling-Up Project set a quota for at least 40 per cent of beneficiaries to be

women. The project recognized the importance of women as the main agricultural labourers and focused on building their status in the community.

Although Uganda has a well-developed agricultural research system, use of modern science and climate-smart technologies in agricultural production is still limited.

In Tanzania, it was found that, in terms of knowledge of climate change and climate-smart agriculture, women were aware of the negative impacts of weather and climate variability resulting from climate change. The study was informed that women had started to diversify into crops that were drought resistant and early maturing (Figure 1). Farmers in low rainfall areas have been encouraged to diversify and embrace sorghum, which is a drought-tolerant crop. Through diversification into sorghum, communities have been assured of food and nutrition security. However, the market for sorghum has not yet been well developed at both export level and domestic level. It was also established that the lack of developed markets made it difficult to check when seed importation could be reduced. This, according to the literature, is discouraging farmers, who have resorted to using the product for household consumption, despite its potential to earn them high incomes both nationally and internationally.

The seven countries had climate change policies and strategies in place, but there was still a gap in terms of funding from the national budget. The dependency on donor funding through non-governmental organizations is not sustainable.

Conclusions

From the findings of the analysis, the following conclusions were drawn. These can be used by the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and its partners to support the development of recommendations to engage with policymakers in their quest to ensure that gender equality and women's empowerment through agriculture is achieved.

Women are not receiving adequate support. The assessment of the benefits that women may have or have derived from the 10 per cent agricultural budget has shown that, although governments recognize the important role of women in agriculture, they fall short of ensuring that women receive optimum support to enable their contribution to the transformation of the country's economic development through agriculture. Thus, the promise to promote women in agriculture has been broken.

Gender issues are viewed as cross-cutting issues, which reduces their weight in implementation and monitoring. The cross-cutting nature of addressing gender issues creates issues of accountability among policymakers, and thus the issues are often dealt with on the surface.

Women benefit from the budget allocation through the provision of inputs (in Malawi, Zambia and Zimbabwe), but there were no data to show that this process has improved the lives of women in terms of decision-making or an increase in income.

Although Tanzania had not attained the 10 per cent budget allocation, some positive strides had been made to improve the status of women.⁷

The non-adoption of GRB by governments was found to be a barrier preventing women from fully benefiting from the 10 per cent budget allocation. This is despite the fact that all of the countries except Burundi have produced guidelines on GRB. There was no political will or commitment to adopt and utilize the guidelines or to address gender mainstreaming as a whole. Uganda has gone further than the other countries by issuing a certificate that is based on an assessment of compliance with the guidelines, but there was still a gap between policy and implementation as women in agriculture were still poor.

There are no mechanisms in the MDAs to ensure that the budgets produced are gender responsive and that information on the implementation of the budget and all

possible key performance indicators is disaggregated by gender.

The weak position of the GFPs in the MDAs negatively impacted on the collection of gender-disaggregated data. The incumbents of these positions do not have managerial roles and are thus unable to influence decisions.

Although women were involved and benefited from the public funds when they participated in value chains, the extent to which they benefited depended on the value chain.

Although women farmers did derive some benefits from the extension services' budget allocation, access to extension services in the seven countries was not adequate.

Extension services should include climate change applications to agriculture. In essence, there was a gap between the meteorological information and the needs of the farmers in the provision of extension services. The use of indigenous knowledge of adaptation and mitigation strategies was found to have been neglected at policy and implementation levels.



⁷ Refer to the Tanzania chapter in the main report.

Recommendations

The following recommendations are for UN Women and its partners. These recommendations can be used in the development of advocacy strategies to ensure that the member states realize the tenets of the CAADP/Malabo Declaration on inclusivity.

Governments must adopt measures that will increase investment in agriculture.

This will entail making the development of clear timetables for achieving the 10 per cent CAADP target mandatory. In achieving this increased allocation, the countries under study should promote a much stronger gender perspective in agricultural policymaking and budgeting and should target investments specifically at women farmers.

Adopt gender-based indicators. Governments should develop gender-based indicators that would provide for the collection of gender data at all levels. Production of gender-disaggregated data should be mandatory for all MDAs. The availability of these data will make it easy for MDAs to monitor how gender is being mainstreamed into plans, budgets and implementation.

Include gender-based indicators in MDAs. The African Union Commission, in partnership with UN Women, should develop programmes to develop capacity in the MDAs for the development of gender-based indicators and how to use these in monitoring and evaluation. The initial process should start with the Specialized Technical Committees, which comprise agriculture ministers and their senior personnel. This will inculcate a sense of responsibility and will become part and parcel of the policy formulation process, especially now that countries are developing their second-generation NAIPs. At member state level, GRB should form a key result area for permanent secretaries and heads of departments in all MDAs.

Governments must recognize the triple role of women.

Governments are urged to recognize the triple role of women (reproductive, productive and care activities) and align public investments with the needs and requirements of women smallholder farmers. It is further recommended that governments should create enabling environments that would **enhance the land rights of women and provide water security**, which would enable the women smallholder farmers to benefit from public funding, as they will be able to move into irrigation farming, among other agricultural activities.

Strengthen the gender focal persons/units. This should be done by ensuring that the units are adequately financed and headed by persons in senior positions. One recommendation from this study is to make the permanent secretary/accounting officers elevate the GFP and gender focal unit to a higher office that has final decision-making power in the MDAs. It is also recommended that the permanent secretary/accounting officers' assessment should include mainstreaming of gender as one of the important areas.

Strengthen oversight. The seven member states should put in place mechanisms that would provide for critical review of the content of the budgets that are developed by MDAs before the budgets are approved. This oversight should be strengthened at both MDA level and Pan-African Parliament level.

Improve the collection of data. A lack of reliable and accurate data was found to be a serious hindrance to implementation projects that can end both poverty and hunger in the countries that were studied.

Improve fiscal transparency. This will ensure more efficient targeting and provision of financial resources that will benefit women.

Allocate more resources to climate change and climate-smart agriculture. It is recommended that governments create a specific budget for climate-smart agriculture. This will ensure that women derive direct benefits from the budget allocation to agriculture in the context of weather and climate variability resulting from climate change and its impact on livelihoods.

Blend indigenous and scientific knowledge in climate change policies and programmes. This will result in the development of robust strategies for adoption by the communities as their knowledge will have been recognized.

Convert meteorological data into agrometeorological data. This should be mandatory and all the seven countries and extension staff should be trained in this approach. This recommendation is considered important, as smallholder farmers, especially women, are often not able to understand the scientific approach used in generating weather information.

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